Report to the Congress

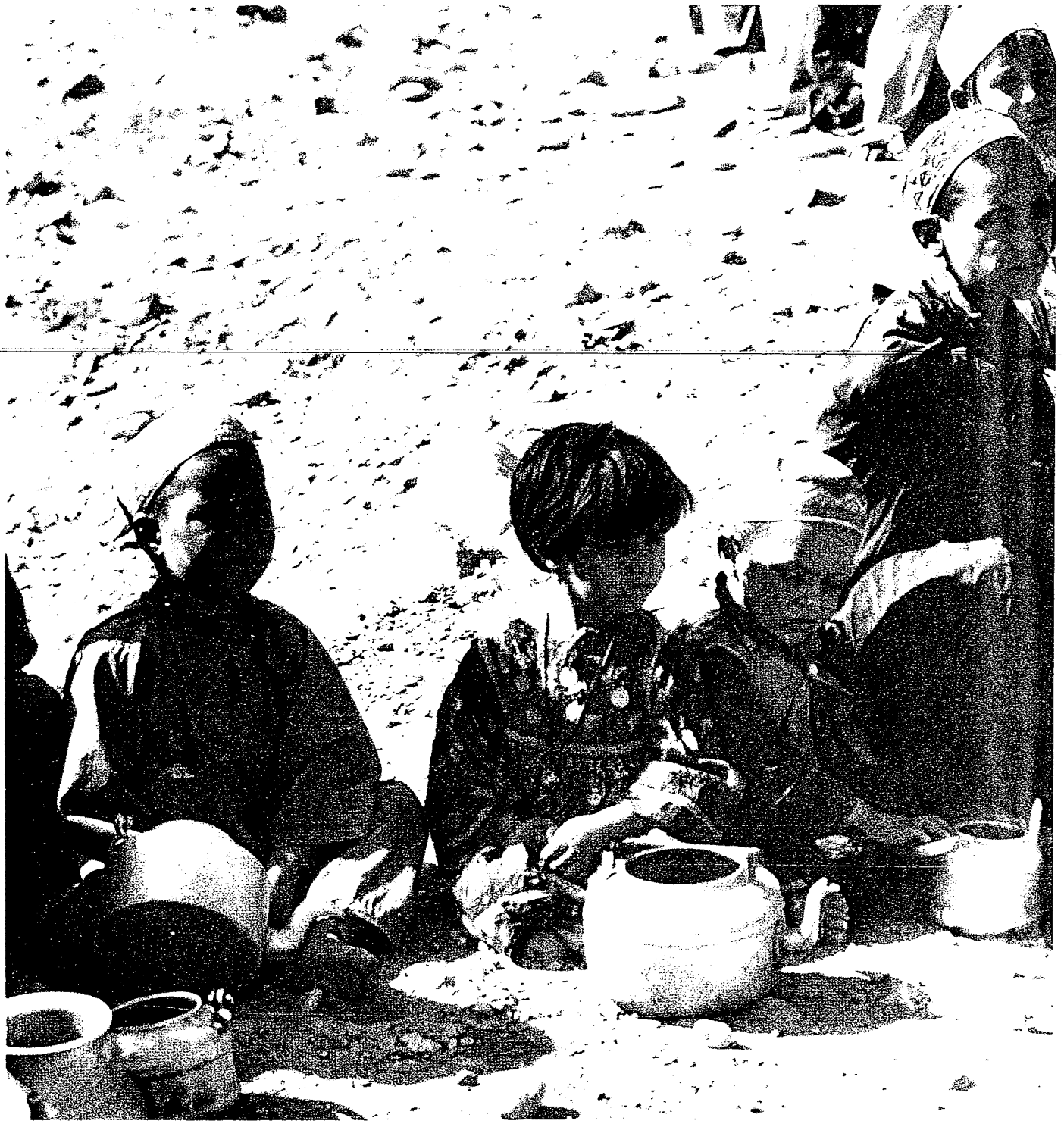
January 31, 1990

Refugee Resettlement Program

Office of Refugee Resettlement

U.S. DEPARTMENT OF HEALTH AND HUMAN SERVICES

Family Support Administration
Office of Refugee Resettlement



Afghan children await their milk rations in a Pakistani refugee camp.

Cover:
Cambodian refugee children learn to read.
(Photo by Marcus Halevi)

(Photo courtesy United Nations High Commissioner for Refugees)

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Executive Summary

Section 413(a) of the Immigration and Nationality Act, as amended by the Refugee Act of 1980, requires the Secretary of Health and Human Services in consultation with the U.S. Coordinator for Refugee Affairs to submit an annual report to Congress on the Refugee Resettlement Program. This report covers refugee program developments in Fiscal Year 1989 – from October 1, 1988, through September 30, 1989. It is the twenty-third in a series of reports to Congress on refugee resettlement in the U.S. since 1975 – and the ninth to cover an entire year of activities carried out under the comprehensive authority of the Refugee Act of 1980.

Admissions

Approximately 107,000 refugees were admitted to the United States in FY 1989, including more than 1,400 under the Private Sector Initiative.

About 45 percent came from Eastern Europe and the Soviet Union, 43 percent from Vietnam, Cambodia, and Laos, 6 percent from the Near East and South Asia, 4 percent from Latin America and the Caribbean, and 2 percent from Africa.

Initial Reception and Placement Activities

In FY 1989, 12 non-profit organizations were responsible for the reception and initial placement of refugees through cooperative agreements with the Department of State.

Domestic Resettlement Program

Refugee Appropriations: The Office of Refugee Resettlement (ORR) obligated approximately $380 million in FY 1989 for the costs of assisting refugees and Cuban and Haitian entrants. Of this, States received about $315 million for the costs of providing cash and medical assistance to eligible refugees, aid to refugee children, social services, and State and local administrative costs.

Cash and Medical Assistance: As of September 30, 1989, 48.5 percent of eligible refugees who had been in the U.S. 24 months or less were receiving some form of cash assistance. This compares with a figure of 52.1 percent a year earlier.

Social Services: In FY 1989, ORR provided States with $52.7 million in formula grants for a broad range of services for refugees, such as English language and employment-related training.

Targeted Assistance: In FY 1989, ORR directed $34.1 million in targeted assistance funds to areas with large concentrations of refugee and entrant populations to supplement available services.

Unaccompanied Minors: Since 1979, a total of 9,456 minors have been cared for until they were reunited with relatives or reached the age of emancipation. The number remaining in the program as of September 30, 1989, was 2,989 — a decrease of 6.7 percent from a year earlier.

Voluntary Agency Matching Grant Program: Grants totaling over $15.8 million were awarded in FY 1989. Under this program, Federal funds are awarded on a matching basis to national voluntary resettlement agencies to provide assistance and services to refugees. More than 70 percent of the refugees resettled through this program during FY 1989 were Soviet Jewish refugees.

Refugee Health: The Public Health Service continued to monitor the overseas health screening of U.S.-destined refugees, to inspect refugees at U.S. ports-of-entry, to notify State and local health agencies of new arrivals, and to provide funds to State and local health departments for refugee health assessments. Obligations for these activities amounted to about $5.8 million.

Refugee Education: About $15.8 million was distributed to school districts by the Department of Education to help meet the special educational needs of children at the elementary and secondary levels.

Wilson/Fish Demonstration Projects: ORR continued to fund demonstration projects in California and Oregon to help refugees find employment and reduce assistance costs. An application submitted by the United States Catholic Conference for a project in San Diego was approved, with funding dependent upon submission of a new budget and resolution of local issues.

National Discretionary Projects: ORR approved projects totaling approximately $9.8 million to improve refugee resettlement operations at the national, regional, State, and community levels. About $7.9 million was obligated for these projects in FY 1989. Four States continued to participate in the Key States Initiative, a program intended to address problems of persistent welfare dependency. Projects in another 20 States were approved as part of the Job Links program which seeks to strengthen linkages between employable refugees and potential employers in communities with good job opportunities. Other discretionary projects were concerned with assistance to Amerasians and Highland Lao refugees and planned secondary resettlement.

Key States Initiative (KSI): Wisconsin reported 313 grant terminations and 79 grant reductions during FY 1989. In Washington, 489 welfare recipients found jobs after receiving pre-employment training. A separate program to reimburse job-related expenses led to 220 grant terminations or reductions for welfare savings of $427,700.

Planned Secondary Resettlement (PSR): To date, 226 families (1,150 individuals) have relocated to self-sufficient communities and all families found employment soon after arrival. With the exception of three elderly refugees on SSI, welfare utilization decreased from 100 percent before relocation to zero afterwards. Welfare savings were calculated at $987 a month per family. On average, the government recoups its initial resettlement cost in just ten months.

Program Evaluation: Evaluation studies of the Key States Initiative and the National Refugee Mental Health Initiative continued throughout the year while a survey to identify self-sufficient Cambodian and Lao communities which offer favorable employment and resettlement opportunities was completed.

Data and Data System Development: By the end of FY 1989, ORR's computerized data system on refugees contained records on 1.1 million out of the 1.3 million refugees who have entered the U.S. since 1975.

Key Federal Activities

Emergency Consultations for FY 1989 Refugee Admissions: Due to an unexpected and dramatic increase in refugee applications from the Soviet Union, emergency consultations were held between the Executive Branch and Congress. Subsequent to these consultations, President Bush signed a Presidential Determination raising the world-wide admission ceiling for FY 1989 from 94,000 to 116,500.

Congressional Consultations for FY 1990 Admissions: Following consultations, President Bush set a world-wide refugee admissions ceiling at 125,000 for FY 1990, including 14,000 refugee admission numbers contingent on private sector funding.

U.S. Coordinator for Refugee Affairs: Jewel S. Lafontant was confirmed in June 1989 as the new U.S. Coordinator for Refugee Affairs and Ambassador-at-Large.

Refugee Population Profile

Southeast Asians remain the largest category among recent refugee arrivals in the United States. About 918,558 arrived between 1975 and 1989. Vietnamese are still the majority group among the Southeast Asian refugees.

Nearly 170,000 Soviet refugees arrived in the U.S. between 1975 and 1989. Other refugees who have arrived since 1980 include 36,000 Poles, 32,000 Romanians, 26,000 Afghans, 21,000 Ethiopians, 29,000 Iranians, and 7,000 Iraqis.

Twenty States have Southeast Asian refugee populations of 10,000 or more and account for about 87 percent of the total Southeast Asian refugee population in the U.S. California, Texas, and Washington continued to hold the top three positions.

Economic Adjustment

The Fall 1989 annual survey of Southeast Asian refugees who had been in the U.S. less than 5 years indicated that 37 percent of those aged 16 and over were in the labor force, as compared with 66 percent for the U.S. population as a whole. Of those in the labor force, about 89 percent were actually able to find jobs, as compared with 95 percent for the U.S. population.

The jobs that refugees find in the United States are generally of lower status than those they held in their country of origin. Twenty-eight percent of the employed adults sampled had held white collar jobs in their country of origin, but only 13.4 percent held similar jobs in the U.S.

As in previous surveys, English proficiency was found to affect labor force participation, unemployment rates, and earnings. Refugees who spoke no English had a labor force participation rate of 7 percent and an unemployment rate of 29 percent; for refugees who spoke English well, the labor force participation rate was 55 percent and the unemployment rate 3 percent.

Refugee households receiving cash assistance are larger than non-recipient households, have more children, and have fewer wage earners. Households not receiving any assistance averaged 2.3 wage earners – illustrating the importance of multiple wage earners within a household to generate sufficient income to be economically self-supporting.

In 1987, the median income of Southeast Asian refugees who had arrived in the U.S. in 1975 exceeded the U.S. median, according to data from the Internal Revenue Service.

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I. INTRODUCTION

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

- An updated profile of the employment and labor force statistics for refugees who have entered the United States under the Immigration and Nationality Act within the period of 5 fiscal years immediately preceding the fiscal year within which the report is to be made and for refugees who entered earlier and who have shown themselves to be significantly and disproportionately dependent on welfare (Part III, pages 85-101 of the report);

- A description of the extent to which refugees received the forms of assistance or services under title IV Chapter 2 (entitled "Refugee Assistance") of the Immigration and Nationality Act as amended by the Refugee Act of 1980 (Part II, pages 17-66);

- A description of the geographic location of refugees (Part II, pages 5-14 and Part III, pages 77-84);

- A summary of the results of the monitoring and evaluation of the programs administered by the Department of Health and Human Services (Part II, pages 40-49 and 66-69) and by the Department of State (which awards grants to national resettlement agencies for initial resettlement of refugees in the United States) during the fiscal year for which the report is submitted (Part II, pages 17-18);

- A description of the activities, expenditures, and policies of the Office of Refugee Resettlement (ORR) and of the activities of States, voluntary resettlement agencies, and sponsors (Part II, pages 19-71 and Appendices C and D);

- The plans of the Director of ORR for improvement of refugee resettlement (Part IV, pages 105-111);

- Evaluations of the extent to which the services provided under title IV Chapter 2 are assisting refugees in achieving economic self-sufficiency, obtaining skills in English, and achieving employment commensurate with their skills and abilities (Part II, pages 25-38 and 69, and Part III, pages 85-89);

- Any fraud, abuse, or mismanagement which has been reported in the provision of services or assistance (Part II, pages 42-50);

- A description of any assistance provided by the Director of ORR pursuant to section 412(e)(5) (Part II, pages 26-27);*

- A summary of the location and status of unaccompanied refugee children admitted to the U.S. (Part II, pages 38-40); and

- A summary of the information compiled and evaluation made under section 412(a)(8) whereby the Attorney General provides the Director of ORR information supplied by refugees when they apply for adjustment of status (Part III, pages 102-103).

In response to the reporting requirements listed above, refugee program developments from October 1, 1988, until September 30, 1989, are described in Parts II and III. Part IV looks beyond FY 1989 in discussing the plans of the Director of the Office of Refugee Resettlement to improve refugee resettlement and program initiatives which continue into FY 1990. This report is the ninth prepared in accordance with the Refugee Act of 1980 – and the twenty-third in a series of reports to Congress on Refugee Resettlement in the United States since 1975.

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

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

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

II. REFUGEE RESETTLEMENT PROGRAM

Admissions

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

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

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

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

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

As part of the consultation process for FY 1989, President Reagan established a ceiling of 94,000, plus an additional 4,000 numbers to be set aside for private sector admissions initiatives. (Presidential Determination No. 89-2, October 5, 1988.) The admission of the 4,000 private sector admissions was contingent upon the availability of private sector funding sufficient to cover the essential and reasonable costs of such admissions. During the course of the year, due to an unanticipated need for additional refugee admissions from Eastern Europe and the Soviet Union, President Bush, after consultations with the Congress, increased the overall ceiling to 116,500 (including the 4,000 private-sector reserve). (Presidential Determination No. 89-15, June 19, 1989.)

Of the ceiling of 116,500, approximately 107,000 refugees actually entered the United States during FY 1989, including about 1,500 entries under the 4,000 private-sector reserve.

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

- The applicant must meet the definition of a refugee in the Refugee Act of 1980.
- The applicant must be among the types of refugees determined during the consultation process to be of special humanitarian concern to the United States.
- The applicant must be admissible under United States law.
- The applicant must not be firmly resettled in any foreign country. (In some situations, the availability of resettlement elsewhere may also preclude the processing of applicants.)

Although a refugee may meet the above criteria, the existence of the U.S. refugee admissions program does not create an entitlement to enter the United States. The annual admissions program is a legal mechanism for admitting an applicant who is among those persons for whom the United States has a special concern, is eligible under one of those priorities applicable to his/her situation, and meets the definition of a refugee under the Act, as determined by an officer of the Immigration and Naturalization Service. The need for resettlement, not the desire of a refugee to enter the United States, is a governing principle in the management of the United States refugee admissions program.

This section contains information on refugees who entered the United States and on persons granted asylum in the United States during FY 1989.* Particular attention is given to States of initial resettlement and to trends in refugee admissions. All tables referenced by number are located in Appendix A.

Arrivals and Countries of Origin

In FY 1989, approximately 107,000** refugees and Amerasian immigrants entered the United States, as compared with about 76,800 in FY 1988. This represents an increase of 39 percent. Of the total arrivals in FY 1989, 43 percent were from East Asia, 45 percent were from Eastern Europe and the Soviet Union, 6 percent were from the Near East/South Asia, 2 percent were from Africa, and 4 percent were from Latin America and the Caribbean. Figure 1 shows the ten source countries from which the largest numbers of refugees and Amerasians came in FY 1989. Compared to FY 1988, this represents an increase in the proportion for Eastern Europe and the Soviet Union, a stable proportion for Africa and Latin America, and declining shares from other parts of the world. In terms of absolute numbers, admissions from most areas of the world were higher in 1989 than in 1988, with the only decline being among refugees from the Near East. Soviet arrivals nearly doubled.

During FY 1989, 9,229 persons (in 6,942 cases) were granted political asylum after arrival in the United States. This represents an increase of 26 percent as compared with 7,340 successful asylum applicants in FY 1988, and it marks the third consecutive year of increase. From 1980 through 1989, an average of 4,634 cases annually have been granted asylum by the Immigration and Naturalization Service (INS).

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

** This figure includes approximately 1,400 Cuban and 26 Iranian refugees who entered under the Private Sector Initiative.

- **Southeast Asian Refugees and Amerasian Immigrants**

In FY 1989, 37,066 Southeast Asian refugees and 8,721 Amerasian immigrants arrived in the United States. The admissions ceiling for the two categories combined was 50,000. This represents a 29.2 percent increase from the 35,083 refugees and 364 Amerasians admitted from Southeast Asia during FY 1988, and the largest total since FY 1985. Since the spring of 1975, the United States has admitted 918,558 refugees from Southeast Asia as of September 30, 1989 (Appendix A, Table 1). Monthly arrivals of refugees during FY 1989 averaged approximately 3,100, peaking in the last month of the year (Table 2). Amerasian arrivals increased during the year, with more than half arriving in August and September.

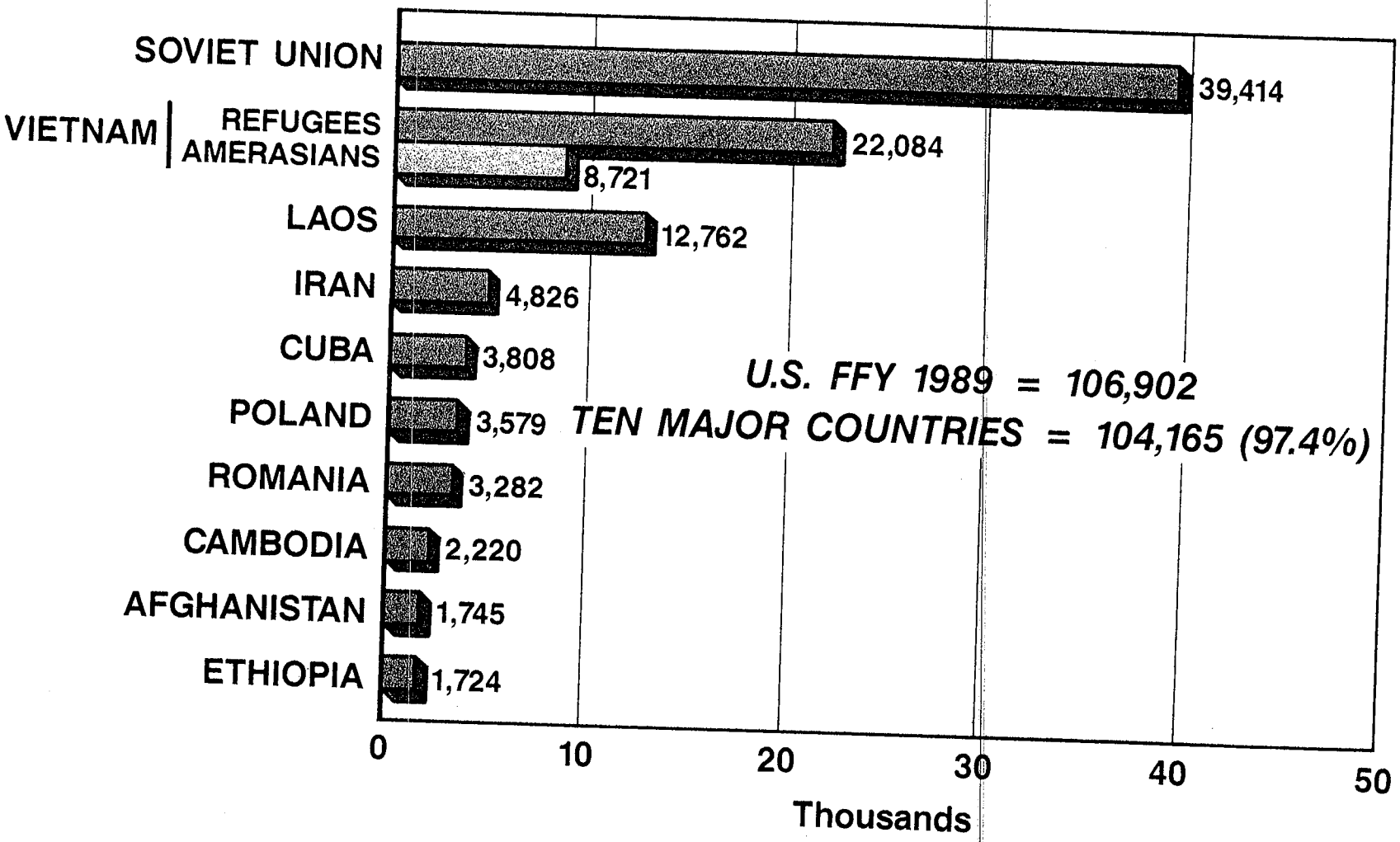
Compared with FY 1988, 44 States and territories received a larger number of Southeast Asian refugees and Amerasians in FY 1989, while 6 received less and one did not change. The geographic distribution of the newly resettled refugees follows the residential pattern of refugees already established, since most new arrivals are joining relatives. California continued to lead the list of States receiving the most refugees, with nearly 18,000 arrivals, 38.6 percent of the total.

Most of the new arrivals under the Amerasian Homecoming Act are not joining established relatives. To provide them with specialized services and the companionship of others in the same situation, they are being placed in a number of "cluster sites" about the country. These sites are thought to provide good resettlement opportunities and to have the capacity to absorb the new arrivals, and their profile differs somewhat from the usual major refugee placement locations.

The top ten States in terms of Southeast Asian refugee and Amerasian arrivals during FY 1989 are as follows:

TEN LARGEST REFUGEE SOURCE COUNTRIES

FY 1989



State	Number of New Southeast Asian Refugees and Amerasians	Percent *
California	17,686	38.6%
Texas	2,952	6.4
Minnesota	2,304	5.0
Washington	1,858	4.1
Massachusetts	1,646	3.6
New York	1,619	3.5
Wisconsin	1,591	3.5
Pennsylvania	1,278	2.8
Virginia	1,005	2.2
Illinois	984	2.1
Subtotal	**32,923**	**71.9%**
Other States	12,864	28.1%
Total	**45,787**	**100.0%**

Texas received the second highest number of new refugee and Amerasian arrivals from Southeast Asia, with nearly 3,000, more than 6 percent of the total. Minnesota was in third place, with more than 2,300 arrivals. The States of Washington, Massachusetts, and New York moved up in rank, while Wisconsin dropped in terms of rank and arrival numbers. Pennsylvania, Virginia, and Illinois rounded out the top ten, as in FY 1988.

In FY 1989 the proportion of refugee and Amerasian arrivals from Vietnam was just over two-thirds of the arriving Southeast Asians, at 67.3 percent, compared with 50.1 percent in FY 1988. The proportion from Cambodia dropped to less than 5 percent in FY 1989 compared with more than 8 percent in FY 1988, while the share of refugees from Laos dropped to 28 percent from 42 percent in FY 1988. Vietnamese refugees were the majority group among the new Southeast Asian arrivals in most States during FY 1989 as in earlier years. However, Maine received a majority of Cambodians and 4 States had a majority from Laos. Arrivals from Laos predominated in Minnesota, Rhode Island, Wisconsin, and, among the smaller States, in Montana. While California occupied first place as a resettlement site for each of the three nationality groups, resettlement patterns by ethnicity diverged below that level. For example, Massachusetts was the second most common State for Cambodian resettlement, with the States of Washington and Minnesota ranking third and fourth. Texas was second in rank for Vietnamese, with

* Percentages do not add due to rounding.

New York in third place. Minnesota ranked second and Wisconsin third for refugees from Laos. The changes in the geographic distribution of Southeast Asian refugees arriving in FY 1989 compared with FY 1988 are due primarily to the increased proportion of Vietnamese, including Amerasians, in the refugee flow.

The arriving Southeast Asian refugee population continues to be very young demographically. In FY 1989 the median age of the arriving Vietnamese refugees was 22.9 years at the time of arrival, while the refugees from Cambodia and Laos were 21.3 and 16.5 years of age, respectively. One-fourth of the Cambodians, 27 percent of the Vietnamese and 29 percent of the Lao were children of school age. Additionally, 18 percent of the Cambodians and 24 percent of the Lao were preschool-age children, while 7 percent of the Vietnamese were in this age group. Less than 2 percent of the Southeast Asians were age 65 or older. Males outnumbered females only slightly in the entering Lao population, but among the Cambodians and Vietnamese, 54 percent of the arriving refugees were males. The excess of males in the arriving Vietnamese population was concentrated among persons in their teens, as has been typical of this population in recent years.

- **Eastern European and Soviet Refugees**

The number of refugees arriving from the Soviet Union approached 40,000 in 1989, nearly double the 1988 number and the largest yearly total ever recorded for Soviet refugees. Since 1975, nearly 170,000 Soviet refugees have been resettled in the United States. The ceiling of 24,500 refugees set for the Soviet Union and Eastern Europe at the beginning of FY 1989 was raised to 50,000 during the year, primarily to allow for the continued outflow of Soviet refugees in higher numbers than expected.

In a return to the pattern of the years before 1987, New York was the most common destination for Soviet refugees with 40 percent of the total placements. The Soviet refugee population in 1989 contained a majority of Jews, the group that also predominated in the late 1970s. California received most of the Soviet Armenians and 20 percent of the Soviets overall. Illinois, Massachusetts, and Pennsylvania each received several thousand Soviets. Pentecostal Christians appeared in the Soviet refugee flow in significant numbers for the first time. Many of them went to the Northwest; Oregon and Washington each received more than 1,000 Soviet refugees. A complete listing by State of the resettlement sites of Soviet and Eastern European refugees appears in Table 4.

Refugees from the Soviet Union are among the oldest of the arriving nationality groups, with a median age at the time of arrival of 30.2 among the FY 1989 ar-

rivals. Women slightly outnumbered men with 52 percent of the total, and their median age was slightly higher, at 30.9 compared with 29.4 for the men. About 21 percent of the Soviets were children of school age, and preschool children made up 12 percent, while another 8 percent were age 65 or older. While this age profile is older than that of other arriving refugee populations, it continues the trend for recent Soviet refugees to be somewhat younger than those who arrived in the previous few years.

During FY 1989, the number of refugees from Eastern Europe was nearly 9,000, a slight increase from the number resettled in the previous three years. The majority arrived from Poland, with about 3,600, and Romania, with 3,300, with smaller numbers from Czechoslovakia (900), Hungary (1,100), and other countries. The number of refugees from Eastern Europe resettled since 1975 now totals almost 100,000.

As in past years, California received the most Eastern European refugees in FY 1989, with New York in second place and Illinois in third place. Together, these States resettled about 41 percent of the refugees from Czechoslovakia, Hungary, Poland, and Romania who arrived in FY 1989. Other States that received significant numbers in FY 1989 were Michigan (Poles and Romanians), Massachusetts (refugees from Czechoslovakia), Pennsylvania (Poles), New Jersey (Poles), and Washington (Hungarians). Table 4 contains a complete listing by State of the numbers resettled of these four nationality groups.

In age structure, the refugee populations arriving in FY 1989 from Czechoslovakia, Hungary, and Poland are rather similar to each other, but different from the Soviets, while the Romanians' age structure resembles that of the Soviets. The median ages of all four groups range from 24 to 27 with minor differences in age distribution between men and women. Between 14 and 20 percent of the refugees from Czechoslovakia, Hungary, and Poland are children of school age at the time of entry. Among these groups, the age category 25 to 34 predominates, containing anywhere from 31 to 38 percent of the arrivals from each country. Among Romanians arriving in FY 1989, 25 percent were children of school age, while 22.5 percent were in the 25 to 34 age range. Almost no Eastern European refugees are over age 65, except among Romanians, with about 1 percent over age 65. Males comprise from 56 to 62 percent of the refugees from Czechoslovakia, Hungary, and Poland, and 53 percent of those from Romania.

- **Latin American Refugees**

About 3,800 Cuban refugees arrived in the United States in FY 1989, an increase of 24 percent over the number arriving in FY 1988 and the largest single-year total since 1981. This figure includes approximately 1,400 Cubans who entered under the Private Sector Initiative, with guarantees of privately funded resettlement support. Since 1959, more than 800,000 Cuban refugees have been admitted to the U.S. (None of these figures includes the 125,000 Cuban "entrants" who arrived during the 1980 boatlift.) As in past years, the majority (78 percent) of the Cuban refugees arriving in FY 1989 settled in Florida. New Jersey, California, and Nevada absorbed most of the rest.

Most of the arriving Cubans had been long-term political prisoners or their family members, and their age-sex composition reflects this background. About 53 percent were males. The Cubans' median age was 36.4 at arrival, and 6 percent of them were at least 65 years old. While this is an unusual profile for a refugee population, it continues the trend for recent Cuban exiles to be younger on average and include a higher proportion of women than was the case in the previous few years.

In FY 1989, the United States resettled more than 300 Nicaraguans in refugee status, continuing a Western Hemisphere program that began in FY 1987. More than 70 percent went to Florida and California. The Nicaraguans had a median age of only 20, and 53 percent of them were males. About a dozen refugees were admitted from El Salvador.

- **African Refugees**

More than 90 percent of the refugees arriving from Africa are Ethiopians. Small numbers were resettled in FY 1989 from several other African countries, mainly Somalia and Uganda. In FY 1989, more than 1,700 Ethiopians arrived with refugee status, which represents an increase of 19 percent over FY 1988. More than 20,000 Ethiopians have entered the United States with refugee status since 1980. They are more widely dispersed about the country than are most refugee groups. The largest number settled in California, which received 20 percent of the FY 1989 arrivals. Significant numbers also settled in Texas (16 percent), Maryland and the District of Columbia (13 percent combined), and Georgia (5 percent). Table 5 contains a complete listing of the States of arrival of this group.

On average, the Ethiopian refugees are younger than those from Eastern Europe, but older than those from Southeast Asia. The median age of those arriving in FY

1989 was 25.1 years; men averaged 26.9 years while the average age of the women was 22.5 years. Sixty-seven percent of the arriving Ethiopians were men. Ethiopians are heavily concentrated in the young adult ages; 39 percent of the FY 1989 arrivals were in the 25 to 34 age group. Again, this age/sex profile is similar to that of Ethiopians who arrived in earlier years.

- **Near Eastern Refugees**

Iran accounted for the largest number of refugees arriving from the Near East during FY 1989 as in the 5 prior years with about 4,800 arrivals. This represents a drop of nearly 24 percent from the FY 1988 level. Approximately 1,700 refugees arrived from Afghanistan and about 100 from Iraq. The total number of refugees arriving from the Near East was about 22 percent lower in FY 1989 than in the previous year, continuing a decline from the 1987 peak.

California was again the most usual destination for refugees arriving from the Near East: 33 percent of the Afghans and 63 percent of the Iranians settled there. New York was the second most common State of placement for refugees from Afghanistan and Iran, as in previous years. Afghans also settled in Virginia and Iranians in Maryland and Texas in significant numbers. Table 5 contains a complete tabulation by State of the initial resettlement locations of these two groups.

The refugees arriving from Afghanistan during FY 1989 were as young as the Southeast Asians while the Iranian refugee population resembled that of the Romanians in its composition. The median age of the Afghans was 20.1, with the women two years older than the men on average. The Iranian refugees were older, with a median age of 27.1, and the women averaged 2 years older than the men. Thirty percent of the Afghans were children of school age, while the comparable figure was 22 percent for the Iranians. About 4 percent of the Afghans, but less than 1 percent of the Iranians were over age 65. Men outnumbered women slightly in both groups.

The differing resettlement patterns of the various refugee groups as well as the Amerasians combine to create the overall pattern of refugee resettlement in the United States. The top ten States for refugee arrivals in FY 1989 are shown in Figure 2, and the arrival figures for all States and territories appear in Table 6. California continued to dominate the resettlement picture with nearly 31,000 arrivals, but its share and number were reduced from FY 1988. New York was a strong second with 20,000. Illinois and Florida each received more than 5,000 refugees, while 4,300 were resettled in Massachusetts. Pennsylvania, Texas, and Washington each

received 3,700 to 4,000 refugees. Minnesota and New Jersey rounded out the top ten with 2,900 and 2,200 refugee arrivals respectively.

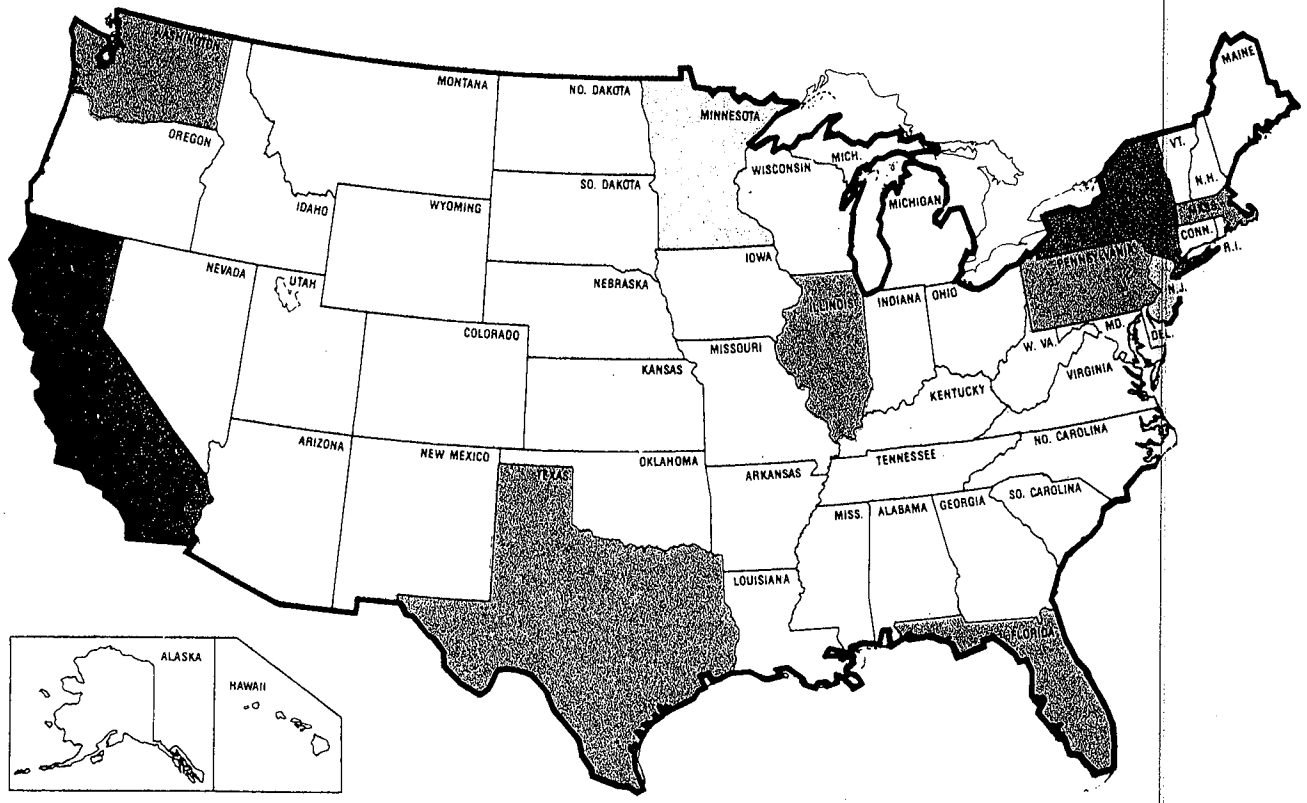
- **Other Refugees and Asylees**

During FY 1989, the number of applications for refugee status granted world-wide by the Immigration and Naturalization Service (INS) rose to 95,505 from the FY 1988 total of 80,282. The numbers approved by country were closely related to the numbers actually arriving, allowing for an average time lag of several months between approval of the application and arrival in the United States. Table 7 contains a tabulation of applications for refugee status granted by INS, by country of chargeability, under the Refugee Act from 1980 through 1989.

INS approved claims for political asylum status from 6,942 cases, covering 9,229 persons, in FY 1989. This represents an increase of 25.5 percent from the number of cases approved in FY 1988. A complete listing of the countries from which persons came who were granted asylum from FY 1980 through FY 1989 is shown in Table 8. Overall, during this 10-year period, 41 percent of all favorable asylum rulings went to Iranians. In FY 1989, as in the two previous years, the largest number of favorable rulings were granted to Nicaraguans, who received 52 percent of the total. More than 600 Iranians and nearly 600 Romanians were also given political asylum in FY 1989. Other countries from which at least 100 asylees came, in order, were Ethiopia, El Salvador, Poland, Panama, the Soviet Union, and Somalia.

REFUGEE AND AMERASIAN ARRIVALS

TEN LARGEST STATES — FY 1989



U.S. FY 1989 = 106,902

Ten Top States = 82,101 (76.8%)

Reception and Placement Activities

In FY 1989, the initial reception and placement of refugees in the United States was carried out by 12 non-profit organizations through cooperative agreements with the Bureau for Refugee Programs of the Department of State. For each refugee resettled, voluntary agencies received $525 which was to be used, along with other cash and in-kind contributions from private sources, to provide services during the refugee's first 90 days in the United States. Program participation was based on the submission of an acceptable proposal.

The Cooperative Agreements

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

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

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

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

Monitoring of Reception and Placement Activities

In FY 1989, the Bureau's monitoring program included ten in-depth reviews of refugee resettlement in California (Los Angeles County), Iowa, Nebraska, Nevada, Florida, South Dakota, Michigan, North Dakota, Pennsylvania, and the Washington, D.C. metro area. Follow-up visits to Tennessee, California (Fresno, Merced, Stockton, and Los Angeles), Michigan, and Maryland were also conducted. As a result of the monitoring, strengths and weaknesses of voluntary agency programs have been identified and, where needed, corrective action has been

recommended. Other management activities for the reception and placement program included tracking of refugee placements, oversight of sponsorship assurances, exchange of information, liaison with the private voluntary agencies, and review of voluntary agencies' financial reports.

Domestic Resettlement Program

Refugee Appropriations

In FY 1989, the refugee domestic assistance program was funded under the Departments of Labor, Health and Human Services, Education, and Related Agencies Appropriations Act (Pub. L. 100-436). The total funding which the Department of Health and Human Services (HHS) obligated to States and other grantees under the program in FY 1989 was approximately $380 million.

Approximately $262 million was used to reimburse States for the cost of cash and medical assistance provided to eligible refugees, aid to unaccompanied refugee children, and the supplementary payments States made to refugees who qualified for Supplemental Security Income (SSI). Of this, approximately $31 million was used to reimburse States for the administration of the program by States and local welfare agencies.

About $52.7 million was awarded in formula grants for social services to help States provide refugees with English language training, vocational training, and other support services to promote economic self-sufficiency and reduce refugee dependence on public assistance programs. States also received about $2.5 million to fund refugee mutual assistance associations (MAAs) as qualified providers of refugee social services.

Under the national discretionary funds program, ORR approved special projects totaling about $9.8 million, for which $7.9 million was obligated in FY 1989. Major allocations include:

- $2.3 million to support a special initiative (Key States Initiative) in four States with large numbers of refugees on welfare.
- $3.4 million in Job Links grants, designed to strengthen linkages between employable refugees and potential employers in communities with good job opportunities.

- $837,383 for four grants under the Planned Secondary Resettlement Program, which provides an opportunity for unemployed refugees and their families to relocate from areas of high welfare dependency to communities with favorable employment prospects.

- $960,500 to InterAction, as agent for the national voluntary resettlement agencies, to assist in the resettling of Amerasian young people and their families.

- $785,300 to address Hmong resettlement needs in areas of high concentration, particularly to alleviate social adjustment problems and to increase self-sufficiency.

- $500,000 to the Public Health Service to carry out hepatitis B screening, and vaccination as appropriate, of pregnant refugee women who have been in the United States since 1981.

ORR funded a targeted assistance program totaling $34.1 million in FY 1989. The objective of this program is to assist refugee/entrant populations in heavily concentrated areas of resettlement where State, local, and private resources have proved insufficient.

Under the matching grant program, voluntary resettlement agencies were awarded over $15.8 million in FY 1989 in matching funds for assistance and services in resettling Soviet and other refugees. Funds were provided for this activity in lieu of regular State-administered cash assistance, case management, and employment services.

Obligations for health screening and follow-up medical services for refugees amounted to almost $5.8 million in FY 1989. Funds were used by: (1) Centers for Disease Control (CDC) personnel overseas to monitor the quality of medical screening for U.S.-bound refugees; (2) Public Health Service quarantine officers at U.S. ports-of-entry to inspect refugees' medical records and notify appropriate State and local health departments about conditions requiring follow-up medical care; and (3) Public Health Service regional offices to award grants to State and local health agencies for refugee health assessment services.

ORR Obligations: FY 1989

(Amounts in $000)

A.	**Refugee Resettlement Program**	
	1. State-administered program:	
	a. Cash assistance, medical assistance, unaccompanied minors, SSI, and State administration	$261,820
	b. Social services (States' formula allocation)	52,670
	Subtotal, State-administered program	**314,490**
	2. MAA incentive grant program	2,485
	3. Targeted Assistance	34,052
	4. Discretionary projects	7,876
B.	**Voluntary Agency Matching Grant Program**	15,808
C.	**Preventive Health: Screening and Health Services**	5,770
	Total, Refugee Program Obligations	**$380,481**

CM, a/ Social Services, MAA Incentive Obligations, and Targeted Assistance: FY 1989 Funds

State	Cash/Medical Assistance	Social Services	MAA Allocation	Targeted Assistance	Total
Alabama	$252,520	$123,317	$5,815	$0	$381,652
Arizona	2,560,851	542,101	25,561	0	3,128,513
Arkansas	160,708,	98,160	5,000	0	263,868
California	120,476,221	19,924,545	939,494	13,019,730	154,359,990
Colorado	2,058,276	522,370	24,631	178,960	2,784,237
Connecticut	1,350,500	538,648	25,399	0	1,914,547
Delaware	75,000	75,000	0	0	150,000
Dist. of Columbia	787,429	140,088	6,605	0	934,122
Florida	7,623,039	2,661,670	125,504	14,097,229	24,507,442
Georgia	1,374,957	652,099	30,748	0	2,057,804
Hawaii	1,306,201	193,114	9,106	199,916	1,708,337
Idaho	292,732	125,043	5,896	0	453,513
Illinois	8,471,408	1,876,142	88,465	734,549	11,114,356
Indiana	120,952	125,783	5,931	0	252,666
Iowa	2,401,060	409,905	19,328	0	2,830,293
Kansas	1,492,022	395,600	18,654	164,457	2,070,733
Kentucky	327,564	193,114	9,106	0	529,784
Louisiana	469,777	536,675	25,306	103,876	1,135,634
Maine	352,312	131,702	6,210	0	490,224
Maryland	1,565,896	796,873	37,575	130,307	2,530,651
Massachusetts	17,231,061	2,260,151	106,572	982,808	20,508,592
Michigan	4,698,852	890,347	41,982	0	5,631,181
Minnesota	11,348,000	1,698,319	80,080	704,932	13,831,331
Mississippi	690,655	75,000	5,000	0	770,655
Missouri	662,000	508,065	23,957	61,529	1,255,551
Montana	361,624	75,000	5,000	0	441,624
Nebraska	391,430	120,850	5,698	0	517,978
Nevada	283,069	204,706	9,652	0	497,427
New Hampshire	366,152	75,000	5,000	0	446,152

State	Cash/Medical Assistance	Social Services	MAA Allocation	Targeted Assistance	Total
New Jersey	3,127,055	890,347	41,982	310,328	4,369,712
New Mexico	454,923	75,000	5,000	0	534,923
New York	23,883,300	4,667,295	220,075	673,830	29,444,500
New Carolina	732,829	365,758	17,246	0	1,115,833
North Dakota	525,948	75,000	5,000	0	605,948
Ohio	3,096,406	525,823	24,794	0	3,647,023
Oklahoma	294,167	229,616	10,827	0	534,610
Oregon	5,808,815	576,136	27,166	454,193	6,866,310
Pennsylvania	7,141,011	1,340,207	63,194	340,110	8,884,522
Rhode Island	1,273,629	300,646	14,176	209,117	1,797,568
South Carolina	142,880	75,000	5,000	0	222,880
South Dakota	81,110	75,000	5,000	0	161,110
Tennessee	506,300	492,281	23,212	0	1,021,793
Texas	3,257,352	2,417,503	113,991	361,667	6,150,513
Utah	1,719,719	320,377	15,107	119,728	2,174,931
Vermont	405,239	75,000	5,000	0	485,239
Virginia	5,188,686	1,227,249	57,868	355,656	6,829,459
West Virginia	30,000	75,000	0	0	105,000
Washington	9,857,681	1,771,569	83,534	849,078	10,958,140
Wisconsin	4,691,224	1,050,906	49,553	0	7,395,405
Wyoming	49,458	75,000	0	0	124,458
TOTAL	**$261,820,000**	**$52,670,100**	**$2,485,000**	**$34,052,000**	**$351,027,100**

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

State-Administered Program

- **Overview**

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

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

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

The Office of Refugee Resettlement establishes guidelines for the Refugee Resettlement Program through regulations published in the **Federal Register.** A final rule was published February 3, 1989 (54 FR 5463) which made changes in the requirements governing refugee cash assistance (RCA); employability services, job search, and employment on the part of recipients of RCA; refugee medical assistance (RMA); and refugee social services.

The final regulation revised the program to:

- Require a State to count in-kind assistance if it counts in-kind assistance in its AFDC program;

- Require proration of allowances for shelter, utilities, and similar needs among RCA recipients living in the same house if the State prorates such allowances in its AFDC program;

- Require RCA recipients to submit monthly reports after they have been in the U.S. for six months;

- Require participation in Job Search after an RCA recipient has been in the U.S. more than six months.

- Remove the requirement to spend 85 percent of refugee social service funds for employability services for States in which less than 55 percent of the population of time-eligible* refugees receives cash assistance.

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

- **Cash and Medical Assistance**

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

* During FY 1989, time-eligible refugees were refugees who had resided in the U.S. fewer than 24 months.

Refugees who are members of families with dependent children may qualify for and receive benefits under the program of aid to families with dependent children (AFDC) on the same basis as citizens. Under the refugee program, the Federal government (ORR) reimburses States for their share of AFDC payments made to refugees during a period following their initial entry into the United States. During FY 1989, ORR reimbursed States for the first 24 months that a refugee resided in the U.S.* Similarly, aged, blind, and disabled refugees may be eligible for the Federal supplemental security income (SSI) program on the same basis as citizens. In States which supplement the Federal SSI payment levels, ORR bears the cost of such State supplements paid to refugees during the same period as for AFDC. Needy refugees also are eligible to receive food stamps on the same basis as non-refugees. Refugees who qualify for Medicaid according to all applicable eligibility criteria receive medical services under that program. The State share of Medicaid costs incurred on a refugee's behalf is reimbursed by ORR during the same period as for AFDC.

Needy refugees who do not qualify for cash assistance under the AFDC or SSI programs may receive special cash assistance for refugees – termed "refugee cash assistance" (RCA) – according to their need. Pursuant to regulation, in order to receive such cash assistance, refugee individuals or families must meet the income

* Before March 1, 1986, the reimbursement period for States was for 36 months. In order to meet the Gramm-Rudman-Hollings legislative requirements of reducing available funds by 4.3 percent in FY 1986, ORR was only able to reimburse States for cash and medical assistance costs for a period of 31 months. This funding level was implemented March 1, 1986, and was continued through January, 1988. Beginning February 1, 1988, ORR found it necessary to shorten the period to 24 months as a result of the amount of funds appropriated under the FY 1988 Continuing Resolution (P.L. 100-202), which was enacted on December 22, 1987.

and resource eligibility standards applied in the AFDC program in the State. In addition, refugees who are eligible for RCA are also eligible for refugee medical assistance (RMA). This assistance is provided in the same manner as Medicaid is for other needy residents. Refugees may also be eligible for only medical assistance, if their income is slightly above that required for cash assistance eligibility and if they incur medical expenses which bring their net income down to the Medicaid eligibility level.*

In FY 1988, both RCA and RMA were available for up to 18 months after a refugee arrived in the U.S.; however, on August 24, 1988, the Department published a final regulation reducing the period for RCA and RMA from the existing 18 months to 12 months, effective at the beginning of FY 1989. After the first 12 months in the U.S., a refugee who is not eligible for AFDC, SSI, or Medicaid would have to qualify under an existing State or local general assistance (GA) program on the same basis as other residents of the locality in which he or she resides. In FY 1989, ORR continued to reimburse the full cost of GA for a refugee's 13th through 24th months of residence in the United States.**

Based on information provided by States in their Quarterly Performance Reports to ORR, 48.5 percent of refugees who had been in the United States 24 months or

* Section 412(e)(5) of the Act authorizes the Director to "allow for the provision of medical assistance . . . to any refugee, during the one-year period after entry, who does not qualify for assistance under a State plan approved under title XIX of the Social Security Act on account of any resources or income requirement of such plan, but only if the Director determines that – (A) this will (i) encourage self-sufficiency, or (ii) avoid a significant burden on State and local governments; and (B) the refugee meets such alternative financial resources and income requirements as the Director shall establish." In FY 1989, the Director of ORR utilized this authority to enable Arizona to continue an effective program of refugee medical assistance while the State, which had not previously participated in Medicaid, continued to test a Medicaid demonstration project.

** On November 22, 1989, the Department informed States that the FY 1990 appropriation of $210,000,000 for funding cash and medical assistance and related administrative costs (CMA) was not sufficient to continue funding at the FY 1989 level, and, therefore, effective January 1, 1990, States must claim CMA costs against a sequence of priorities. It is expected that reimbursement for RCA, RMA, and related administrative costs will continue for the current 12-month period, but that ORR will limit reimbursements for AFDC, SSI, and Medicaid to a refugee's first four months in the U.S. GA costs will no longer be reimbursed.

less were receiving some form of cash assistance at the end of FY 1989. This is the lowest cash assistance utilization rate reported by States since FY 1983, the first year for which national data are available. The current rate is also 3.6 percentage points lower than the dependency rate recorded at the end of September, 1988 – one year earlier.

The proportion of refugees receiving cash assistance rose during the first two quarters of FY 1989, but declined during the second two quarters in a pattern similar to FY 1988. The base 24-month population rose consistently throughout the year; the number of cash recipients also increased until the fourth quarter, when it showed a slight decrease.

Cash Assistance Dependency by Quarter, FY 1989

Date	Population	Cash Recipients	Dependency Rate
09/30/88	146,741	76,411	52.1%
12/31/88	151,146	82,820	54.8
03/31/89	163,707	88,820	54.0
06/30/89	175,955	92,957	52.8
09/30/89	187,987	91,166	48.5

Dependency rates exclusive of California declined by 2.1 percent nationally, from 33.2 percent to 31.1 percent. Overall, 32 of the 50 States and territories participating in the refugee program registered lower dependency rates at the end of FY 1989 than one year earlier.

The following list depicts changes that have occurred during the past year in welfare dependency rates for the ten States with the largest time-eligible refugee populations. The composition of this list has also changed due to large increases in refugee arrivals and changes in their geographic dispersal.

State	Percentage Point Change in Dependency Rate
California	+1.2%
New York	+1.2%
Florida	-11.4%
Illinois	-3.8%
Massachusetts	+15.1%
Texas	-2.8%
Washington	-8.0%
Minnesota	+6.3%
Pennsylvania	+6.1%
New Jersey	-3.8%

The following table shows cash assistance utilization among time-eligible refugees as of September 30, 1989, and one year earlier, at the close of FY 1988:

Cash Assistance Dependency Among Time-Eligible Refugees
September 30, 1989, and September 30, 1988

State	9/30/89 Estimated 24-Month Population	9/30/89 Cash Assistance Recip'nts	9/30/89 Dependency Rate	9/30/88 Estimated 24-Month Population	9/30/88 Cash Assistance Recip'nts	9/30/88 Dependency Rate
		a/			a/	
Alabama	312	89	28.5%	215	66	30.7%
Alaska	0	0	0.0%	0	0	0.0%
Arizona	1,569	81	5.2%	1,226	112	9.1%
Arkansas	185	58	31.4%	241	60	24.9%
California	66,627	53,368 b/	80.1%	60,598	47,809 c/	78.9%
Colorado	1,485	565	38.0%	1,401	547	39.0%
Connecticut	1,789	178	9.9%	1,385	209	15.1%
Delaware	41	20	48.8%	19	11	57.9%
D. Columbia	714	22	3.1%	265	35	13.2%
Florida	10,639	1,971	18.5%	7,400	2,213	29.9%
Georgia	2,044	327	16.0%	1,576	422	26.8%
Hawaii	431	292	67.7%	522	401	76.8%
Idaho	340	60	17.6%	178	63	35.4%
Illinois	7,722	1,503	19.5%	4,944	1,150	23.3%
Indiana	282	59	20.9%	202	60	29.7%
Iowa	1,132	250	22.1%	867	150	17.3%
Kansas	1,198	298	24.9%	1,066	311	29.2%
Kentucky	390	98	25.1%	354	67	18.9%
Louisiana	1,203	87	7.2%	1,232	129	10.5%
Maine	325	63	19.4%	263	51	19.4%
Maryland	2,994	538	18.0%	2,214	246	11.1%
Massachusetts	7,715	4,653	60.3%	6,833	3,087	45.2%
Michigan	2,893	922	31.9%	2,461	920	37.4%
Minnesota	5,545	4,180	75.4%	4,793	3,311	69.1%
Mississippi	123	90	73.2%	100	56	56.0%
Missouri	1,498	253	16.9%	1,048	149	14.2%
Montana	93	84	90.3%	106	65	61.3%
Nebraska	427	72	16.9%	295	68	23.1%
Nevada	494	62	12.6%	526	79	15.0%
New Hampshire	355	73	20.6%	196	55	28.1%
New Jersey	4,261	800	18.8%	2,576	583	22.6%
New Mexico	244	83	34.0%	137	55	40.1%

Cash Assistance Dependency Among Time-Eligible Refugees
September 30, 1989, and September 30, 1988

State	9/30/89 Estimated 24-Month Population	9/30/89 Cash Assistance Recip'nts	9/30/89 Dependency Rate	9/30/88 Estimated 24-Month Population	9/30/88 Cash Assistance Recip'nts	9/30/88 Dependency Rate
New York	27,103	6,801	25.1%	13,981	3,342	23.9%
No Carolina	933	105	11.3%	902	98	10.9%
North Dakota	162	45	27.8%	78	40	51.3%
Ohio	2,038	610	29.9%	1,296	815	62.9%
Oklahoma	705	73	10.4%	479	53	11.1%
Oregon	2,555	1,257 d/	49.2%	1,474	738 e/	50.1%
Pennsylvania	4,826	1,915	39.7%	3,593	1,208	33.6%
Rhode Island	988	426	43.1%	787	310	39.4%
So Carolina	120	9	7.5%	96	17	17.7%
South Dakota	161	9	5.6%	90	12	13.3%
Tennessee	1,393	171	12.3%	1,070	158	14.8%
Texas	6,622	1,213	18.3%	5,419	1,146	21.1%
Utah	914	204	22.3%	577	115	19.9%
Vermont	231	31	13.4%	154	36	23.4%
Virginia	3,675	750	20.4%	3,409	831	24.4%
Washington	6,379	3,004	47.1%	4,643	2,557	55.1%
W. Virginia	12	0	0.0%	9	2	22.2%
Wisconsin	4,076	3,342	82.0%	3,462	2,393	69.1%
Wyoming	24	2	8.3%	8	0	0.0%
Guam	0	0	0.0%	2	0	0.0%
Other	0	0	0.0%	0	0	0.0%
Total	187,987	91,166	48.5%	146,768	76,411	52.1%

a/ Caseload data derived from the Quarterly Performance Reports, or QPRs (Form ORR-6), are submitted by 49 States (Alaska does not participate in the refugee program) and the District of Columbia for all time-eligible refugees and entrants. Caseload data include AFDC, RCA, GA, and SSI recipients as reported by the States as of 9/30/89. Please note that caseload data may include children born in the United States to refugee families, while the base population does not include these children. This factor inflates the calculated dependency rate to an unknown degree, which may be significant in States with large AFDC caseloads. In a State with a small caseload, it may cause the dependency rate to exceed one hundred percent.

b/ California's cash assistance data include 35,528 recipients participating in the State's Refugee Demonstration Project (RDP) as of 9/30/89.

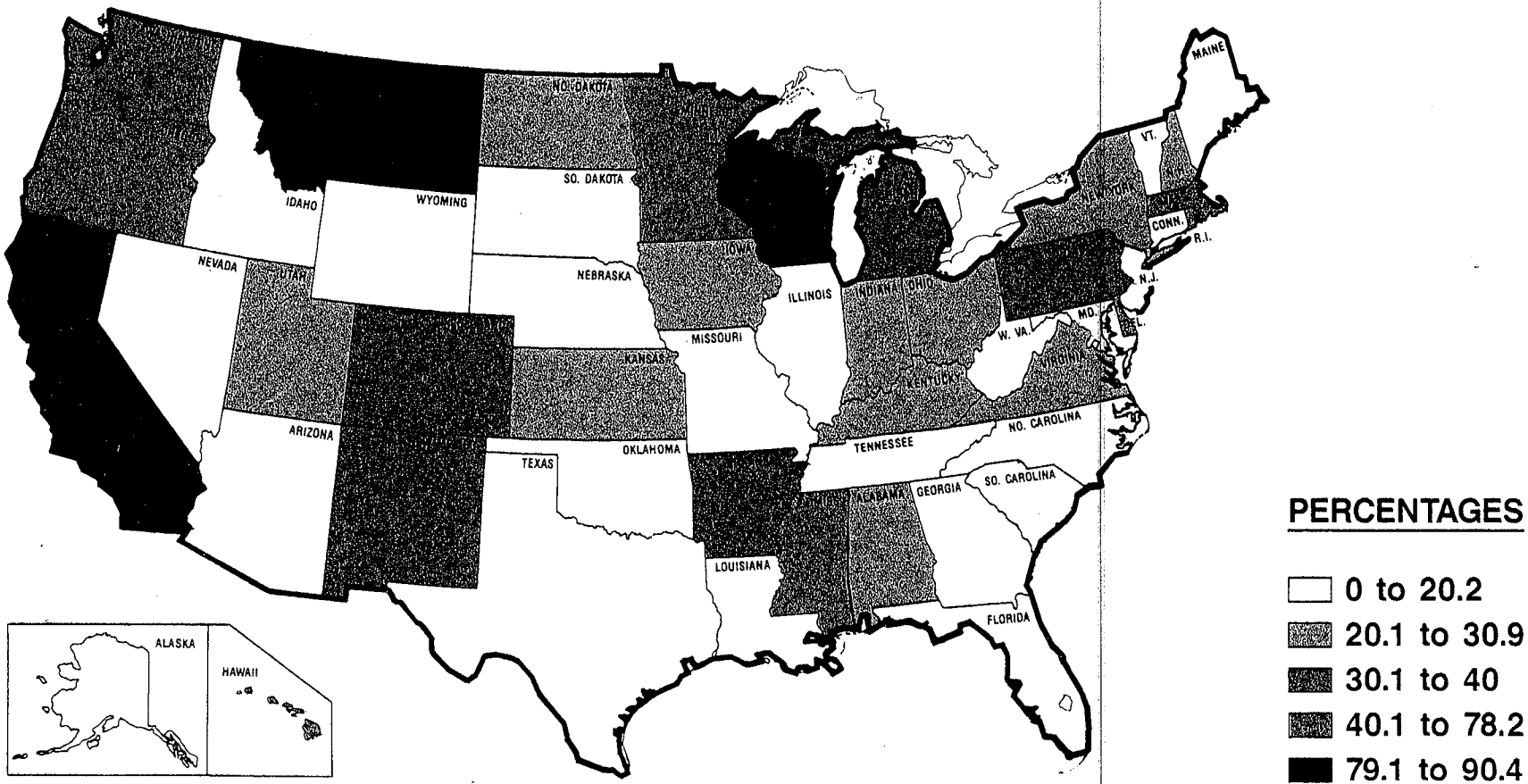
c/ California's cash assistance data include 29,816 recipients participating in the State's Refugee Demonstration Project (RDP) as of 9/30/88.

d/ Oregon's cash assistance data include 652 recipients participating in the State's Refugee Early Employment Project (REEP) as of 9/30/89.

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

TIME ELIGIBLE (24 MONTHS) REFUGEES RECEIVING CASH ASSISTANCE

AS OF SEPTEMBER 30, 1989



Use of Cash Assistance by Nationality

The Refugee Assistance Amendments of 1982 direct ORR to compile and maintain data on the proportion of refugees receiving cash or medical assistance by State of residence and by nationality. The most recent annual round of data collection took place in 1989; States reported on their cash/medical assistance caseloads as of June 30, 1989. Reports covered refugees in the U.S. for no more than 24 months.

Table 11 (Appendix A) summarizes the findings of the 1989 data collection with all 49 participating States* and the District of Columbia reporting. A cash assistance caseload of 87,531 is covered, which is equal to 94 percent of the total nationwide caseload at that time. (Many States could not report on the SSI portion of their caseload.) Of that caseload, the largest group was reported to be Vietnamese. Southeast Asians of all nationalities comprised 59 percent; they are about 48 percent of the time-eligible population. Soviet refugees comprised about 21 percent of the reported caseload while they are about 25 percent of the time-eligible population. Refugees from Eastern Europe were less than 4 percent of the caseload and nearly 9 percent of the population. Refugees from the Near East make up about 11 percent of the caseload and about 10 percent of the population. Other single nationality groups contribute only small fractions to the national caseload.

Dependency rates calculated by nationality range between 14 and 61 percent of time-eligible refugees. These calculations show somewhat higher dependency among the Southeast Asians compared with most other groups, but the contrast is less than in previous years. In the three States where Southeast Asians could not be differentiated by nationality, they were recorded in the table as Vietnamese — the majority group — which inflates the total for the Vietnamese and deflates those for the Cambodians and Lao slightly. If dependency is assumed to be distributed in these States in the same proportion as their Southeast Asian arrivals in 1987-89, the best estimates of nationwide dependency rates are about 56 percent for Vietnamese and 61 percent for Lao (including Hmong). The calculated dependency rate for Cambodians appears to exceed 100 percent, which indicates some cash assistance recipients are erroneously classified as time-eligible Cambodians in some States.

* Alaska does not participate in the Refugee Resettlement Program.

Among the other nationality groups, refugees from Afghanistan have a dependency rate of 56 percent, while the dependency rate for Ethiopians is 45 percent. Refugees from Iran show a dependency rate of 52 percent. Those from the Soviet Union have a dependency rate of 40 percent, which is higher than in the years before 1988, perhaps due to the very recent arrival of many Soviet refugees. Refugees from Eastern Europe (other than Poland) show a dependency rate of about 25 percent, while refugees from Poland continue to show the lowest dependency rate, at roughly 14 percent. Cubans with refugee and entrant status have a dependency rate of 21 percent.

- **Social Services**

ORR provides funding for a broad range of social services to refugees, both through States and in some cases through direct service grants. During FY 1989, as in previous fiscal years, ORR allocated social service funds on a formula basis. Under this formula, about $52.7 million of the social service funds were allocated directly to States according to their proportion of all refugees who arrived in the United States during the 3 previous fiscal years. States with small refugee populations received at least a minimum of $75,000 in social service funds.

Additionally, about $2.5 million of available social service funds were allocated to States for the purpose of providing funds to refugee/entrant mutual assistance associations (MAAs) as an incentive to include such organizations as social service providers. The funds were allocated on the same 3-year proportionate population basis as were the regular social service funds. States which chose to receive these optional funds were provided the allocation upon submission of an assurance that the funds would be used for MAAs.

Close to $10 million in social service funds were used on a discretionary basis to fund a variety of initiatives and individual projects intended to contribute to the effectiveness and efficiency of service delivery in the refugee resettlement program. A description of these activities is provided on pages 56-66.

ORR policies allow a variety of relevant services to be provided to refugees in order to facilitate their general adjustment and especially to promote rapid achievement of self-sufficiency. Services which are related directly to the latter goal are designated by ORR as priority services. In FY 1989, ORR continued to require that 85 percent of a State's social service funds be used for services identified as priority services in section 412(a)(1)(B)(ii) of the Immigration and Nationality Act, as amended, and in ORR's Statement of Goals, Standards, and Priorities. These services include English language training and services specifically related to

employment such as employment counseling, job placement, and vocational training. Other allowable services from the remaining 15 percent of funds are those identified in a State's program under title XX of the Social Security Act as well as certain services listed in ORR policy instructions to the States, such as orientation, translation, social adjustment, transportation, and day care.

- **Targeted Assistance**

In FY 1989, ORR received a final appropriation of $34,052,000 for targeted assistance activities for refugees and entrants. Of this, Florida received awards totaling $10.4 million for Jackson Memorial Hospital to provide health care to eligible entrants and for the Dade County public school system for the education of entrant children. Massachusetts received a special grant of $400,000 for the Lowell school system which was heavily affected by the children of Cambodian refugees who had recently migrated there from other areas of the country. Also, Los Angeles County, California, received a special grant of $1.2 million to help the county provide orientation and employment services for the almost 10,000 Armenian refugees who settled there in FY 1988. The remaining targeted assistance funds, $22,047,300, were awarded by formula to the 20 States (including the three above) eligible for targeted assistance grants on behalf of their 44 qualifying counties.

The targeted assistance program funds employment and other services for refugees and entrants who reside in local areas of high need. These areas are defined as counties or contiguous county areas where, because of factors such as unusually large refugee and/or entrant populations, high refugee and/or entrant concentrations in relation to the overall population, and high use of public assistance, there exists a need for supplementation of other available service resources to help the local refugee and/or entrant population obtain employment. Services funded under the targeted assistance program are designed to secure employment for refugees within one year or less.

In FY 1989, the formula for awarding funds was changed from prior years. From FY 1983 through FY 1988, targeted assistance funds were awarded based on the needs of refugees and entrants who arrived during the period October 1, 1979 - September 30, 1982. Given the changing pattern of resettlement in recent years, it was deemed appropriate to expand the formula data base to include refugees arriving from October 1, 1982, through September 30, 1988. Thus in FY 1989, $12.6 million, or 57% of available funds, was allocated on the same basis as in previous years, while $9.5 million, or 43%, was allocated on the basis of the FY 1983-88 arrival data. The above percentages reflected the proportion of initial placements in

targeted counties during the two periods. No new counties qualified under the established criteria.

No other significant changes were made in the FY 1989 program. States with approved management plans for locally administered programs were required to simply assure that the approved management plan and program guidelines would continue for the FY 1989 program.

- **Unaccompanied Minors**

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

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

The number of unaccompanied minor refugees arriving in the United States in need of foster care decreased somewhat during FY 1989 to an average of 45 per month, compared with 50 per month during the previous year. Also, the number leaving the program by virtue of reaching the age of majority accelerated. Faced with the likelihood of a continued diminishing caseload, ORR, in cooperation with national voluntary agencies, their local affiliates, and the States, continued phasing the program down in an orderly fashion. The aim of the phasedown is to assure continued ethnic-specific services for children remaining in care, while insuring that the services are delivered in a cost-effective way as the caseload declines.

Since January 1979, a total of 9,456 children have entered the program. Of these, 1,297, or 13.7 percent, subsequently were reunited with family, and 5,170, or 54.7 percent, have been emancipated, having reached the age of emancipation. Based on reports received from the States, the number in the program as of September

30, 1989, was 2,989, a decrease of 6.7 percent from the 3,204 in care a year earlier. During FY 1989, 133 children were reunited with family and 917 were emancipated. Unaccompanied children are located in 37 States and the District of Columbia.

In progress reports on 632 children in three States (New York, Oregon, and Virginia), caseworkers rated children's progress in four categories – English language, educational progress, social adjustment, and health – on three levels: unsatisfactory, satisfactory, and superior. The sample analysis shows that 54 of the 932 are at elementary level, 452 at secondary level, 95 at post-secondary levels, and 31 not in school.

Caseworker ratings by percentage were as follows:

	Unsatisfactory	Satisfactory	Superior
English language	7.9%	67.4%	24.7%
General education	6.0	70.0	24.0
Social adjustment	4.6	68.4	27.0
Health	0.8	73.2	26.0

Other major program activities during FY 1989 included:

- Placement of the first eight Iranian children with HIAS affiliates in three States: Maryland, New York, and Ohio.
- Placement of 29 Amerasian unaccompanied minors fromVietnam.
- Joint program reviews by ORR and FSA Regional Offices of three States: two of medium caseload size (Michigan and Mississippi) and one administered by the county child welfare system (California), assessing State performance against ORR's Statement of Goals, Priorities, Standards, and Guidelines.

- Continued development of ORR's records system, which enables ORR to maintain a statutorily required list of all unaccompanied minors receiving care since April 1975. Computerization of the list is complete, and ORR is able to flag irregularities, to identify the number of children reaching majority age as it occurs, and to project the number who will reach majority age in the following year.

- **Program Monitoring**

In FY 1989, ORR continued to carry out its program monitoring responsibility for the State-administered refugee resettlement program through continued oversight of the States. During the fiscal year, ORR reviewed State submissions of State plans and plan amendments, State estimates of expenditures, and quarterly program performance and fiscal status reports; provided technical assistance to State agencies; and conducted direct monitoring of key aspects of State programs. The following is a description of specific activities conducted during FY 1989.

State Plan Submissions

By the end of October 1989, FSA Regional Administrators had reviewed State plan submissions and approved the State plans or plan amendments of 7 States. The State plans of two additional States were granted conditional approval by ORR, subject to additional information to be provided by the States. The State plan of one State was pending. The plans of the remaining 40 States did not require amendment, and thus those States continue to operate their programs based on their existing State plans.

Review of States' Estimates

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

Summary of State Performance

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

- Of approximately 62,600 refugees enrolled in ORR-funded employment services (excluding targeted assistance funded services), almost 25,000 were placed into jobs during FY 1989. The annual entered employment rate achieved by local employment providers funded through refugee social services was 40 percent. Unit costs associated with participation in employment services averaged $338 nationally. The national average cost for job placement was $849 per individual.

- Employment retention rates recorded during FY 1989 indicate that 68 percent of all refugees placed into employment retained their jobs for at least 90 days. Thus, 17,027 of the 24,967 refugees employed during this time retained their jobs.

- As of September 30, 1989, the average hourly wage reported by all States for refugees placed into employment by ORR-funded employment services was $5.09.

- Almost 37,000 refugees were enrolled in English language training classes during FY 1989. Of these, over 17,000 (or 47 percent) completed at least one level of training. Average unit costs for ESL enrollment were $303; for completion of at least one level, unit costs averaged $645.

- Over 2,100 individuals completed a course in vocational training during FY 1989 at a unit cost of $1,532. Of these individuals, 1,344 (63 percent) secured employment following training at an average cost of $2,429. Sixty-six percent (890 individuals) retained their jobs for 90 days.

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

Field Monitoring of State-Administered Program

During the fiscal year, the Regional Offices of the Family Support Administration (FSA), of which ORR is a component, monitored key aspects of the State-administered refugee resettlement program. A summary of significant field monitoring activities in the regions during FY 1989 follows:

Region I (Boston) – The Regional Office reviewed refugee program administration in Connecticut and Maine. Subsequently, both States adopted financial management practices which will improve reporting and forecasting of refugee expenditures.

The Region distributed manuals on case management and health care produced by the Refugee Policy Group under contract with the Regional Office. The case management manual focuses on the possibility of multiple wage earners in a family as a way to achieve economic self-sufficiency. The health options manual provides information on overcoming medical insurance barriers to acceptance of employment.

Region II (New York) – Region II and Central Office staff carried out joint monitoring of the unaccompanied minors program at four sites in New York State: two in Manhattan and in Brooklyn and Rochester. The team met with agency staffs and reviewed randomly selected cases to verify (1) the age of minors on entry to the U.S. and (2) the proper completion of State adoption procedures. The team also met with the staff of the State child welfare agency to assure proper administrative procedures for unaccompanied minors.

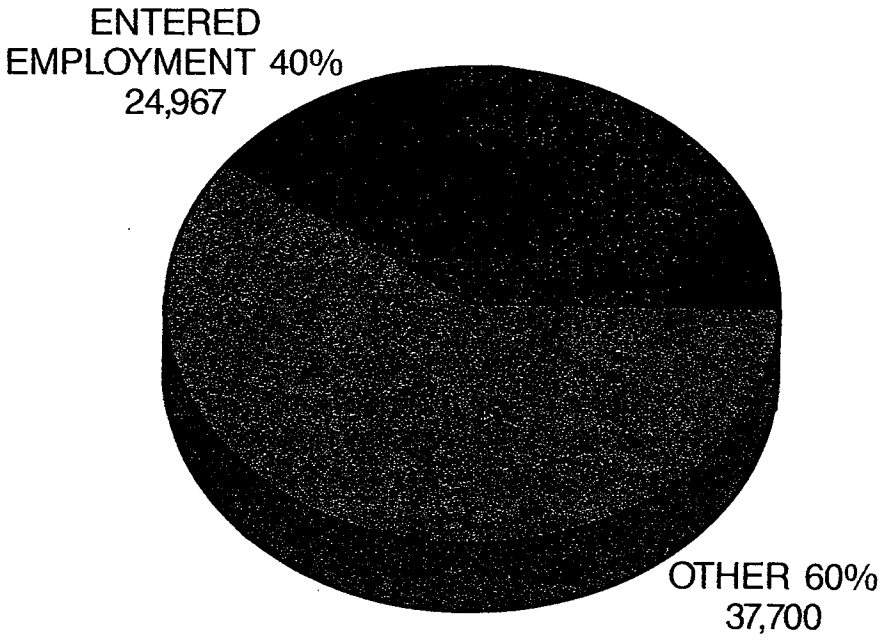
Joint Regional and Central Office staff also monitored New York's Key States Initiative (KSI) project and discovered that the project had fallen seriously short of meeting intermediate objectives and that action was required to get the project back on course. Federal staff, State officials, and consultants cooperated in formulating a revised project plan; management and personnel changes were instituted to implement the revised plan; and new objectives were established. The reconfigured project is now expected to meet its targets.

Region III (Philadelphia) -- The Regional Office completed its review of Virginia's medical assistance expenditures under the Refugee Program and recovered $478,472 in overpayments to the Commonwealth during FY 1986 - FY 1989. A corrective action plan to prevent inappropriate reimbursement claims for time-expired refugees was instituted as the result of these efforts, including edits to Virginia's automated systems.

REFUGEE EMPLOYMENT ENTRY RATE
FY 1989

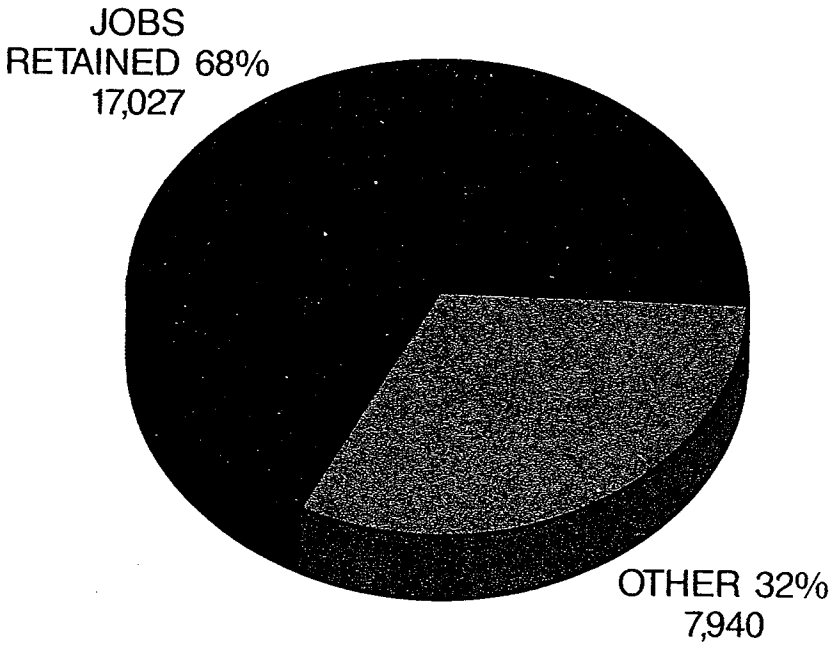
SERVICE PARTICIPANTS:

62,667



REFUGEE JOB RETENTION RATE
FY 1989

Total Employed: 24,967



Audits also resulted in recovery of $101,083 in Maryland and recovery and cost savings in excess of $3,000,000 in Pennsylvania. These findings, especially with regard to Pennsylvania, point out the need for effective corrective actions in RRP claiming practices. The audit resolution process will address these concerns and will be completed during FY 1990.

Finally, the Pennsylvania KSI was terminated as the result of reviews which determined that the Commonwealth was unable to produce acceptable outcomes under this program. A major restructuring of Pennsylvania's program is now in progress as a consequence of the ineffectiveness of KSI and the deficiencies identified in the service delivery system. An assessment of the effectiveness of these efforts will be completed in FY 1990.

Region IV (Atlanta) -- An on-going review of the region's four Planned Secondary Resettlement (PSR) grants was completed during FY 1989. Emphasis was given to the budgetary categories of direct costs and salaries.

The Region held an on-site budget review with the Georgia Refugee Coordinator and Asian Community Services, a PSR grantee located in Decatur, Georgia, to learn procedural and problem identification. This working exercise should enable the Region to monitor the three North Carolina PSRs effectively without an on-site visit.

All four PSR grants were found to be in compliance with only minor budget revisions necessary. All four grants have been extended due to their records of successful, cost-effective relocation of refugee families from high welfare dependency States to low welfare dependence locations with good employment and medical insurance opportunities.

The Region continues to conduct ongoing monitoring to ensure compliance and understanding between the grantee, the State, and the Federal government to avoid fraud, abuse, and mismanagement.

ORR Florida Office (Miami) – The ORR Florida Office conducted a case file review which confirmed Florida's assertion that many entrants were excluded from the refugee data system count because they had not applied for asylum through the normal refugee ports of entry. With few exceptions, the case files contained documentation proving that the refugees/entrants were eligible for refugee benefits. Many files contained evidence that the State had verified eligibility with the Systematic Alien Verification for Entitlement (SAVE) program or the ORR Florida Office Data System. The review also produced sanctions for non-coopera-

tive clients and prompted adjustments in the Florida employment-related services for newly arriving refugees.

The Florida office works closely with the Regional Office of the Social Security Administration (SSA) to provide services and benefits to newly arriving refugees. The two offices continue to promote early employment of newly arriving refugees through a cooperative effort to expedite applications for social security numbers. During the fiscal year, the Florida office and SSA established a system which allows SSA to telephone newly arriving refugees over age 65 to determine eligibility for benefits.

In FY 1989, ORR data operation hotlines serviced 42,827 information requests from service providers, hospitals, MAAs, voluntary agencies, and Federal agencies authorized to work with the refugee/entrant population.

The Florida office continues to conduct on-site reviews of service providers, whenever possible in cooperation with the State, and continues to assist in the review and resolution of audit disallowances.

Region V (Chicago) – No submission.

Region VI (Dallas) – Region VI evaluated Community/Family Stability Projects (CFSP) in Texas and Louisiana. Texas has two components which operate in Beaumont and Port Arthur. One has developed programs and activities for youth and elderly. A second contract put a Vietnamese worker on the staff of the County Probation Department to work with delinquent youth and their families. Both projects were found to be effective in meeting their objectives.

Louisiana began CFSP component projects in Shreveport, Lafayette, and Baton Rouge during the second quarter of FY 1989. Target groups include underemployed and hard-to-place refugees, teenagers, and former political prisoners. All projects were found to be well on the way to reaching projected goals.

A case file review was completed on all AFDC and RCA cases in the State of Oklahoma. Two AFDC and two RCA cases were found to be time-expired. Corrections were made immediately. No further deficiencies were found.

Region VII (Kansas) -- The Regional Office conducted a comprehensive review of the Kansas City (Missouri) Refugee Resettlement Program. The review established or verified good program management, low usage of cash assistance, and strong employment programs, but a low "sense of community" among refugee

groups. Due to limited travel funds, Region VII continued to emphasize State monitoring of refugee programs.

Region VIII (Denver) – In FY 1989, Region VIII granted two refugee technical assistance contracts, a $10,000 contract to the Spring Institute for International Studies to provide on-site technical assistance for improved employment services and a $10,000 contract to Catholic Community Services of Salt Lake City to improve refugee case management.

At the request of Central Office, Region VIII contracted with the Indochina Refugee Action Center (IRAC) to publish seven resource bulletins and a handbook on fundraising for all funded MAAs in order to enhance their capacity to identify, access, mobilize, and recruit resources for their organizations. The feedback on this project has been positive. The Regional Office also contracted with IRAC in FY 1988 to conduct the first national consultation conference of MAA service providers. The conference was held in early FY 1989 in Washington, D.C.

Region VIII reviewed two Community/Family Stability Projects in Billings and Missoula, Montana, and conducted an on-site fiscal review of the Utah refugee program. No fraud, abuse, or mismanagement was found in the CFSP projects and Montana accepted all suggested programmatic improvements. No corrective actions were required for the Utah program.

Region IX (San Francisco) -- Region IX continued to focus its monitoring efforts in California on counties with large refugee populations.

In Los Angeles, regional staff reviewed with State and county refugee program planning staff and service providers the county's needs and responses to the recent influx of Armenian refugees, with discussion focusing on the most effective use of special ORR funding made available to the county.

The Region completed a follow-up of corrective actions under an HHS audit and verified that the county implemented all corrective actions. The county has automated a number of tracking functions to avoid future compliance difficulties.

Central Office and Region IX staff participated in a review of California's program for unaccompanied minors. The review examined the State's administrative structure and practices as well as program operations in Santa Clara and Orange Counties. Review findings and recommendations for corrective action were shared with the State.

Refugee program monitoring in Fresno, Merced, and Tulare Counties focused on county responses to the continuing impact of large numbers of refugees and the ability to place refugees into jobs. Critical needs for additional resources to increase refugee self-sufficiency were also examined.

Region IX monitored operations in Orange County to assure overall consistency with the Family Support Administration's expectations for the refugee program.

Discussions were held with the California Department of Health Services (DHS) concerning its new role as a State agency receiving refugee program funding directly from FSA. Basic FSA expectations were clarified, as were relationships and responsibilities for program operation within DHS.

In Arizona, the Regional Office conducted an on-site review of the Arizona Community/Family Stability Project (CFSP) in Phoenix. The review assessed the grant's effectiveness in stabilizing refugee families and reducing secondary migration out of the State.

In Hawaii, regional staff monitored the administration of the program, implementation of the new ORR regulations, and effectiveness of the social service and targeted assistance programs.

In Nevada, regional staff monitored the administration of the refugee program and the effectiveness of the refugee service delivery system. Staff separately monitored the annual services delivery planning process.

Region X (Seattle) – Region X staff reviewed Oregon's Refugee Early Employment Program (REEP). This alternative cash assistance system administered by voluntary agencies has continued to demonstrate efficient cash payment delivery with a zero error rate. The project has met targeted employment goals while staying under the budget neutral spending guidelines.

The Region also reviewed the Oregon targeted assistance program which serves "harder to place" AFDC recipients and other refugees who need job placement assistance after loss of a job. The staff found that refugees who find early employment may not become fully self-sufficient without on-going assistance to upgrade their employment skills.

Region X also conducted a special review of Oregon administrative costs. Minor cost allocation issues requiring corrective action were found. Follow-up measures are being taken by the State.

Region X conducted two implementation reviews of the Washington Key States Initiative (KSI). This special project attempts to overcome barriers to employment by offering incentives to persons who take early employment. These incentives include payment for training or work expenses including medical care if not covered by the employer. After a slow beginning, the program is achieving savings in excess of the costs of the program. The review findings caused significant changes to the program.

Region X funded a special project to investigate health care options for working refugees in order to respond to the perceived disincentive for refugees to accept employment without medical coverage. The contractor conducted a study of employment practices in relation to medical coverage and produced a working manual for health care advocates. Training sessions were then conducted for service workers on how to use the manual to assist working refugees in obtaining free or economical medical care.

In Idaho, the Regional Office assisted the new State Coordinator in a comprehensive program and administrative review, which resulted in a change in the allocation of State administrative costs.

Audits

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

Minnesota — Federal funds in the amount of $79,864 were recommended for recovery, representing ineligible payments for cash and medical assistance paid in Hennepin County.

Texas -- Federal funds in the amount of $1,038 were recommended for recovery. This was for payment to a recipient who was ineligible. The auditor recommended a review of manual procedures for filing recipient input forms.

Iowa -- The auditor recommended that case file maintenance could be improved and that procedures be reviewed to ensure that only eligibles are charged to the program.

Hawaii -- The auditor recommended that redeterminations of eligibility be filed on a timely basis.

Oregon – Federal funds in the amount of $7,902 were recommended for recovery. The auditor recommended that claims filed by sub-recipients to the grant be verified by the State.

Washington – Federal funds in the amount of $605 were recommended for recovery for unallowable interest expenses in capital lease costs.

New York -- The auditor recommended better monitoring of county offices and local provider agencies and that written procedures on the preparation of quarterly expenditure reports were needed.

Pennsylvania – Federal funds in the amount of $1,221,108 were recommended for recovery. This represented refugee program cash assistance payments made after eligibility had expired. These overpayments were a result of weaknesses in systems processing and medical assistance payments made on behalf of individuals not participating in the program. The auditor recommended strengthening of the management information system and recovery of misspent funds.

Florida – Federal funds in the amount of $1,662,096 were recommended for recovery. This was due mainly to clerical errors. The auditor recommended monitoring of (1) sub-recipients and contractors, (2) procedures for appropriate action when eligibility changes, and (3) actions to ensure accurate and complete reporting on Refugee and Entrant Assistance Program performance reports.

Illinois – Federal funds in the amount of $91,414 were recommended for recovery. Eligibility redeterminations were untimely or not performed.

Ohio – Federal funds in the amount of $719,117 were recommended for recovery: $412,656 for unexpended balances not refunded for the prior two years and $306,461 for ineligible recipients for cash and medical assistance over the four years ending March 31, 1988.

Voluntary Agency Matching Grant Program

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

In FY 1986, the Federal matching funds available per refugee were reduced from $1,000 to $957 due to the implementation of the Gramm-Rudman-Hollings legislation. In FY 1989, Congress appropriated $15,808,000 for this program, including $4.3 million to reimburse organizations for significant expenses incurred in the resettlement of Soviet Jews at the end of FY 1988.

In FY 1989, ORR revised its program guidelines to require that at least one member of a refugee family unit must be deemed employable for the case to be placed into the matching grant program. In addition, refugees who are expected to receive SSI within nine months of arrival and refugees who are not expected to become employed or need public assistance shortly, such as students, are no longer eligible.

A list of the agencies participating in the program and the FY 1989 funds awarded to them follows:

AGENCY	FEDERAL GRANT
Council of Jewish Federations	$12,436,229
United States Catholic Conference	2,509,942
International Rescue Committee	493,384
Lutheran Immigration & Refugee Service	282,315
American Council for Nationalities Service	86,130
TOTAL	**$15,808,000**

Refugee Health

Refugees often have health problems due to the environmental conditions and lack of medical care which exist in their country of origin or are encountered during their flight and wait for resettlement. As in earlier years, these problems were addressed during FY 1989 by health care services in first-asylum camps, in refugee processing centers (RPCs), and after a refugee's arrival in the United States.

Medical and other volunteers continued to treat refugee health problems and improve the general health conditions in refugee camps. A public health advisor from the U.S. Public Health Service's Centers for Disease Control (CDC) was stationed in Southeast Asia to monitor the quality of medical screening for U.S.-bound refugees. Another CDC public health advisor was posted in Europe to monitor the health screening of U.S.-bound South Asian, Near Eastern, European, and African

refugees. At the U.S. ports-of-entry, refugees and their medical records were inspected by Public Health Service (PHS) Quarantine Officers who also notified the appropriate State and local health departments of the arrival of these refugees.

Recognizing that the medical problems of refugees, while not necessarily constituting a public health hazard, might adversely affect their successful resettlement and employment, ORR provided $5.8 million to State and local health agencies through an interagency agreement. These funds were awarded by the PHS Regional Offices through grants to identify health problems which might impair effective resettlement, employability, and self-sufficiency of newly arriving refugees and to refer refugees with such problems for treatment.

The Health Assessment Grant Program provided $500,000 for hepatitis B screening of pregnant refugee women who have been in the United States since October 1981. The newborns and close family contacts of carrier refugee women are screened and vaccinated as appropriate to prevent them from becoming infected and probable hepatitis B carriers themselves.

Refugee Education

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

The Transition Program provides funding for the special educational needs of refugee children who are enrolled in public and non-profit private elementary and secondary schools. Under this State-administered program, funds are distributed through formula grants which are based on the number of eligible refugee children in the States. State educational agencies in turn distribute the funds to local educational agencies as formula-based subgrants. Because the needs of recent arrivals are generally more serious and require immediate attention, the critical element in the formula for deciding a State's funding allocation is the number of eligible refugee children who have been in the U.S. less than one year. Significance is also placed on the number of eligible refugee children enrolled in secondary schools rather than on refugee children in elementary schools since older refugee children usually need more language support. During FY 1989, $15.8 million was made available to States.

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

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

Fiscal Year	For Use in School Year	Amount
1980	1980-81	$23,168,000
1981	1981-82	$22,268,000*
1982	1982-83	$22,700,000**
1983	1983-84	$16,600,000
1984	1984-85	$16,600,000***
1985	1985-86	$16,600,000
1986	1986-87	$15,886,000****
1987	1987-88	$15,886,000
1988	1988-89	$15,209,000
1989	1989-90	$15,808,000

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

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

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

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

Wilson/Fish Demonstration Projects

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

In the summer of 1985, ORR awarded grants to the States of California and Oregon for demonstration projects designed to decrease refugee reliance on welfare and to promote earlier economic self-sufficiency. Both of these projects got fully under way in FY 1986 and continued to operate through FY 1989. An application submitted by the United States Catholic Conference for a project in San Diego – to be operated by USCC's affiliate, Catholic Community Services – was approved, with funding dependent upon submission of a new budget and resolution of several State and county issues.

- **The California Refugee Demonstration Project (RDP)**

On July 1, 1985, the State of California began implementing a 3-year refugee demonstration project (RDP). The RDP is designed to test whether the removal of refugee employment disincentives in the AFDC program, such as the 100-hour rule, will result in more refugees becoming employed and to test the effects of increased employment experience upon refugee self-sufficiency. The project intends to: (l) increase the participation of refugees in employment services and training programs specifically designed for refugees; (2) increase refugees' potential for economic independence by allowing them a transition into entry-level full-time employment without immediately forfeiting the entire cash grant and other benefits; and (3) reduce long-term program costs through grant reductions as a result of employment.

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

In FY 1989, California applied for and received an extension of the RDP until September 1990 to maintain services to refugees until the California Greater Avenues for Independence (GAIN) program is fully implemented for AFDC clients in all counties.

Touche Ross, under contract to the State of California Department of Social Services, evaluated the results of the first three years of the demonstration. In its Final Report, dated August 18, 1989, it reported mixed results:

- RDP participants entered employment at a higher rate than pre-RDP counterparts - 49% compared to 35%.
- With the 100-hour rule waived in the RDP, the percentage of refugees who worked more than 100 hours while on assistance increased substantially from 12 percent for the pre-RDP population to 30 percent for RDP participants.
- Job duration for the initial job did not significantly differ between the two comparison groups—4.9 months on average for employed RDP participants versus 4.7 months for the pre-RDP group. If subsequent jobs are added to the job duration statistic, the pre-RDP group shows longer duration (6.3 months compared to 5.2 months for RDP clients).
- Pre- and post-RDP wages, based on data from welfare records and case management files, were similar, about $4 per hour or less.
- Based on welfare data, the pre-RDP employed refugee had higher average quarterly wages ($832.46) than the RDP comparison group ($765.79).
- Pre-RDP welfare grant savings due to employment-related grant reductions and terminations were greater by an estimated $2.3 million than what was achieved under the RDP. Thus, while RDP helped to increase the rate of refugee employment, it does not appear to have been cost-beneficial to the State.

- **The Oregon Refugee Early Employment Project (REEP)**

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

rival -- reducing the aggregate 18-month dependency rate for these clients from 80 percent to 50 percent; and (4) to enable 63 percent of all participants (including minor children) to graduate from the demonstration within 18 months of their arrival because their family earnings exceeded program income standards.

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

The project is expected to continue operations through FY 1990.

The Refugee Policy Group (RPG), under contract to the State of Oregon to evaluate the effectiveness of REEP, reported that by the end of the third year of REEP operation, the project reached its objective of placing at least 75 percent of employable adults in permanent, full-time employment within 18 months of their arrival. The median hourly wage for these refugees was $4 and 56 percent were employed for at least 90 days. By the end of the third year of REEP, 274 case (30 percent) had been closed due to economic self-sufficiency while 181 cases (20 percent) lost eligibility because of time-expiration and 242 cases (26 percent) left the Portland area.

National Discretionary Projects

During FY 1989, the Office of Refugee Resettlement approved projects totaling $9.8 million in discretionary funds to support activities designed to improve refugee resettlement at national, regional, State, and community levels. In addition, activities supported by funding allocated during FY 1988 also were carried out during FY 1989. Major discretionary awards included the following:

- $2.3 million to support special initiatives (Key States Initiative) in four States with large numbers of refugees on welfare.

- $3.4 million in Job Links project grants, designed to improve linkages between employable refugees and potential employers in communities which offer good employment opportunities to refugees.

- $837,383 in grants under the Planned Secondary Resettlement Program, which provides an opportunity for unemployed refugees and their families to relocate from areas of high welfare dependency to communities with favorable employment prospects.

- $960,500 to InterAction, as agent for the national voluntary resettlement agencies, to assist in the resettling of an expected 10,000 Amerasian young people and their families.

- $785,300 to address Hmong resettlement needs in areas of high concentration, particularly to alleviate social adjustment problems and to increase self-sufficiency.

- $500,000 to the Public Health Service to carry out hepatitis B screening, and vaccination as appropriate, of children and pregnant refugee women who have been in the United States since 1981 and for public information programs and interpreter services related to hepatitis B screening and vaccination.

- **Key States Initiative (KSI)**

ORR continued into the third year its Key States Initiative to respond to the persistence of high welfare dependency in four States. (One State, Pennsylvania, withdrew from the program.)

In FY 1989, ORR extended its Cooperative Agreements with four States – New York, Minnesota, Wisconsin, and Washington. The Agreements provide financial support to enable the States to implement individualized plans to increase employment and reduce welfare dependency among targeted populations in selected communities. The States have identified the target populations, designed strategies to reduce welfare dependency through increased employment, and implemented services based on those strategies.

Funds awarded during FY 1989 to the four states are as follows:

New York	$498,924
Minnesota	500,000
Wisconsin	800,000
Washington	500,000
TOTAL	**$2,298,924**

KSI Outcomes

The Wisconsin KSI has had outstanding results in its two years of operation. In FY 1989, 489 KSI clients were placed in full-time jobs at an average hourly wage of $5.60 while 127 clients were placed in part-time jobs. Welfare terminations were achieved for 313 families and grant reductions for 79 families as a result of increased employment.

As of the end of 2 years, 482 families, or 2,700 individuals, in KSI had left welfare, and 196 families had reduced grant levels due to employment. On an annualized basis, these terminations and reductions represent welfare savings of approximately $1.9 million in State and Federal funds.

Washington's performance was similarly noteworthy. In FY 1989, almost 1,200 clients on public assistance received pre-employment training, and, of these, 489 secured employment. A separate program, designed to provide reimbursement for job-related expenses for refugees who, through earned income, reduce or end reliance on public assistance, resulted in 220 welfare grant reductions and terminations for welfare savings of $427,700.

KSI program results in Minnesota and New York have been disappointing. In both cases, ORR is working with the State to improve program performance. ORR will continue to monitor performance throughout the year to determine whether to continue funding these programs in FY 1990.

- **Job Links**

The objective of the Job Links cooperative agreements is to develop service initiatives which would strengthen linkages between employable refugees and potential employers in communities with good job opportunities.

Twenty States requested funds in the amount of $3,397,107 to support cooperative agreements with ORR. Nineteen States were awarded cooperative agreements in the amount of $3,166,274 in FY 1989. One of the nineteen States, Mississippi, received partial funding in FY 1989 with the balance of $34,533 expected to be awarded in FY 1990. Iowa also received partial funding in FY 1989 with a balance of $37,483 to be funded with FY 1990 funds. Maine was recommended for funding of $196,300 in FY 1989, but due to the lack of funds is expected to receive FY 1990 funds. Thus, the balance of $230,833 is expected to be awarded in FY 1990. Grant recipients were as follows:

STATE	AMOUNT	ACTIVITIES
Alabama	$190,000	A, CC
Georgia	300,000	ES, CC, A,
Idaho	187,500	ESL, ES, SS
Iowa*	253,528	ES, VESL, SS
Kansas	299,937	VESL, SS
Kentucky	165,800	ES, VESL, SS
Louisiana	100,000	ES, ESL
Maryland	205,864	ESL, ES, SS
Mississippi**	70,467	ES
New Hampshire	119,913	ES
New Mexico	112,500	ES
North Carolina	150,000	ES
North Dakota	79,000	ES, CC
Oregon	80,000	ES, SS
Pennsylvania	170,000	ES, VESL
South Dakota	59,910	ES, CC, VESL, CM
Tennessee	300,000	ES
Texas	292,455	ES, CC, SS, CM
Vermont	29,400	ES
TOTAL	**$3,166,274**	

KEY:

A	Adjustment Services
CM	Case Management
CC	Child Care
ES	Employment Services
ESL	English as a Second Language
SS	Support Services
VESL	Vocational English as a Second Language

* Partially funded in FY 1989, balance of $37,483 to be funded in FY 1990.

** Partially funded in FY 1989, balance of $34,533 to be funded in FY 1990.

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

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

PSR grants are conducted in two phases: 1) a planning phase to assess and prepare prospective receiving communities and to identify and prepare interested refugees for participation in PSR; and 2) a resettlement phase to implement a planned relocation involving the provision of services to facilitate adjustment and prompt employment.

Eligible grantees include States and public and private non-profit organizations that have had demonstrated experience in the provision of services to refugees, such as refugee mutual assistance associations (MAAs) and national and local voluntary agencies. As of the end of FY 1989, there were six PSR grantees: four mutual assistance associations, and two voluntary agencies. In FY 1989, one new and three continuation grants were awarded totaling $837,383 to relocate 415 refugees as follows:

GRANTEE	AMOUNT
Hmong Natural Association of North Carolina P.O. Box 1709 Morganton, NC 28655	$199,541
Asian Community Services 145 New Street Decatur, GA 30030	200,000
Lutheran Family Services of North Carolina P.O. Box 13147 Greensboro, NC 27405	269,496
Montana Association for Refugee Services 1201 Grand Avenue Billings, MT 59102	168,346
TOTAL	**$837,383**

Two grantees, Catholic Social Services of Charlotte, North Carolina, and the Hmong American Planning and Development Center of Dallas, Texas, continued to implement PSR projects through FY 1989 with FY 1987 and 1988 funding.

PSR Outcomes for Families Resettled since FY 1983

Number of PSR Participants – To date, 226 families (1,150 individuals) have relocated from high welfare areas to self-sufficient communities through the PSR program.

Employment – All families found full-time employment soon after arrival in the PSR communities. The majority of PSR families are now multiple wage-earner families with both husbands and wives working. Almost 90 percent work in production jobs in factories, including electronic assembly, furniture-making, and textiles. Men are earning an average of $6.51/hour and women an average of $5.75/hour.

Family Income -- Average monthly income has increased dramatically after relocation. Monthly family income ranged from an average of $1,300 for FY 1989 projects to $2,000 for projects with several years of experience.

Welfare Dependency – With the exception of three elderly refugees on SSI, welfare utilization decreased from 100% prior to relocation to zero after relocation.

Home Ownership – To date, 45 PSR families have become self-sufficient enough to become homeowners.

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

Costs and Benefits – In FY 1989, the average cost of resettling families through the PSR program was $10,000 per family while average welfare cost savings to the government were estimated at $987 a month per family. At this rate, PSR families, on average, repay the cost to the government in just 10 months.

- **Amerasian Initiative**

The Office of Refugee Resettlement continued its Cooperative Agreement with InterAction to assist in the resettlement of approximately 10,000 Vietnamese Amerasians and family members. (Amerasians are children born in Vietnam to

Vietnamese mothers and American fathers and are admitted to the United States under P.L. 100-202 as immigrants, but are entitled to the same social services and assistance benefits as refugees.)

The national voluntary resettlement agencies have designated approximately 40 communities for clustering resettlement of free case Amerasians. Under the Inter-Action agreement, local affiliates of the national voluntary agencies are encouraged to undertake comprehensive planning for the Amerasian caseload and may apply for sub-grants from InterAction for special activities to assist in Amerasian resettlement.

In FY 1989, ORR made $960,555 available to InterAction under the Cooperative Agreement. With this, together with $593,232 awarded in FY 1988, InterAction made 33 sub-grants to communities throughout the United States which expected to receive more than 100 Amerasians and family members each. Communities which received the sub-grants of approximately $33,000 were Boston and Springfield, Massachusetts; Portland, Maine; Rochester, Syracuse, Utica, and the Bronx, New York; Newark, New Jersey; Philadelphia and Pittsburgh, Pennsylvania; the Washington, D.C., area; Richmond, Virginia; Greensboro, North Carolina; Jacksonville, Florida; Mobile, Alabama; Louisville, Kentucky; Chicago, Illinois; Lansing and Grand Rapids, Michigan; Minneapolis, Minnesota; Fargo, North Dakota; Dallas and Houston, Texas; Salt Lake City, Utah; Phoenix, Arizona; Santa Clara, California; Portland, Oregon; Tacoma, Washington; Honolulu, Hawaii; Burlington, Vermont; Hartford, Connecticut; St. Louis, Missouri; and Atlanta, Georgia.

- **Hmong National Strategy Development**

ORR entered into a cooperative agreement with Lao Family Community of Fresno, Inc. to develop a national plan of action to: 1) increase self-sufficiency and reduce welfare dependency in communities where large numbers of Hmong are on welfare; 2) maintain the stability of self-sufficient Hmong communities to serve as an alternative to the impacted areas; and 3) share responsibility, as partners, for the resolution of Hmong resettlement problems. The agreement provides $80,909 to Lao Family Community which is serving as the responsible agent for this project on behalf of a coalition of Hmong leaders in the U.S. A working committee of Hmong representatives will organize a series of strategy meetings, involving Hmong communities in different regions of the country, to develop regional plans of action to achieve the objectives stated above. These plans will contain commitments from leaders in self-sufficient communities, as well as leaders in high welfare communities, to reduce the welfare dependency of Hmong in high welfare

areas. The final result will be a national multi-year plan which articulates a set of strategies to increase Hmong self-sufficiency, delineates the responsibilities that the Hmong leadership will assume, and identifies the areas where Federal, State, and local government assistance are needed to implement the plan. The plan will be put into effect once mutual agreement by all parties is reached.

- **Special Services to Hmong New Arrivals**

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

Grants totaling $347,632 were awarded as follows in FY 1989:

GRANTEE	AMOUNT
American Council for Nationalities Service	$125,186
United States Catholic Conference	112,659
International Rescue Committee	59,787
Lutheran Immigration and Refugee Service	50,000
TOTAL	**$347,632**

- **Grants to Address Critical Unmet Needs in the Central Valley**

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

Grant awards were as follows:

GRANTEE	AMOUNT
County of Fresno Department	$200,000
Merced County Human Services	106,800
Tulare County Department of Public Social Services	50,000
TOTAL	**$356,800**

- **Refugee Crime**

The Office of Refugee Resettlement continued its Interagency Agreement with the Department of Justice, Community Relations Service (CRS), to address problems of refugee crime victimization. ORR made $32,000 available to CRS to conduct a series of community-based meetings bringing together police, refugee leaders, school authorities, court personnel, resettlement staff, and others to strengthen understanding among the various entities. Among the communities in which meetings were held during FY 1989 were Long Beach, California; Kansas City, Missouri; Seattle, Washington; the Mississippi-Alabama-Florida Gulf Coast; Oakland, California; Denver, Colorado; Des Moines, Iowa; Edison, New Jersey; Houston, Texas; and Nashville, Tennessee.

- **Refugee Hepatitis B Vaccination Program**

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

Beginning in FY 1986, ORR has provided funds ($596,000 in each of Fiscal Years 1986 through 1988 and $500,000 in FY 1989) to the Public Health Service to reach these groups. Through an interagency agreement, the Centers for Disease Control (CDC) makes grants to the States for the purpose of screening all refugee women

aged 15-35 who have entered the U.S. since October 1981 and who encountered the health care system for prenatal care during the project. Newborns of refugee women who are found to be carriers receive vaccinations and close household contacts are screened and are vaccinated if necessary.

Program Evaluation

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

- **Contracts Awarded in FY 1989**

No new contracts were awarded.

- **Studies in Progress**

The following evaluation studies remain in progress:

Evaluation of the Key States Initiative, contracted to Touche Ross & Co. of Seattle, Washington, for $336,781 in FY 1987 for a two-year period and $296,746 in FY 1989 to continue the study for an additional 18 months, to conduct an evaluation of a special initiative to increase self-sufficiency and reduce welfare dependency in selected States with high refugee welfare dependency. The Key States Initiative (KSI) is a collaborative effort between the Office of Refugee Resettlement and four States – Minnesota, New York, Washington, and Wisconsin – to implement multi-year self-sufficiency strategies tailored to the specific circumstances in each State.

The purpose of this evaluation is: to assess progress made in implementing KSI strategies in the participating States; to determine the impact of these strategies on refugee employment, self-sufficiency, and welfare dependency; and to determine the costs and benefits of this initiative. This evaluation includes an analysis of welfare grant reductions and terminations that result from refugees becoming employed through KSI, changes in family income, welfare cost savings derived from this initiative, and recipient characteristics to determine what types of refugee

families are being affected by KSI. Reports on the first year of KSI implementation are available for Minnesota and Wisconsin.

Major findings are highlighted below:

Minnesota

The Minnesota Key States Initiative targeted two counties: Ramsey and Olmsted counties. The State employed an intensive case management strategy whereby counselors provided extensive orientation in self-sufficiency planning to refugee clients and referred clients to a range of social services to prepare them for employment. This strategy had limited results. At the end of the first year, the State redesigned its approach by reducing the emphasis on case management and increasing the focus on direct employment services. Minnesota received $500,000 in KSI funding in the first year.

Refugee Characteristics: The average Minnesota KSI participant was 34 years of age, with a family of 7, who had been in the U.S. for 26 months. The majority (77%) of participants were Hmong; the remainder were Cambodian.

Entered Employments: During the first year of KSI, 144 refugees entered employment or improved their employment status through increased earnings or movement from part-time to full-time work. Average wages were $4.63/hr. Approximately 50 percent of all refugees employed after participation in KSI were employed full-time.

Job Retention: Most refugees employed during KSI were still working at the end of the first year. Only 6 refugees were no longer employed.

Multiple Wage-Earners: Eighteen refugees who entered employment were secondary wage-earners or other members in families where the primary wage-earner was already employed.

Welfare Grant Terminations/Grant Reductions: The first year of the Minnesota KSI resulted in 45 welfare grant reductions and 12 confirmed welfare terminations as a result of employment, falling well short of the State's first year goals of 150 grant reductions and 75 terminations.

Wisconsin

The Wisconsin Key States Initiative is a Statewide program that involves 9 communities. The KSI stresses multiple wage-earner strategies and aggressive job development targeting jobs paying $5.00 an hour and above. Family case management, job placement, on-the-job training, and motivational counseling, using Hmong clan leaders to motivate clients, are the main services provided to KSI clients. Hmong mutual assistance associations are the primary KSI service providers. The State received $814,045 in KSI funding in the first year.

Refugee Characteristics: The KSI population in Wisconsin consists primarily of Hmong two-parent families receiving AFDC, with an average family size of 5.6, who had been in the U.S. an average of 6.9 years. The average age was 31.1 years.

Entered Employments: During the first year of operation, the Wisconsin KSI achieved 232 full-time job placements and 117 part-time placements at an average wage of $5.13/hr.

Job Retention: Eighty percent of those who entered employment were still employed at the end of the first year.

Multiple Wage-Earners: Entered employments included 62 families in which both the husband and wife were placed in jobs.

Welfare Terminations/Grant Reductions: The Wisconsin KSI resulted in 169 welfare terminations due to employment and 89 grant reductions due to increased earnings in the first year of operation. These outcomes substantially exceeded the State's first year goal of 104 terminations, but fell short of the State's goal of 148 grant reductions. Combined, however, the State exceeded its overall goal of 252 grant terminations and grant reductions. As of the end of the first year, few of the terminated cases (3%) had come back on assistance.

Final reports on the findings in each KSI State will be available in FY 1991.

Evaluation of the National Refugee Mental Health Initiative, contracted to Lewin/ICF and Refugee Policy Group of Washington, DC in FY 1987 for $226,817 to assess the extent to which an ORR-funded, 3-year refugee mental health initiative, implemented under the auspices of the National Institute of Mental Health (NIMH) in FY 1985, succeeded in increasing the capacity of mainstream mental health systems to provide appropriate mental health services to refugees. This

study is examining what States have done: to arrange training programs for mental health practitioners to improve the delivery of culturally appropriate services; to identify resources to bridge refugee mental health service gaps; and to increase the number of trained refugee mental health professionals to provide clinical services to refugees.

This is a 2-year evaluation which has involved information gathering in 9 of the 12 States participating in the mental health initiative: California, Colorado, Illinois, Massachusetts, New York, Rhode Island, Texas, Washington, and Wisconsin. A final report will be available in Spring, 1990. The report will document best practices that have been developed during the 3-year refugee mental health initiative for dissemination to States and local jurisdictions that are just beginning to develop mental health services for refugees.

- **Studies Completed in FY 1989**

The following evaluation study was completed in FY 1989:

A Survey of Favorable Communities, contracted to CZA, Incorporated, of Washington, DC, for $29,751 to identify self-sufficient Cambodian and Lao communities in the U.S. that offer favorable employment and resettlement opportunities for the purpose of disseminating this information to interested refugees and refugee-serving organizations in impacted areas who may wish to consider secondary resettlement. This study provides information on relocation options for unemployed refugees residing in impacted areas who are interested in obtaining employment elsewhere. The final reports include profiles of some of the more successful Cambodian and Lao communities in the U.S. and describe the characteristics of the host community, the refugee community, and the local job market. Information is provided on 22 Cambodian communities and 24 Lao communities where refugees are largely self-sufficient, are generally able to find self-sustaining employment, and encounter fewer problems with crime and overcrowding.

The profiles contain information on: size and stability of the community; degrees of self-sufficiency and welfare utilization; types of jobs available to refugees; and average wages. The profiles also provide information on the local refugee community, including housing costs and the degree of home ownership, number of college students, presence or absence of a Buddhist temple, presence of a mutual assistance association, and the availability of medical, educational, and social services. Information on local unemployment rates and average earnings for the general population is also provided.

Data and Data System Development

Maintenance and development of ORR's computerized data system on refugees continued during FY 1989. Information on refugees arriving from all areas of the world is received from several sources and compiled by ORR staff. Records were on file by the end of FY 1989 for approximately 1.1 million out of the 1.3 million refugees who have entered the U.S. since 1975. This data system is the source of most of the tabulations presented in Appendix A.

Since November 1982, ORR's Monthly Data Report has covered refugees of all nationalities. This report continues to be distributed to State and local officials by the State Refugee Coordinators while ORR distributes the report directly to Federal officials and to national offices of voluntary agencies. The monthly report provides information on estimated cumulative State populations of Southeast Asian refugees who have arrived since 1975; States of destination of new refugee arrivals; country of birth, citizenship, age, and sex of newly arriving refugees; and the numbers of new refugee arrivals sponsored by each voluntary resettlement agency. Since the summer of 1988, the monthly report has included a tabulation of arriving Amerasian immigrants by State. Also, a special set of summary tabulations is produced monthly for each State and mailed to the State Refugee Coordinators for their use. In addition to the same categories of information produced for the national-level report, the State reports include a tabulation of the counties in which refugees are being placed and a separate county tabulation of Amerasians. These reports provide a statistical profile of each State's refugees that can be used in many ways by State and local officials in the administration of the refugee program. ORR also produces other special data tabulations and data tapes as needed for its administration of the program.

At the time of application to INS for permanent resident alien status, refugees provide information under section 412(a)(8) of the Immigration and Nationality Act. This collection of information is designed to furnish an update on the progress made by refugees during the one-year waiting period between their arrival in the U.S. and their application for adjustment of status. The data collection instrument focuses on the refugees' migration within the U.S., their current household composition, education and language training before and after arrival, employment history, English language ability, and assistance received. ORR links the new information with the arrival record, creating a longitudinal data file. Work continued during FY 1989 to develop this data file. Findings pertaining to the refugees who adjusted their status during FY 1989 are reported in the "Adjustment of Status" section, page 102.

In FY 1989, ORR continued an interagency agreement with the Internal Revenue Service for the tabulation of summary data on incomes earned and Federal taxes paid by refugees who arrived from Southeast Asia between 1975 and 1979. Findings covering the 1980-1987 tax years are presented in the "Economic Adjustment" section, pages 97-101. This data series will be continued in future years.

In FY 1989, ORR continued to work with the Refugee Data Center (funded by the Bureau for Refugee Programs, U.S. Department of State) to improve the ability to exchange records between the two data systems. This project has enhanced the coverage of ORR's data system. From the Refugee Data Center's records, ORR is adding information on certain background characteristics of refugees at the time of arrival, including educational achievement, English language ability, and occupation. Reports summarizing this information are being developed.

Key Federal Activities

Congressional Consultations on Refugee Admissions

The Refugee Act of 1980 established procedures both for setting an annual level of refugee admissions to the United States and for raising that level, if necessary, due to an unforeseen refugee emergency. Under the Act, the U.S. Coordinator for Refugee Affairs manages both the normal and emergency processes for setting admissions levels. During FY 1989, emergency refugee admissions consultations between the Executive Branch and the Congress were held because of the dramatic and unexpected increase in Soviet refugee applications that began late in 1987 and continued, at increasing rates, through 1989. After completing these consultations, President Bush signed Presidential Determination 88-15 on June 19, 1989, raising the FY 1989 world-wide ceiling to 116,500.

Following meetings with State and local government officials, voluntary agencies, and refugee leaders, the annual consultations with the Congress on refugee admissions for FY 1990 took place in September, 1989. After considering Congressional views, the President signed Presidential Determination No. 90-2 on October 6, 1989, setting the world-wide refugee admissions ceiling for the U.S. at 125,000 for FY 1990. This included a ceiling of 111,000 persons for which Federal funding may be used, allocated to regional subceilings as follows: 25,000 refugees from East Asia First Asylum; 26,500 from East Asia through the Orderly Departure Program (including Amerasian immigrants*); 40,000 from the Soviet Union; 6,500 from Eastern Europe; 6,500 from the Near East/South Asia; 3,000 from Africa; and 3,500 from Latin America/Caribbean.

An additional 14,000 refugee admission numbers are contingent on private sector funding. (Of these, 10,000 are to be used for the Soviet Union, and 4,000 for any region. It is expected that 2,000 of these 4,000 will be used for admitting Cuban refugees residing in countries other than Cuba.) As in past years, an additional 5,000 refugee admissions numbers were made available for the adjustment to per-

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

manent residence status of aliens who have been granted asylum in the United States, as justified by humanitarian concern or otherwise in the national interest.

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

(a) Persons in Vietnam and Laos with past or present ties to the United States or who have been or currently are in reeducation or seminar camps, and their accompanying family members; and

(b) Present and former political prisoners and persons in imminent danger of loss of life in countries of Latin America and the Caribbean, and their accompanying family members.

(c) Persons in the Soviet Union.

III. REFUGEES IN THE UNITED STATES

Population Profile

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

Nationality, Age, and Sex

Southeast Asians remain the largest category among recent refugee arrivals. The number arriving in the United States increased by 5.7 percent in FY 1989 compared with FY 1988, reversing a 4-year trend. By the end of the year, approximately 918,600 had been resettled in the country. At that time, about 4 percent had been in the U.S. for under one year, and only 12 percent had been in the country for 3 years or less. About 33 percent of the Southeast Asians arrived in the U.S. in the peak FY 1980-1981 period.

Vietnamese continue as the majority group among the refugees from Southeast Asia, although the ethnic composition of the entering population has become more diverse over time. In 1975 and most of the subsequent 4 years, about 90 percent of the arriving Southeast Asian refugees were Vietnamese. Their share of the whole has declined gradually, especially since persons from Cambodia and Laos began to arrive in larger numbers in 1980. No complete enumeration of any refugee population has been carried out since January 1981, the last annual Alien Registration undertaken by the Immigration and Naturalization Service (INS). At that time, 72.3 percent of the Southeast Asians who registered were from Vietnam, 21.3 percent were from Laos, and 6.4 percent were from Cambodia. By the end of FY 1989, the Vietnamese made up 62 percent of the total while 22 percent were from Laos, and about 16 percent were from Cambodia. About 46 percent of the refugees from Laos are from the highlands of that nation and are culturally distinct from the lowland Lao; this figure rose by five percentage points during 1989, as substantial numbers arrived.

The age-sex composition of the Southeast Asian population currently in the U.S. can be described by updating records created at the time of arrival in the U.S. About 55 percent of these refugees are males, 45 percent are females. The population remains young compared with the total U.S. population because the gradual aging of the population that arrived beginning in 1975 is partially offset by the very young age structure of the newer arrivals. At the close of FY 1989, the median age of the resident population of people who had arrived as refugees was 26, with no age difference between men and women. Approximately 2.5 percent of the refugees were preschoolers in late 1989, but this figure does not include children born in the U.S. to refugee families, and the actual proportion of young children in Southeast Asian families in the U.S. is known to be considerably larger. The school age population (6-17) of refugee children is about 24 percent of the total, and an additional 19 percent are young adults aged 18-24. A total of 59 percent of the population are adults in the principal working ages (18-44). About 3.4 percent, or roughly 29,000 people, are aged 65 or older.

At nearly 918,600 persons, the Southeast Asians are close to the numeric level of the Cubans, who have been the largest of the refugee groups admitted since World War II. Most Cubans entered in the 1960s and are well established in the United States. Many have become citizens. Since 1975, fewer than 40,000 Cuban refugees have arrived which is less than 5 percent of all the Cuban refugees in the country.* Information on the age-sex composition of the total Cuban population of refugee origin is not available. Among those arriving since FY 1983, the median age is 38 and 53 percent of the population are males.

Approximately 169,000 Soviet refugees arrived in the United States between 1975 and 1989; the peak periods have been 1979-1980 and 1988-1989. Those permitted to emigrate by the Soviet authorities, ostensibly for reunification with their relatives in Western nations, have been primarily Jews and Armenians, and more recently, Pentecostal Christians. Women slightly outnumber men in the Soviet refugee population. This is one of the oldest of the refugee groups although recent arrivals have been somewhat younger, reducing the average age of the resident population to about 31 for those arriving since FY 1983. About ten percent are at least 65 years old.

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

Many other refugee groups of much smaller size have arrived in the United States since the enactment of the Refugee Act of 1980. Polish refugees admitted under the Refugee Act number more than 36,000, with the largest numbers having arrived in 1982 and 1983. More than 32,000 Romanian refugees have entered since April 1, 1980, along with nearly 10,000 refugees from Czechoslovakia, 6,000 from Hungary, and lesser numbers from the other Eastern European nations. By the end of FY 1989, the refugee population from Afghanistan was nearly 26,000 while that from Ethiopia exceeded 20,000. More than 29,000 Iranians and nearly 7,000 Iraqis have entered the United States in refugee status. Exact figures on the number of persons granted refugee status since April 1, 1980, are presented in Table 7.

Geographic Location and Movement

Southeast Asian refugees have settled in every State and several territories of the United States. Large residential concentrations can be found in a number of West Coast cities and in Texas, as well as in several East Coast and Midwestern cities. Migration to California continued to affect refugee population distribution during FY 1989, but at the same time several other States, such as Washington and Minnesota, experienced significant growth due to both secondary migration and initial placements of refugees.

Because the INS Alien Registration of January 1981 was the most recent relatively complete enumeration of the resident refugee population, it was the starting point for the current estimate of their geographic distribution. (These 1981 data appeared in the ORR Report to the Congress for FY 1982.). The baseline figures as of January 1981 were increased by the known resettlements of new refugees between January 1981 and September 1989, and the resulting totals were adjusted for secondary migration using new data presented below. The estimates of the current geographic distribution of the Southeast Asian refugee population derived in this manner are presented in Table 9 and the ten States estimated to have the largest numbers of Southeast Asian refugees are highlighted in Figure 6.

At the close of FY 1989, 20 States were estimated to have at least 10,000 Southeast Asian refugees. These States were:

STATE	NUMBER	PERCENT*
California	362,300	39.4%
Texas	69,100	7.5
Washington	43,300	4.7
Minnesota	33,600	3.7
New York	33,100	3.6
Illinois	29,500	3.2
Pennsylvania	29,500	3.2
Massachusetts	28,600	3.1
Virginia	23,200	2.5
Oregon	20,600	2.2
Florida	15,700	1.7
Wisconsin	15,400	1.7
Louisiana	15,300	1.7
Ohio	12,600	1.4
Colorado	12,500	1.4
Michigan	12,500	1.4
Georgia	12,000	1.3
Kansas	10,900	1.2
Maryland	10,800	1.2
Iowa	10,100	1.1
TOTAL	**800,600**	**87.1%**
Other	118,000	12.9%
TOTAL	**918,600**	**100.0%**

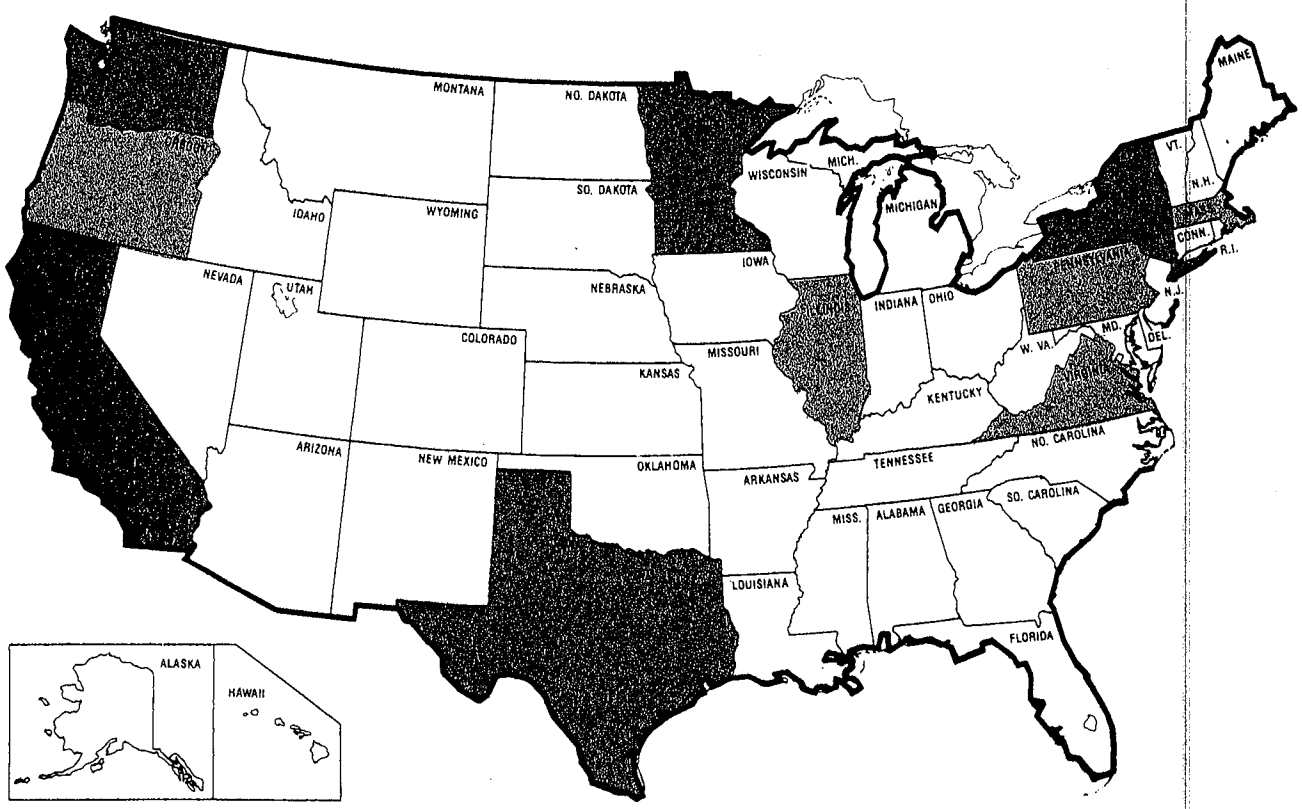
This list of 20 States is nearly unchanged from one year earlier, at the close of FY 1988. California, Texas, and Washington have held the top three positions since 1980. Minnesota moved into 4th place over New York, due to the continued arrival of Hmong from the refugee camps. Illinois, Pennsylvania, and Massachusetts have nearly identical populations in the high twenty-thousands. Virginia with more than 23,000 and Oregon with more than 20,000 round out the top ten States.

The proportion of Southeast Asian refugees living in California is now estimated at 39.4 percent, about the same proportion as estimated in 1987 and 1988. Over a 6-year period from 1983 to 1989, ORR data show a declining trend in secondary migration to California, and the current estimate of 362,300 refugees incorporates those data retroactively. Minnesota and Louisiana are estimated to have increased their share of the refugee population by small fractions during FY 1989 growing through secondary migration and new arrivals. Texas, Washington, New York, Illinois, Pennsylvania, and Virginia among the other leading States maintained steady growth and a constant share of the refugee population. Similarly, the

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

ESTIMATED SOUTHEAST ASIAN POPULATION

1975 TO SEPTEMBER 30, 1989



362,300
69,100
30,000 to 45,000
20,000 to 29,900
99 to 15,700

Total All States: 918,600

Total Ten Top States: 67,800 (73.2%)

Southeast Asian refugee populations of most States grew slightly or remained relatively stable during FY 1989.

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

The adjustment of State population estimates for secondary migration through September 30, 1989, was accomplished through the use of the Refugee State-of-Origin Report. In the Refugee Assistance Amendments of 1982, the Congress added specific language to the Refugee Act directing ORR to compile and maintain data on the secondary migration of refugees within the United States. ORR developed the Refugee State-of-Origin Report and the current method of estimating secondary migration in 1983 in response to this directive.

The method of estimating secondary migration is based on the first three digits of social security numbers which are assigned geographically in blocks by State. Almost all arriving refugees apply for social security numbers immediately upon arrival in the United States, with the assistance of their sponsors. Therefore, the first three digits of a refugee's social security number are a good indicator of his/her initial State of residence in the U.S. (The current system replaced an earlier program in which blocks of social security numbers were assigned to Southeast Asian refugees during processing before they arrived in the U.S. The block of numbers reserved for Guam was used in that program, which ended in late 1979.) If a refugee currently residing in California has a social security number assigned in Nevada, for example, the method treats that person as having moved from initial resettlement in Nevada to current residence in California.

States participating in the refugee program reported to ORR a summary tabulation of the first three digits of the social security numbers of the refugees currently receiving assistance or services in their programs as of June 30, 1989. Most States chose to report tabulations of refugees participating in their cash and medical assistance programs, in which the social security numbers are already part of the refugee's record. Seventeen States (and territories) were able to add information on persons receiving only social services and not covered by cash/medical reporting systems. The reports received in 1989 covered approximately 54 percent of the refugee population of less than 3 years' residence in the U.S.

Compilation of the tabulations submitted by all reporting States results in a 53x53 State (and territory) matrix which contains information on migration from each

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

The Refugee State-of-Origin Reports summarized in Table 10 contained information on a total of 95,064 refugees, 54 percent of the refugee population whose residence in the U.S. was less than 3 years as of the reporting date. Of these refugees, 80 percent were still living in the State in which they were resettled initially, and the resettlement site of an additional 9 percent could not be established. The reported interstate migrants numbered 9,990. Of this migration, 27.8 percent, representing 2,782 people, was into California from other States. Washington State received 1,350 in-migrants or 13.5 percent of the reported secondary migration. The volume of migration into California continued to be lower than reported in earlier years, while migration into Washington continued to grow. Massachusetts received 9.8 percent and Texas received 8.7 percent of the total reported migration. Almost every State experienced both gains and losses through secondary migration. On balance, ten States (Alabama, Arkansas, California, Maryland, Massachusetts, Minnesota, Oklahoma, Rhode Island, Washington, and Wisconsin) gained net population through secondary migration. The States losing the most people through out-migration were, in order, California, Texas, New York, Illinois, Minnesota, Florida, and Washington. Most of these were among the States with the largest numbers of resettlements during the past few years, so they contained the largest number of potential out-migrants. California experienced the most out-migration of any State, losing 1,200 people, and was the source of 12.0 percent of the reported out-migration. Examination of the detailed State-by-State matrix showed two major migration patterns: a movement into California from all other parts of the U.S., and a substantial amount of population exchange between contiguous or geographically close States. The first pattern is consistent with the his-

torical pattern of migration by the refugees from Southeast Asia and the second is predictable from general theories of migration.

Explanatory Note: The reported interstate migration figures shown in Table 10 were used to calculate rates of in-migration and out-migration for each State. The base population was taken to be the total resettlements in each State during the FY 1987, 1988, and 1989 period since almost all of the reported migration pertains to this population. State A's in-migration rate was calculated by dividing its reported in-migrants by the total number of placements in all States except State A during the 3-year period while its out-migration rate was calculated by dividing the total out-migrants from State A by the total number of placements in State A during the 3-year period. The migration rates calculated in this manner were then applied to the appropriate base populations in order to calculate the revised population estimates.

In order to corrrect for reporting problems in several States and as a check against the accuracy of the estimates derived as explained above, ORR compared them with the most recent alternative available data on the distribution of the refugee population—namely, the U.S. Department of Education's refugee child count of March, 1989. That enumeration of refugee children was converted into a percentage distribution by State. This was compared with the percentage distribution calculated from the tentative ORR State refugee population estimates. Where the Education (ED) percentage distribution differed from the ORR percentage distribution by more than one-tenth of one percent (0.1 percent), this was interpreted as an indication of secondary migration requiring an adjustment in the ORR population estimate. The adjustment was made by calculating the mean of the two percentage distributions and taking that figure as the revised State share of the total. (Example: ORR percentage 4.13 percent; ED percentage 4.37 percent; mean 4.25 percent, which becomes the revised ORR estimate. However, the revisions were held to no closer than 0.1 percent to the ED percentage, and in some cases a smaller adjustment was made. If the ORR percentage was 4.13 percent and the ED percentage was 4.30 percent, the revision

was 4.20 percent.) The adjusted percentage was then applied to the total refugee population, yielding a revised State population estimate. The population estimates for 14 States were adjusted in this way. The sum of the estimates so derived was controlled to the actual total of refugee arrivals during the 3 years. Finally, small adjustments in the estimated refugee populations of several States were made based on information about recent migration flows documented by local or State officials that would not have been reflected in the existing data bases. The method used does not consider deaths or emigration which are statistically rare among this population, or births of U.S. citizen children to refugee families.

Economic Adjustment

Overview

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

The economic adjustment of refugees to the United States has historically been a successful and generally rapid process. Naturally, a variety of factors can influence the speed and extent of refugees' striving toward economic self-sufficiency. Refugees often experience significant difficulties in reaching the United States and may arrive with problems, such as personal health conditions, that require attention before the refugee can find work. Some refugees, for reasons of age or family responsibilities, cannot reasonably be expected to seek work. The general state of the American economy also influences this process. When jobs are not readily available, refugees – even more than the general American population – may be unable to find employment quickly even if they are relatively skilled and actively seek work. Household size and composition are also important, influencing the degree to which entry-level jobs meet the requirements of families that can include several dependent children as well as dependent adults. During FY 1989, the process of refugee economic adjustment appears to have followed patterns similar to those of recent years, as discussed below.

Current Employment Status of Southeast Asian Refugees

In 1989, ORR completed its 18th survey of a national sample of Southeast Asian refugees, with data collected by Opportunity Systems, Inc. The sample included Southeast Asian refugees arriving from May 1984 through April 1989 and is the most recent and comprehensive data available on the economic adjustment of these refugees. Unlike annual surveys conducted prior to the 1985 survey, the 1989

survey continues the practice of including only those refugees who have arrived in the U.S. during a 5-year period ending 5 months before the time of interviewing. In addition, ORR has converted the annual survey to a longitudinal survey beginning with the 1984 interviews. Each year those refugees who have been in the U.S. 5 years or less, and who were sampled in 1983 or subsequently, are again included in the sample. Refugees who arrived since the previous year's survey are sampled and added to the total survey population each year. Thus, the survey continuously tracks the progress of a randomly sampled group of refugees over their initial 5 years in this country. This not only permits comparison of refugees arriving in different years, but also allows assessment of the relative influence of experiential and environmental factors on refugee progress toward self-sufficiency.*

Results of the 1989 survey indicate a labor force participation rate of 37 percent for those in the sample aged 16 years and older as compared with 66 percent for the U.S. population as a whole. Of those in the labor force – that is, those working or seeking work – approximately 89 percent were employed as compared with 95 percent for the U.S. population.

Thus, for refugees who entered the U.S. after April 1984, labor force participation was considerably lower than for the overall United States population and the unemployment rate was about twice as high. These averages are calculated for purposes of comparison with the United States population. They include many Southeast Asian refugees who have been in the country for only a short time and also exclude from the sample refugees who arrived before May 1984 and are more likely to be residing in self-sufficient households (although some sampled refugees are members of households which contain refugees who arrived earlier).

When employment status is considered separately by year of entry, the results indicate the relative progress of earlier arrivals and the relative difficulties faced by more recent arrivals. Refugees arriving in 1989 had a labor force participation rate of 21 percent and an unemployment rate of 27 percent. Those arriving in earlier years showed increasing rates of labor force participation and decreasing unemployment rates although both measures indicate a less favorable employment picture than for the general U.S. population.

A comparison of data from ORR's 1989 and previous annual surveys illustrates refugee labor force participation rate trends over time. Generally, annual cohorts

* A technical description of the survey can be found on pages 93-94 of this section.

have a labor force participation rate in the 20-30 percent range during their initial year and this figure rises in subsequent years. However, recent surveys have shown a less rapid increase in labor force participation than was historically the case. The rate for 1985 arrivals during their first year in the U.S. was 28 percent, dipping slightly to 25 percent in 1986 before rising to 37 percent in 1989. It appears, in light of the low recent unemployment rates for those groups, that a larger portion of the refugees who are not employed are also not in the labor force as compared to previous years.

For the total Southeast Asian refugee population, labor force participation has remained relatively steady with a slight declining trend over the past few years. The labor force participation rate was 55 percent in 1983 and 1984. The rate dropped to 44 percent in 1985, largely due to the survey changes already mentioned, and a few more points to 41 percent in 1986, 39 percent in 1987, and 37 percent in 1988 and 1989.

The recent data on unemployment rates indicate the good record of refugees who do participate in the labor force in finding and retaining jobs. In October 1982, the Southeast Asian refugee unemployment rate as measured by the annual survey peaked at 24 percent. By October 1985, this figure had dropped to 17 percent and it continued to decline to a low of 8 percent in 1988 despite the change in 1985 to a sample excluding earlier arrivals. In 1989, the unemployment rate for refugees rose again to 11 percent. Employment trends over time are observable when examined by year of entry. For 1985 arrivals, unemployment decreased from 50 percent in 1985 to 20 percent in 1986 and to 12 percent in 1989. For 1987 arrivals, it decreased from 32 percent in 1987 to 11 percent in 1988 and to 10 percent in 1989. Last year's arrival cohort showed the lowest unemployment rate in their first year, 21 percent, of any group since 1981. Their second-year figure of 23.5 percent failed to show improvement.

Current Employment Status of Southeast Asian Refugees,* 1989

Year of Entry	Labor Force Participation In 1985	In 1986	In 1987	In 1988	In 1989	Unemployment (Percent) In 1985	In 1986	In 1987	In 1988	In 1989	Response Rate** 1989
1989	—	—	—	—	21	—	—	—	—	27	94
1988	—	—	—	20	30	—	—	—	21	24	90
1987	—	—	22	30	35	—	—	32	11	10	86
1986	—	31	32	33	38	—	25	11	7	7	80
1985	28	25	32	32	37	50	20	9	5	12	69
1984	42	34	34	35	36	36	18	16	15	10	69
Total*** Sample	44	41	39	37	37	17	16	12	8	11	79
U.S.**** rates	65	65	66	66	66	7	7	6	5	5	—

*Household members 16 years of age and older.

**Proportion of original sample of 841 successfully located and interviewed, by year of entry. The total number interviewed, 667, was 79 percent of the original sample. See Technical Note, page 93.

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

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

The kinds of jobs that refugees find in the United States are often different in type and socioeconomic status from those they held in their country of origin. For example, 28 percent of the employed adults sampled had held white collar jobs in their country of origin; 13.4 percent held similar jobs in the United States in 1989. Conversely, far more Southeast Asian refugees hold blue collar or service jobs in the U.S. than they did in their countries of origin. The survey data indicate, for example, a tripling of those in service occupations and a near doubling of those in skilled blue collar occupations over the proportions in those jobs in Southeast Asia. Over the past 5 years, survey results indicate little change in the proportion of employed refugees in the service sector, in farming and fishing, and in skilled jobs. The proportion in semi-skilled jobs has increased from 19 percent in 1984 to 34.4 percent in 1989 while white collar employment has leveled off after a drop in 1985 due to the sampling changes discussed earlier.

Current and Previous Occupational Status, 1989

Occupation	In Country of Origin	In U.S.
Professional/Managerial	6.7%	1.7%
Sales/Clerical	21.5%	11.7%
(TOTAL WHITE COLLAR)	(28.2%)	(13.4)%
Skilled	12.6%	23.2%
Semi-skilled	5.2%	34.4%
Laborers	0.6%	7.2%
(TOTAL BLUE COLLAR)	(18.4%)	(64.8%)
Service workers	6.1%	20.3%
Farmers and fishers	47.3%	1.3%

Factors Affecting Employment Status

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

For those under the age of 25, the pursuit of education was the overriding concern. For those between the ages of 25 and 44, family needs also became a major concern, and for those over the age of 44, health problems predominated as the reason for not seeking work. These factors have typically been most important, relative to other factors, as reasons for not seeking work for these age groups. Limited English ability as a reason for not seeking work was cited more often than in the previous three years. This category was possibly affected by the large decline in the multiple response category as fewer refugees provided two or more responses as a reason for not seeking work. The percent citing health problems has increased among persons over 44 years of age, but remained stable for younger persons. The response category "other," which includes responses in which more than one listed reason is cited as well as reasons not listed, was cited much less often in 1989 than in the two prior surveys by all age categories.

Reasons for Not Seeking Employment*, 1989

Percent Citing:

Age Group	Limited English	Education	Family Needs	Health	Other
16-24	11.3%	75.1%	5.6%	3.0%	5.0%
25-34	18.3%	19.1%	32.9%	11.4%	18.3%
35-44	17.7%	16.9%	30.2%	22.0%	13.2%
Over 44	6.1%	8.7%	10.0%	58.8%	16.4%

One background characteristic that influences refugee involvement in the labor force is English language competence. As has been found in previous surveys, English proficiency affects labor force participation, unemployment rates, and earnings. For those refugees in the sample who judged themselves to be fluent in English, the labor force participation rate was 11 percentage points lower than that for the overall United States population, compared with a gap of 29 points for the entire sample. Refugees who said they spoke no English had a labor force participation rate of only 7 percent and an unemployment rate of 29 percent.

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

Effects of English Language Proficiency, 1989

Ability to Speak and Understand English	Labor Force Participation	Unemployment	Average Weekly Wages*
Not at all	7.0%	28.6%	$191.33
A little	35.1%	14.9%	$218.29
Well	47.7%	8.1%	$241.79
Fluently	54.6%	2.8%	$231.03

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

Achieving Economic Self-Sufficiency

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

Data from the 1989 survey indicate that when refugees were asked to assess their English language competence at the time of their arrival, the 1989 arrivals reported somewhat better language skills than did those who arrived from 1984 to 1988. These self-assessments have proved to be somewhat unstable over time with some refugees apparently overestimating their English ability initially and then re-evaluating it at a lower level when interviewed in their second or third year. In 1988, 57 percent of the newest arrivals said they spoke no English on arrival, but in 1989 only 34 percent of the newest arrivals gave a similar report. However, the difference in educational level between 1984 and later arrivals is slight, averaging about 4 to 6 years for each cohort. In 1989, 14 percent of the newest arrivals reported that they spoke English well or fluently upon arrival, a substantial difference from the average of 5 percent among the 1984-1988 arrivals.

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

Background Characteristics at Time of Arrival by Year of Entry for Refugees 16 Years of Age or Over, 1989

Year of Entry	Average Years of Education	Percent Speaking No English	Percent Speaking English Well or Fluently
1989	6.5	34.0	14.2
1988	4.8	46.0	5.0
1987	5.3	48.0	2.6
1986	5.1	49.1	6.4
1985	4.7	49.9	5.5
1984	3.9	49.5	4.1

Note: These figures refer to self-reported characteristics of incoming refugees at time of arrival in the United States and should not be confused with the **current** characteristics of these refugees. All figures are based on responses of refugees 16 years and older at the time of the 1989 survey who arrived from 1984 to 1989.

Based on the survey findings, a series of aggregate characteristics of refugees was computed separately for differing lengths of residence in the U.S. (These figures are detailed in the table on page 95.) The figures generally show increasing labor force participation, decreasing unemployment, and increasing weekly wages over time in the United States. This pattern of gradual improvement in measures of adjustment represents a return to the usual survey finding of 1986 and earlier years. In the 1987 and 1988 surveys, these measures remained rather flat over time.

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

Households that receive no cash assistance are smaller by 1.1 persons than assisted households and have, on an average, nearly five members and two wage earners. Households receiving cash assistance have about six members, with 1-2 persons employed in those households where some earned income is also received.

Household age structure also differs for the three types of households:

- More than one-sixth of all members of households receiving only cash assistance income are under 6 years of age, and almost half are under 16.
- Households not receiving cash assistance have only 7.6 percent under 6 years. Since these households have an average size of 4.8 members, this can be interpreted to mean that only 36 percent of the self-supporting households have a child under six and these households have on average only one member under 16 years.
- Households with both earned and assistance income have characteristics intermediate between the other two types.

Compared with the four previous surveys, the 1989 survey showed no significant change in household reliance on cash assistance. Of the households surveyed in 1989, 33.1 percent were self-sufficient compared with 34.5 percent in 1988, 32 percent in 1987, 31 percent in 1986, and 33.5 percent in 1985. The proportion of dual-income-source households continued to drop: 17 percent of the 1989 respondent households had both earned and assistance income, compared with 19 percent in 1988, 21 percent in 1987, 24 percent in 1986, and 26 percent of the 1985 respondent households.

Overall, findings from ORR's 1989 survey indicate, as in previous years, that refugees face significant problems on arrival in the United States, but that over time individual refugees increasingly seek and find jobs and move toward economic self-sufficiency in their new country. The survey also shows labor force participation stable and unemployment up slightly (see table, page 88) producing an increase in the pool of unemployed refugees who are seeking work and a slight drop in the percent of total refugees employed. These trends may indicate continued progress of many refugees toward self-sufficiency, but they also indicate that some refugees have difficulty in finding or retaining work and have withdrawn from the labor force.

Technical Note: The ORR Annual Survey, with interviews held between September 5 and October 20, 1989, was the 18th in a series conducted since 1975. It was designed to be representative of Southeast Asians who arrived as refugees between May 1, 1984, and

April 30, 1989, the cutoff date for inclusion in the sample. The sampling frame used was the ORR Refugee Data File. A simple random sample was drawn. Initial contact was made by a letter in English and the refugee's native language, introducing the survey. If the person sampled was a child, an adult living in the same household was interviewed. Interviews were conducted by telephone in the refugee's native language by the staff of ORR's contractor, Opportunity Systems, Inc. The questionnaire and procedures used have been essentially the same since the 1981 survey, except that since 1985 the sample has been limited to refugees who arrived over the most recent 5 years.

The 1989 sample included 841 persons of whom 205 were first selected for the 1985 survey, 187 in 1986, 142 in 1987, 139 in 1988, and 168 in 1989. A total of 667 interviews were completed, or 79.3 percent of the full sample.

Of the 458 refugees sampled from 1985 through 1988 and interviewed in 1988, 414 (90 percent) were interviewed again in 1989. In addition, 98 refugees from the earlier samples who were not interviewed in 1988 were located and interviewed in 1989. Of the 168 refugees first sampled for the 1989 survey, 155 (92 percent) were interviewed.

Patterns in the Adjustment of Southeast Asian Refugees Age 16 and Over* 1989

Length of Residence in Months

	0-6	7-12	13-18	19-24	25-30	31-60
Labor force participation	17.9%	26.1%	30.8%	34.5%	34.2%	30.3%
Unemployment	**	38.1%	16.2%	13.3%	12.8%	2.7%
Weekly wages of employed persons	**	$203.98	$215.33	$206.57	$206.13	$219.74
Percent in English training	46.2%	41.0%	31.8%	37.9%	25.6%	14.8%
Percent in other training or schooling	17.9%	19.9%	21.1%	17.2%	23.9%	28.7%
Percent speaking English well or fluently	30.8%	33.5%	33.6%	36.0%	36.0%	51.3%
Percent speaking no English	28.2%	20.5%	26.0%	14.0%	17.3%	10.7%

*In previous reports this table included refugees living in households receiving cash assistance. Since measured changes in use of assistance over time may result from changes in the sample as well as changes in household composition under the current longitudinal survey design, the item was omitted from this report. A substantial proportion of the individuals covered were not in the same households one year earlier.

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

Characteristics of Households Containing Cash Assistance Recipients and Households Containing No Cash Assistance Recipients, 1989

	Households with:		
	Assistance Only	Assistance and Earnings	Earnings Only
Average household size	5.9	6.3	4.8
Average number of wage-earners per household	0.0	1.6	2.3
Percent of household members:			
Under the age of 6	18.5	11.5	7.6
Under the age of 16	45.3	32.9	22.2
Percent of households with at least one fluent English speaker	6.7	30.4	34.1
Percent of sampled households	50.0	16.9	33.1

Incomes of Southeast Asian Refugees

Through an interagency agreement with the Internal Revenue Service (IRS), ORR obtains yearly summary data on the incomes received and taxes paid by Southeast Asian refugees who arrived in the United States from 1975 through late 1979.* Tabulation of aggregated data on this group of refugees by IRS is possible because they were issued social security numbers in blocks through a special program in effect during that time. Data have been tabulated for tax years 1980 through 1987 and ORR expects to continue this data series in future years.

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

- **"Household" Income and Tax Liability**

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

Between 1982 and 1987, total income received by this group of refugees increased substantially. In the aggregate, these refugees had nearly $2 billion in income annually:

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

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

Incomes Received (in Millions) by Southeast Asian Refugees, 1982-1987 *

Tax Year	ALL Cohorts	1975 Arrivals	1976-79 Arrivals
1982	$1,193	$ 963	$229
1983	$1,286	$1,024	$262
1984	$1,527	$1,202	$326
1985	$1,628	$1,267	$361
1986	$1,780	$1,376	$404
1987	$1,991	$1,527	$463

From 1982 to 1987, the adjusted gross incomes of tax filing units increased. The 1976-1979 cohort continued to earn less on average than the 1975 cohort, but its income improved more rapidly, especially from 1986 to 1987. By 1987 the median income of the 1975 cohort had surpassed that of all U.S. tax filing units:

Median Adjusted Gross Income of Tax Filing Units, Southeast Asian Refugees, 1982-1987*

Tax Year	All Cohorts	1975 Arrivals	1976-79 Arrivals	Ratio, 75/76-79	All U. S. Tax Units**
1982	$12,192	$14,232	$ 8,803	1.62	$14-15,000
1983	$12,808	$14,698	$ 9,655	1.52	$15-16,000
1984	$14,377	$16,377	$11,105	1.47	$16-17,000
1985	$15,177	$17,092	$12,061	1.42	$16-17,000
1986	$16,021	$17,861	$12,907	1.38	$17-18,000
1987	$16,667	$18,236	$14,009	1.30	$17-18,000

In 1987, more than 9,000 refugee tax filing units reported income from self-employment, which has been a traditional road to success among immigrants in the United States. They reported more than $82 million in self-employment income.

* Refugees who arrived from 1975 through late 1979.

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

The proportion of tax returns filed showing incomes high enough to result in a tax liability increased and the disparity between the earlier and later cohorts narrowed. The Southeast Asian refugees who arrived between 1975 and 1979, who comprise about 22 percent of all refugees admitted between 1975 and 1987, were paying over $185 million yearly in Federal income taxes by 1987.

Percent of Refugee Tax Returns Showing Tax Liability

Tax Year	All Cohorts	1975 Arrivals	1976-79 Arrivals	Total Tax Liability (millions)
1982	77.2%	79.6%	70.8%	$114.2
1983	77.9%	79.5%	74.0%	$113.6
1984	80.7%	81.7%	78.4%	$138.5
1985	79.7%	80.6%	77.5%	$154.0
1986	80.1%	80.9%	78.3%	$171.5
1987	80.3%	81.4%	77.4%	$185.5

These tax filing unit data show that the 1975 arrivals had achieved incomes equivalent to those of other U.S. residents by 1985. Refugees as taxpayers and entrepreneurs are making a substantial and growing contribution to the U.S. economy.

- **Individual Incomes and Sources**

Data on individual incomes are based on forms in the W-2 and 1099 series. They tend to overstate numbers of persons covered since some people work for more than one employer during a year. For the same reason, earnings per person tend to be understated.

During the 1980-1987 period, aggregate income earned by these Southeast Asian refugees from wages more than doubled. Income from pensions and interest income increased quite rapidly, while income from dividends fluctuated around an upward trend:

Income (in $000) from:

Tax Year	Wages	Pensions	Dividends	Interest
1980	$ 766,816	$ 895	$ 167	$ 7,328
1981	$ 992,369	$ 1,171	$ 629	$12,188
1982	$1,010,881	$ 1,677	$1,135	$18,620
1983	$1,112,319	$ 3,578	$ 894	$23,368
1984	$1,366,648	$16,518	$1,117	$34,992
1985	$1,559,821	$13,382	*	$40,896
1986	$1,635,153	$23,406	$2,239	$39,469
1987	$1,841,709	$31,569	*	$39,565

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

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

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

Tax Year	Percent Of W-2's under $5,000	Percent Of W-2's over $25,000
1980	41.0%	2.4%
1981	36.8%	4.7%
1982	37.4%	5.7%
1983	36.3%	7.6%
1984	32.3%	10.9%
1985	31.2%	13.1%
1986	31.6%	15.0%
1987	30.0%	17.4%

Insured unemployment rose from 1980 to 1982, showing the negative effect of the 1982 economic slowdown on the refugee population, but also indicating that an increasing number of refugees had been working in positions covered by unemployment compensation. From 1982 to 1984 a declining number of refugees received

unemployment compensation, reflecting improving economic conditions, but in 1985 and 1986 more refugees again filed for unemployment compensation despite a stable employment picture nationally. A substantial drop in unemployment compensation claims was observed in 1987. As a whole, the data from both tax filing units and individuals show broader participation by refugees over time in the U.S. economy.

Refugee Adjustment of Status and Citizenship

Adjustment of Status

Most refugees in the United States become eligible to adjust their immigration status to that of permanent resident alien after a waiting period of one year in the country. This provision, section 209 of the Immigration and Nationality Act, as amended by the Refugee Act of 1980, applies to refugees of all nationalities. During FY 1989, 67,151 refugees adjusted their immigration status under this provision. A total of about 658,000 refugees have become permanent resident aliens in this way since 1981.

In addition, laws predating the Refugee Act provide for other groups of refugees (who entered the U.S. prior to enactment of the Refugee Act) to become permanent resident aliens after waiting periods of various lengths. The number of Cubans adjusting status under the Cuban Refugee Adjustment Act of 1966 was 7,216 in FY 1989. This figure includes both refugees and entrants, who were permitted to adjust status under this Act beginning in 1985. In the more than 20 years since this legislation was passed, approximately 526,000 Cubans have become permanent resident aliens under its provisions. Data pertaining to the adjustment of status of other refugee groups under special legislation during FY 1989 are not available; these provisions are no longer being used for large numbers of refugees.

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

The Refugee Act also provides for the adjustment of status under Section 209 of a maximum of 5,000 aliens who have been granted political asylum and who have resided in the U.S. for at least one year after that. In FY 1989 the maximum of 5,000 political asylees were granted permanent resident alien status. This represents the sixth consecutive year in which the maximum number was reached, since a backlog exists of persons eligible under this provision of the law.

Citizenship

When refugees admitted under the Refugee Act of 1980 become permanent resident aliens, their official date of admission to the United States is established as the date on which they first arrived in the U.S. as refugees. After a waiting period

of at least 5 years from that date, applications for naturalization are accepted from permanent resident aliens, provided that they have resided continuously in the U.S. and have met certain other requirements. The number of former refugees who have actually received citizenship lags behind the number who have become eligible at any time. A substantial amount of time is necessary to complete the process, and many people do not apply for naturalization as soon as they become eligible.

Data are not compiled on the number of naturalizations of former refugees as a distinct category of permanent resident aliens. However, since almost all permanent resident aliens from Cambodia, Laos, and Vietnam arrived as refugees, an estimate of their naturalization rate can be made. The 1975 cohort of refugees first became eligible in 1980 and each year another group becomes eligible. From 1980 through 1988, the most recent year for which data are available, approximately 161,000 former Southeast Asian refugees became U.S. citizens. This represents about 24.5 percent of those eligible for naturalization by the close of FY 1988. However, this figure is considered to be a low estimate since it does not include some categories of naturalization: persons becoming citizens under special provisions of the law, such as marriage to a U.S. citizen, or administrative certificates of citizenship issued to young children whose parents are naturalized.

IV. REFUGEE RESETTLEMENT IN PERSPECTIVE

The Director's Message for FY 1990*

The purpose of the domestic Refugee Resettlement Program is to help refugees become employed and self-sufficient as soon as possible after their arrival in the United States and to provide Federal funds for costs that would normally be a State or local responsibility. States are reimbursed for costs of providing cash and medical assistance to refugees during their initial months in the U.S. Under a separate grant, States are awarded funds to support a broad range of social services critical both for adjustment in the new homeland and for development of the basic skills and knowledge necessary to provide for the economic security of the individual or family.

ORR will be responsible for providing assistance for up to 111,000 refugees in FY 1990, the admissions ceiling authorized by the President. An additional 14,000 refugee admissions numbers are set aside for private-sector funding.

In FY 1989, ORR reimbursed State expenditures for refugee cash assistance (RCA) and refugee medical assistance (RMA) for the first 12 months after arrival. State expenses on behalf of refugees for other programs—Aid to Families with Dependent Children (AFDC), Supplemental Security Income (SSI), General Assistance (GA), and foster care programs under title IV-E of the Social Security Act—were reimbursed for the first 24 months after arrival. Due to a reduction of nearly $52 million for cash and medical assistance in the FY 1990 appropriation, ORR will not be able to continue this level of reimbursement. In order to address the budget reduction, ORR has established a system of priorities for reimbursement of allowable costs, effective January 1, 1990. The program for unaccompanied minors will continue to be funded in full, and RCA and RMA will continue to be funded for the refugee's first 12 months in the U.S.; however, ORR anticipates that available funds will limit Federal reimbursement for the allowable costs for AFDC, Medicaid, SSI, and foster care payments to a refugee's first 4 months in the U.S. While we realize that the ORR reduction in AFDC reimbursement from 24 months to 4 months will place additional costs on the States, it was necessary to balance the desire to be responsive to State financial needs with ORR's respon-

* Statement of Chris Gersten, Director of the Office of Refugee Resettlement.

sibility for providing transitional assistance to needy refugees not eligible for other cash assistance programs.

Welfare Dependency Rates

Both the time-eligible population and the actual number of time-eligible welfare recipients declined steadily up to FY 1989, as shown by the table below. In FY 1989, the increased admissions numbers had a significant impact on both groups. Nevertheless, the national dependency rate declined slightly to 48.5 percent from 52.1 percent the year before. A factor in the decline may have been the large number of refugees who arrived late in the fiscal year.

ORR continues to monitor the results in California where a high number of refugees remain on public assistance. ORR is committed to bringing this dependency rate down.

Welfare Dependency Rate in Time-Eligible Population*

FY	Time-Eligible Population	Cash Assistance Recipients	National Dependency Rate
1982	474,007	237,980	50.2
1983	316,853	169,222	53.4
1984	228,966	123,324	53.9
1985	200,150	111,046	55.5
1986	182,005	104,418	57.4
1987	177,275	88,143	49.7
1988	146,741	76,411	52.1
1989	187,987	91,166	48.5

FY	Dependency Rate (California)	Dependency Rate (California Excluded)
1982	82.2	35.7
1983	91.1	34.8
1984	85.4	37.7
1985	90.1	38.5
1986	86.9	40.6
1987	77.2	34.8
1988	78.9	33.2
1989	80.1	31.1

*Data as of September 30 of each year.

- Prior to March 1, 1986, the time-eligible population was calculated on the basis of refugees who had been in the U.S. less than 36 months.
- Effective March 1, 1986, the period was reduced to 31 months.
- Effective February 1, 1988, the period was reduced to 24 months.

National Resettlement Trends

The proportion of refugees admitted from the Soviet Union and Eastern Europe rose substantially in FY 1989, representing 45 percent of total refugee arrivals, compared with 37 percent the year before. The proportion of Southeast Asian refugees declined to 43 percent of total FY 1989 arrivals from 46 percent the previous year. Both of these trends are expected to continue in FY 1990.

As significant as the changing mix of new arrivals is the concentration of refugees in a few States. This concentration lessened a bit in FY 1989—the top 10 States accounted for 76.8 percent of all arrivals in FY 1989 as opposed to 78.2 percent the year before while the top 15 received 85.1 percent compared with 87.9 percent the year before. As in past years, California has been the residence of choice for newly arriving refugees, with about 29 percent (31,089) of new arrivals resettling in California. This is largely due to the sizable population of Southeast Asian refugees who resettled there during the 1970s. More recently, Southeast Asian refugee arrivals have resettled in California to be reunited with relatives already there.

In FY 1990, California should continue to receive the highest number of Southeast Asian arrivals. The increased admission numbers for Soviet refugees should not affect California greatly, however, since the majority of Soviet Jews resettle in New York, Massachusetts, and Illinois, and Soviet Pentecostals tend to resettle rather broadly about the country. ORR expects that Soviet Armenians will continue to resettle in California, especially in the Los Angeles area, but their admissions numbers declined in FY 1989.

California's share of new refugee arrivals (29 percent) declined significantly from FY 1988 when it received 45.6 percent. New York resettled the second highest number – 18.7 percent of new arrivals in FY 1989 (20,033) versus 9.8 percent (7,522) the year before. These changes occurred not only because of the increased admission numbers for Soviet refugees, but also due to the changing ethnic background of Soviet arrivals. Prior to FY 1989, large numbers of Soviet Armenians entered the U.S. and settled in California, particularly the Los Angeles area. In FY 1989, the number of Soviet Armenians declined considerably while more Soviet Jews entered the U.S. and settled in New York. Illinois (5,148) was third with 4.8 percent of new arrivals followed by Florida (5,028) with 4.7 percent and Massachusetts (4,345) with 4.1 percent. Only six other States had more than 2,000 arrivals.

The following sections highlight new and ongoing initiatives which represent ORR's priorities in FY 1990 for the refugee program.

Incentives to Increase Self-Sufficiency

In FY 1990, ORR expects to continue its efforts to provide incentives for achieving economic independence for long-term welfare dependent refugees. These initiatives are also intended to provide certain States with an incentive to make changes in the State-administered refugee programs that would result in lower welfare dependency rates. For example, the Oregon Refugee Early Employment Project (REEP), funded under the Wilson/Fish demonstration authority (pp. 54-56), integrates the delivery of cash assistance with case management, social services, and employment services in an effort to increase refugee employment and reduce reliance on cash assistance.

ORR will continue to respond to the persistence of high welfare dependency in selected communities with unique barriers to refugee employment. Under the Key States Initiative (KSI) (pp. 57-58), ORR has entered into cooperative agreements with four States to implement strategies to increase full-time employment and to

reduce welfare dependency. In FY 1990, ORR plans to expand KSI efforts to other States.

ORR will continue to place a priority on assisting interested refugees in communities which have poor employment opportunities to relocate to communities which have healthy local economies and better employment prospects. The Planned Secondary Resettlement (PSR) program (pp. 61-62) has relocated over a thousand refugees from areas of high welfare dependency in California, Minnesota, and Wisconsin to small refugee communities in the South and Southwest which offer favorable employment prospects. The results have been dramatic: employment among PSR families increased 600 percent, family income increased by an average of 75 percent, and welfare utilization decreased to almost zero.

ORR anticipates that approximately 500 refugees will be voluntarily relocated with FY 1990 program funds. This program will continue to be a priority in FY 1990.

Refugee Populations of Special Concern

- **Former Reeducation Camp Detainees**

ORR expects about 7,000 former Vietnamese reeducation detainees and their families to arrive during FY 1990, with more expected in future years. This population is expected to have a variety of special problems, creating a need for intensive social services beyond the initial resettlement period. To respond to these problems, ORR will convene a workgroup, made up of representatives from Federal, State, and county governments, Vietnamese mutual assistance organizations, and national and local voluntary resettlement agencies. In addition, ORR will schedule a public hearing in which other organizations and the general public may provide input.

- **Amerasians**

A high priority of ORR is to assist in the successful resettlement of Amerasians and family members expected to arrive in the U.S. over the next three years. We currently anticipate 15,000 arrivals in FY 1990 and 1991 and 5,000 in FY 1992. By the end of FY 1992, virtually all individuals eligible under this program will have been resettled in the U.S.

In FY 1989, ORR initiated a national planning effort involving the Department of State, national voluntary agencies, State Refugee Coordinators, refugee leaders, and various other organizations which led to a strategy for clustering free cases in selected locations. Based on this planning effort, ORR has provided funds for a publication, **Amerasian Update,** to encourage better identification of specific problems and possible solutions of this special population. Interested parties should contact **Amerasian Update,** 122 C Street NW, Suite 300, Washington, D.C. 20001.

In addition, ORR entered into a cooperative agreement with InterAction, an umbrella organization which coordinates the efforts of the national voluntary refugee resettlement agencies, to make ORR funding available in localities with significant Amerasian populations. The purpose of the funding is to encourage community coordination and to provide counseling and case management services to deal with family disruption and social adjustment problems that may occur in the Amerasian community. Interaction plans to sponsor a conference for Amerasian resettlement during FY 1990 with an emphasis on mental health resource development issues.

- **Hmong Refugees**

ORR will continue to place a priority on efforts to address the resettlement problems of Hmong refugees. In 1989, ORR entered into a cooperative agreement with Lao Family Community of Fresno, Inc., serving as the responsible agent on behalf of a coalition of Hmong leaders in the U.S., to develop a national plan of action to increase self-sufficiency and reduce welfare dependency in Hmong communities. The national plan will articulate a set of strategies which delineates the responsibilities that the Hmong leadership will assume and identifies the areas where Federal, State, and local government assistance are needed to implement the plan.

- **Refugee Women**

ORR plans to develop an initiative in FY 1990 to improve service delivery to refugee women. We are exploring ways to increase the availability of services to refugee women so that they can better contribute to family self-sufficiency.

Private Sector Initiative

The high cost of reception, transportation, and resettlement for refugees has prompted interest in alternative methods of admitting refugees. One promising method initiated by the U.S. Coordinator's Office is the Private Sector Initiative, begun in FY 1988 with the admission of over 700 Cuban refugees. Under this program, admission of refugees is contingent upon the availability of private sector funding sufficient to cover the reasonable costs of such admissions. In FY 1989, over 1,400 refugees were admitted and resettled in the U.S. under this program. For FY 1990, these admission numbers have been expanded to permit up to 14,000 privately funded refugees in two separate categories: 10,000 admission numbers from the Soviet Union and 4,000 admission numbers from any region. Under the Soviet admission numbers, approximately 8,000 Soviet Jews are expected plus smaller numbers of Soviet Pentecostals and Armenians. From the pool of 4,000 admissions numbers, about 2,000 Cubans and as many as 500 Vietnamese may be admitted in FY 1990. Smaller numbers of Hmong and Iranians are also expected.

ORR actively supports the Private Sector Initiative and will work with the State Department, voluntary agencies, and other interested groups in promoting this alternative.

APPENDIX A

TABLES

TABLE 1

Southeast Asian Refugee Arrivals in the United States

Resettled under Special Parole Program (1975)	129,792
Resettled under Humanitarian Parole Program (1975)	602
Resettled under Special Lao Program (1976)	3,466
Resettled under Expanded Parole Program (1976)	11,000
Resettled under "Boat Cases" Program as of August 1, 1977	1,883
Resettled under Indochinese Parole Programs:	
August 1, 1977---September 30, 1977	680
October 1, 1977--September 30, 1978	20,397
October 1, 1978--September 30. 1979	80,678
October 1, 1979--September 30, 1980	166,727
Resettled under Refugee Act of 1980:	
October 1, 1980--September 30, 1981	132,454
October 1, 1981--Septemebr 30, 1982	72,155
October 1, 1982--September 30, 1983	39,167
October 1, 1983--September 30, 1984	52,000
October 1, 1984--September 30, 1985	49,853
October 1, 1985--September 30, 1986	45,391
October 1, 1986--September 30, 1987	40,164
October 1, 1987--September 30, 1988	35,083
October 1, 1988--September 30, 1989	37,066
TOTAL	918,558

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

TABLE 2

Refugee and Amerasian Arrivals in the United States by Month:
FY 1989
NUMBER OF ARRIVALS

Month	Southeast Asian Refugees	Amerasian Immigrants a/	All Other Refugees b/	Total
October	1,215	176	1,952	3,343
November	1,681	84	4,873	6,638
December	3,715	295	3,928	7,938
January	2,145	306	3,593	6,044
February	2,695	254	3,970	6,919
March	5,911	510	5,131	11,552
April	2,334	735	2,994	6,063
May	3,683	739	5,039	9,461
June	3,980	455	5,718	10,153
July	1,140	268	5,463	6,871
August	2,312	1,411	6,480	10,203
September	6,255	3,488	11,974	21,717
TOTAL	37,066	8,721	61,115	106,902

FY 1989: October 1, 1988--September 30, 1989.

a/ This column refers to Amerasians and their family members admitted under the Amerasian Homecoming Act. They are admitted to the United States as immigrants but are eligible for benefits on the same basis as refugees.

b/ This tabulation includes 1,403 Cuban refugees resettled under the private sector initiative.

TABLE 3

Southeast Asian Refugee and Amerasian Arrivals by State of Initial Resettlement: FY 1989

State	Country of Citizenship				
	Cambodia	Laos	Vietnam	Amerasian Immigrants	Total
Alabama	0	0	79	129	208
Alaska	0	0	18	1	19
Arizona	17	61	297	257	632
Arkansas	0	30	72	11	113
California	777	5,987	9,335	1,587	17,686
Colorado	33	215	200	55	503
Connecticut	55	79	148	56	338
Delaware	0	0	15	2	17
District of Columbia	34	27	104	286	451
Florida	44	115	592	198	949
Georgia	16	98	339	419	872
Hawaii	1	26	172	72	271
Idaho	0	11	63	9	83
Illinois	54	238	478	214	984
Indiana	7	4	57	25	93
Iowa	14	282	308	164	768
Kansas	7	121	201	66	395
Kentucky	0	32	111	147	290
Louisiana	11	23	263	73	370
Maine	40	0	4	26	70
Maryland	33	49	390	329	801
Massachusetts	231	165	927	323	1,646
Michigan	13	173	243	237	666
Minnesota	93	1,720	321	170	2,304
Mississippi	1	5	79	10	95
Missouri	11	38	301	200	550
Montana	0	10	6	0	16
Nebraska	22	61	168	51	302
Nevada	5	13	54	14	86
New Hampshire	0	7	32	8	47
New Jersey	10	15	541	162	728
New Mexico	4	12	63	21	100
New York	68	76	837	638	1,619
North Carolina	66	100	185	255	606
North Dakota	1	0	18	26	45

TABLE 3

Southeast Asian Refugee and Amerasian Arrivals by State of Initial Resettlement: FY 1989

Country of Citizenship

State	Cambodia	Laos	Vietnam	Amerasian Immigrants	Total
Ohio	4	123	180	56	363
Oklahoma	16	52	158	82	308
Oregon	54	111	316	180	661
Pennsylvania	81	124	649	424	1,278
Rhode Island	42	153	25	0	220
South Carolina	1	10	40	4	55
South Dakota	0	9	14	3	26
Tennessee	23	109	124	90	346
Texas	87	259	1,852	754	2,952
Utah	4	59	118	163	344
Vermont	2	0	8	29	39
Virginia	30	50	625	300	1,005
Washington	208	388	888	374	1,858
West Virginia	0	0	9	4	13
Wisconsin	0	1,522	52	17	1,591
Wyoming	0	0	1	0	1
Guam	0	0	4	0	4
Other	0	0	0	0	0
TOTAL	2,220	12,762	22,084	8,721	45,787

TABLE 4

Eastern European a/ and Soviet Refugee Arrivals by State of Initial Resettlement: FY 1989 Country of Citizenship

State	Czechoslovakia	Hungary	Poland	Romania	USSR	Total
Alabama	0	0	3	4	0	7
Alaska	1	0	3	3	0	7
Arizona	1	40	23	155	44	263
Arkansas	0	0	0	0	0	0
California	218	145	347	647	7,750	9,107
Colorado	7	7	38	4	425	481
Connecticut	17	98	171	97	347	730
Delaware	0	0	5	0	19	24
Dist Columbia	7	57	14	1	8	87
Florida	40	50	102	127	466	785
Georgia	4	14	20	44	316	398
Hawaii	4	0	0	0	0	4
Idaho	5	6	28	57	56	152
Illinois	27	13	540	430	2,948	3,958
Indiana	0	1	15	13	76	105
Iowa	0	20	18	9	39	86
Kansas	0	0	3	0	103	106
Kentucky	0	0	0	2	20	22
Louisiana	0	0	0	0	0	0
Maine	0	7	53	15	4	79
Maryland	2	17	145	19	656	839
Massachusetts	135	34	124	24	2,273	2,590
Michigan	19	7	279	234	386	925
Minnesota	0	15	13	4	445	477
Mississippi	0	0	0	0	1	1
Missouri	17	7	79	92	236	431
Montana	0	0	0	0	43	43
Nebraska	1	0	4	4	28	37
Nevada	0	0	7	11	5	23
New Hampshir	40	5	2	131	16	194
New Jersey	40	41	240	58	750	1,129
New Mexico	0	0	0	5	2	7
New York	115	130	579	456	15,898	17,178
North Carolina	8	6	22	5	37	78
North Dakota	1	6	10	4	47	68

TABLE 4

Eastern European *a/* and Soviet Refugee Arrivals by State of Initial Resettlement: FY 1989 Country of Citizenship

State	Czechoslovakia	Hungary	Poland	Romania	USSR	Total
Ohio	13	30	15	64	722	844
Oklahoma	0	0	1	0	21	22
Oregon	4	1	19	92	1,022	1,138
Pennsylvania	17	50	174	113	1,921	2,275
Rhode Island	0	67	15	2	178	262
South Carolina	0	0	0	0	26	26
South Dakota	13	26	24	0	0	63
Tennessee	7	8	20	23	150	208
Texas	14	13	131	160	284	602
Utah	19	3	84	8	141	255
Vermont	71	4	5	41	19	140
Virginia	4	14	14	14	86	132
Washington	39	113	175	109	1,191	1,627
West Virginia	0	0	3	1	0	4
Wisconsin	1	0	12	0	189	202
Wyoming	0	0	0	0	20	20
Guam	0	0	0	0	0	0
Other	0	0	0	0	0	0
TOTAL	911	1,055	3,579	3,282	39,414	48,241

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

TABLE 5

Latin American, Ethiopian and Near Eastern Refugee Arrivals by State of Initial Resettlement:
FY 1989
Country of Citizenship

State	Cuba a/	Nicaragua	Ethiopia	Afghanistan	Iran	Total
Alabama	0	0	0	0	4	4
Alaska	0	0	0	0	1	1
Arizona	6	8	27	55	71	167
Arkansas	0	0	0	0	0	0
California	144	110	349	573	3,017	4,193
Colorado	4	0	16	17	24	61
Connecticut	8	0	23	3	36	70
Delaware	6	0	0	5	6	17
Dist Columbia	0	9	99	31	14	153
Florida	2,972	136	54	63	39	3,264
Georgia	0	0	91	87	37	215
Hawaii	0	0	0	0	0	0
Idaho	0	0	0	0	0	0
Illinois	5	5	59	29	71	169
Indiana	0	0	7	5	17	29
Iowa	0	0	10	0	4	14
Kansas	0	0	6	9	8	23
Kentucky	0	0	0	3	0	3
Louisiana	9	6	2	0	2	19
Maine	0	0	9	15	9	33
Maryland	61	15	130	21	147	374
Massachusetts	12	0	19	25	51	107
Michigan	2	0	35	0	23	60
Minnesota	0	0	46	15	17	78
Mississippi	0	0	1	0	0	1
Missouri	13	3	64	7	6	93
Montana	0	0	2	0	0	2
Nebraska	0	0	1	23	2	26
Nevada	137	0	8	18	26	189
New Hampshire	0	0	0	0	7	7
New Jersey	191	6	35	40	44	316
New Mexico	119	0	0	5	6	130
New York	66	2	60	295	744	1,167
North Carolina	0	0	10	14	2	26
North Dakota	0	0	0	0	0	0

TABLE 5

Latin American, Ethiopian and Near Eastern Refugee Arrivals by State of Initial Resettlement:
FY 1989
Country of Citizenship

State	Cuba a/	Nicaragua	Ethiopia	Afghanistan	Iran	Total
Ohio	2	2	29	2	18	53
Oklahoma	4	0	2	0	4	10
Oregon	0	0	17	28	8	53
Pennsylvania	5	1	53	25	27	111
Rhode Island	0	0	0	0	0	0
South Carolina	0	0	0	0	0	0
South Dakota	0	0	27	7	10	44
Tennessee	0	7	21	48	45	121
Texas	28	31	275	41	119	494
Utah	0	0	1	2	16	19
Vermont	3	0	0	0	0	3
Virginia	0	0	49	181	66	296
Washington	8	0	78	42	70	198
West Virginia	0	0	0	0	1	1
Wisconsin	0	0	7	2	7	16
Wyoming	0	0	2	5	0	7
Guam	0	0	0	0	0	0
Other	3	0	0	0	0	3
TOTAL	3,808	341	1,724	1,741	4,826	12,440

a/ Cuban figures include 1,403 persons resettled under the private sector initiative.

TABLE 6

Total Refugee and Amerasian Arrivals by State of Initial Resettlement: FY 1989

State	Total Arrivals	Percent
Alabama	219	0.2
Alaska	27	a/
Arizona	1,074	1.0
Arkansas	120	0.1
California	31,089	29.1
Colorado	1,057	1.0
Connecticut	1,141	1.1
Delaware	58	a/
District of Columbia	740	0.7
Florida	5,028	4.7
Georgia	1,492	1.4
Hawaii	275	0.3
Idaho	245	0.2
Illinois	5,148	4.8
Indiana	228	0.2
Iowa	868	0.8
Kansas	524	0.5
Kentucky	315	0.3
Louisiana	389	0.4
Maine	183	0.2
Maryland	2,025	1.9
Massachusetts	4,345	4.1
Michigan	1,679	1.6
Minnesota	2,866	2.7
Mississippi	97	a/
Missouri	1,078	1.0
Montana	61	a/
Nebraska	365	0.3
Nevada	298	0.3
New Hampshire	253	0.2
New Jersey	2,184	2.0
New Mexico	237	0.2
New York	20,033	18.7
North Carolina	711	0.7
North Dakota	113	0.1

TABLE 6

Total Refugee and Amerasian Arrivals by State of Initial Resettlement: FY 1989

State	Total Arrivals	Percent
Ohio	1,261	1.2
Oklahoma	340	0.3
Oregon	1,853	1.7
Pennsylvania	3,670	3.4
Rhode Island	482	0.5
South Carolina	81	a/
South Dakota	133	0.1
Tennessee	675	0.6
Texas	4,053	3.8
Utah	618	0.6
Vermont	184	0.2
Virginia	1,440	1.3
Washington	3,685	3.4
West Virginia	18	a/
Wisconsin	1,809	1.7
Wyoming	28	a/
Guam	4	a/
Other	3	a/
TOTAL	106,902	100.0%

a/ Less than 0.1 percent.

TABLE 7

Applications for Refugee Status Granted by INS:
FY 1980 – 89 a/

Country of Chargeability	FY 1980–FY 1986	FY 1987	FY 1988	FY 1989	Total
Afghanistan	18,397	3,221	2,222	1,770	25,610
Albania	301	48	72	47	468
Angola	447	41	13	19	520
Bulgaria	884	116	140	110	1,250
Burundi	0	0	3	3	6
Cambodia	111,042	1,187	3,962	2,114	118,305
China	1,156	0	0	2	1,158
Cuba	6,251	69	2,277	2,517	11,114
Czechoslovakia	7,165	1,060	671	925	9,821
Egypt	120	0	0	0	120
El Salvador	96	0	11	8	115
Ethiopia	16,655	1,808	1,200	1,697	21,360
Greece	421	0	0	0	421
Hong Kong	1,716	15	46	102	1,879
Hungary	3,440	695	781	1,075	5,991
Iran	11,185	6,658	6,172	5,132	29,147
Iraq	6,414	203	37	111	6,765
Laos	87,704	17,518	15,322	10,780	131,324
Lebanon	448	0	0	1	449
Lesotho	22	4	2	2	30
Libya	15	2	0	1	18
Macau	81	0	0	0	81
Malawi	43	2	4	6	55
Mozambique	72	7	12	4	95
Namibia	83	3	3	0	89
Nicaragua	6	30	164	323	523
Philippines	96	0	0	0	96
Poland	25,824	3,568	3,343	3,585	36,320
Romania	23,180	3,105	2,802	3,173	32,260
Rwanda	0	1	0	0	1
Somalia	0	1	8	14	23
South Africa	93	70	25	21	209
Sudan	32	0	0	1	33
Syria	745	0	0	1	746
Tanzania	0	0	1	0	1
Turkey	721	0	0	0	721

TABLE 7

Applications for Refugee Status Granted by INS:
FY 1980 – 89 a/

Country of Chargeability	FY 1980–FY 1986	FY 1987	FY 1988	FY 1989	Total
USSR	25,663	3,695	18,833	39,704	87,895
Uganda	18	25	26	40	109
Vietnam	218,440	18,362	22,120	22,198	281,120
Yugoslavia	68	3	3	1	75
Zaire	108	12	7	18	145
All Others	340	0	0	0	340
TOTAL	569,492	61,529	80,282	95,505	806,808

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

TABLE 8

Asylum Applications (Cases) Approved by INS
FY 1980 – FY 1989 a/

Country of Nationality	FY 1980–FY 1986	FY 1987	FY 1988	FY 1989	Total
Afghanistan	1,235	22	36	19	1,312
Albania	0	2	0	0	2
Algeria	0	1	0	0	1
Angola	5	1	2	2	10
Argentina	30	0	0	0	30
Australia	0	0	1	0	1
Bahrain	0	0	0	1	1
Bangladesh	2	0	1	2	5
Benin	0	0	1	0	1
Bolivia	0	0	0	1	1
Bulgaria	47	4	11	14	76
Burkina Faso	0	0	0	1	1
Burma	1	1	0	10	12
Cambodia	18	0	2	4	24
Cape Verde	1	0	0	1	2
Chile	25	4	6	9	44
China	113	21	60	98	292
Colombia	5	1	0	10	16
Costa Rica	1	5	0	0	6
Cuba	185	70	30	77	362
Czechoslovakia	161	11	13	47	232
Egypt	41	5	1	3	50
El Salvador b/	700	29	110	337	1,176
Ethiopia	1,456	165	441	456	2,518
Germany (East)	21	1	3	4	29
Germany (West)	0	1	0	0	1
Ghana	44	4	27	6	81
Greece	0	0	0	1	1
Guatemala	13	7	24	67	111
Guinea	1	1	0	0	2
Guyana	9	0	0	0	9
Haiti	56	0	6	3	65
Honduras	7	2	10	14	33
Hong Kong	0	1	0	0	1
Hungary	249	14	24	31	318
India	1	0	3	3	7

TABLE 8

Asylum Applications (Cases) Approved by INS
FY 1980 – FY 1989 a/

Country of Nationality	FY 1980–FY 1986	FY 1987	FY 1988	FY 1989	Total
Iran	16,857	967	764	602	19,190
Iraq	203	12	18	12	245
Israel	1	1	0	0	2
Italy	1	1	1	0	3
Jordan	4	0	0	1	5
Kenya	2	0	1	1	4
Kuwait	0	0	0	1	1
Laos	15	2	4	7	28
Lebanon	60	23	56	58	197
Liberia	12	7	3	14	36
Libya	191	86	62	35	374
Malawi	5	1	2	1	9
Mexico	2	5	0	0	7
Morocco	0	1	0	0	1
Namibia	3	0	1	0	4
Nicaragua	3,423	1,867	2,786	3,617	11,693
Nigeria	0	1	1	2	4
Pakistan	35	5	33	14	87
Panama	0	0	26	183	209
Peru	2	1	1	17	21
Philippines	114	1	4	5	124
Poland	2,708	447	433	285	3,873
Romania	613	126	345	575	1,659
Saudi Arabia	0	0	1	0	1
Seychelles	9	0	0	0	9
Singapore	1	0	0	1	2
Somalia	72	14	55	119	260
South Africa	71	8	13	14	106
Sri Lanka	1	0	1	1	3
Suriname	0	1	0	0	1
Syria	153	47	25	21	246
Taiwan	2	1	1	0	4
Tanzania	0	1	0	0	1
Turkey	8	0	1	0	9
USSR	179	32	43	109	363
Uganda	139	1	15	7	162

TABLE 8

Asylum Applications (Cases) Approved by INS
FY 1980 – FY 1989 a/

Country of Nationality	FY 1980–FY 1986	FY 1987	FY 1988	FY 1989	Total
United Kingdom	0	0	1	0	1
Venezuela	0	1	0	1	2
Vietnam	96	10	8	7	121
Yemen (Aden)	1	1	1	0	3
Yemen (Sanaa)	8	1	0	1	10
Yugoslavia	47	16	6	4	73
Zaire	9	0	2	5	16
Zambia	0	0	1	0	1
Zimbabwe	2	0	3	0	5
Stateless	4	1	1	1	7
All Others	324	0	0	0	324
Total Cases	29,804	4,062	5,531	6,942	46,339
Total Persons	c/	5,094	7,340	9,229	c/

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

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

c/ Not available.

Source: Immigration and Naturalization Service, unpublished tabulations.

TABLE 9

Estimated Southeast Asian Refugee Population by State: September 30, 1988, and September 30, 1989 a/

State	9/30/88	9/30/89	Percent 9/30/89
Alabama	3,300	3,400	0.4
Alaska	100	100	c/
Arizona	7,200	7,600	0.8
Arkansas	3,100	3,300	0.4
California	348,100	362,300	39.4
Colorado	12,100	12,500	1.4
Connecticut	7,900	8,200	0.9
Delaware	300	300	c/
District of Columbia	1,600	1,800	0.2
Florida	14,900	15,700	1.7
Georgia	11,500	12,000	1.3
Hawaii	7,700	8,000	0.9
Idaho	1,800	1,900	0.2
Illinois	28,500	29,500	3.2
Indiana	4,300	4,400	0.5
Iowa	9,500	10,100	1.1
Kansas	10,400	10,900	1.2
Kentucky	2,800	3,200	0.3
Louisiana	14,900	15,300	1.7
Maine	1,600	1,700	0.2
Maryland	10,300	10,800	1.2
Massachusetts	28,400	28,600	3.1
Michigan	12,100	12,500	1.4
Minnesota	31,500	33,600	3.7
Mississippi	1,800	1,900	0.2
Missouri	8,000	8,400	0.9
Montana	1,000	1,000	0.1
Nebraska	2,400	2,700	0.3
Nevada	2,400	2,500	0.3
New Hampshire	900	1,000	0.1
New Jersey	7,800	8,400	0.9
New Mexico	2,300	2,300	0.3
New York	32,100	33,100	3.6
North Carolina	6,600	6,900	0.8
North Dakota	1,000	1,000	0.1
Ohio	12,300	12,600	1.4
Oklahoma	8,900	9,400	1.0
Oregon	20,100	20,600	2.2

TABLE 9

Estimated Southeast Asian Refugee Population by State: September 30, 1988, and September 30, 1989 a/

State	9/30/88	9/30/89	Percent 9/30/89
Pennsylvania	28,400	29,500	3.2
Rhode Island	7,400	7,600	0.8
South Carolina	2,500	2,500	0.3
South Dakota	1,000	1,100	0.1
Tennessee	6,100	6,400	0.7
Texas	66,300	69,100	7.5
Utah	9,000	9,400	1.0
Vermont	700	700	c/
Virginia	22,400	23,200	2.5
Washington	41,500	43,300	4.7
West Virginia	400	400	c/
Wisconsin	13,800	15,400	1.7
Wyoming	200	200	c/
Guam	300	300	c/
Other Territories	b/	b/	c/
TOTAL	881,500	918,600	100.0%

a/ The September 1988 estimates were constructed by taking the January 1981 INS alien registration, adjusting it for underregistration, adding persons who arrived from January 1981 through September 1988, and adjusting the totals so derived for secondary migration. The September 1989 estimates were constructed similarly by using the known distribution of the population in January 1981, adding arrivals from January 1981 through September 1989, and adjusting those totals for secondary migration. Estimates of secondary migration rates were developed from data submitted by the States. Figures are rounded to the nearest hundred and may not add to totals due to rounding. No adjustments have been made for births and deaths among the refugee population. Percentages are calculated from unrounded data. These figures do not include Amerasian immigrants.

b/ Less than 50.

c/ Less than 0.1 percent.

TABLE 10

Secondary Migration Data Compiled from the Refugee State-of-Origin Report: June 30, 1989 a\

State	Non-Movers	Out-Migrants	In-Migrants	Net Migration
Alabama c/	d/	65	107	42
Alaska b/	b/	33	0	(33)
Arizona c/	2,177	286	146	(140)
Arkansas c/	298	64	67	3
California	32,114	1,200	2,782	1,582
Colorado c/	969	171	169	(2)
Connecticut	135	121	9	(112)
Delaware	8	23	0	(23)
District of Columbia	20	288	11	(277)
Florida	1,772	369	109	(260)
Georgia c/	686	272	121	(151)
Hawaii	398	45	27	(18)
Idaho	39	77	5	(72)
Illinois	1,420	472	164	(308)
Indiana	d/	52	d/	(52)
Iowa	557	196	25	(171)
Kansas	308	158	55	(103)
Kentucky	86	131	3	(128)
Louisiana c/	870	167	164	(3)
Maine	63	28	5	(23)
Maryland c/	636	148	223	75
Massachusetts	4,038	250	978	728
Michigan	594	181	149	(32)
Minnesota	3,259	400	463	63
Mississippi	43	46	3	(43)
Missouri	103	182	3	(179)
Montana	34	39	5	(34)
Nebraska	71	99	7	(92)
Nevada	64	95	4	(91)
New Hampshire	41	87	4	(83)
New Jersey	793	228	130	(98)
New Mexico	67	66	5	(61)
New York	4,579	645	279	(366)
North Carolina	168	169	11	(158)
North Dakota	90	33	5	(28)
Ohio	431	159	67	(92)
Oklahoma c/	753	116	174	58
Oregon	746	232	65	(167)

TABLE 10

Secondary Migration Data Compiled from the Refugee State-of-Origin Report: June 30, 1989 a\

State	Non-Movers	Out-Migrants	In-Migrants	Net Migration
Pennsylvania	1,120	293	152	(141)
Rhode Island c/	1,241	94	212	118
South Carolina c/	17	26	8	(18)
South Dakota	33	57	7	(50)
Tennessee	153	186	2	(184)
Texas c/	5,277	886	868	(18)
Utah	263	164	8	(156)
Vermont	33	28	6	(22)
Virginia c/	977	275	186	(89)
Washington c/	6,477	338	1,350	1,012
West Virginia	3	8	0	(8)
Wisconsin	2,239	203	647	444
Wyoming	2	7	0	(7)
Other b/	b/	32	0	(32)
TOTAL	76,265	9,990	9,990	0

a/ This table represents a compilation of unadjusted data reported by the States on Form ORR-11. The population base is refugees receiving State-administered services on 6/30/89. Persons without social security numbers or other information to document State of arrival, a total of 8,809, were dropped from the analysis. Secondary migration is defined as a change of residence across a State line at any time between initial arrival in the U.S. and the reporting date. With regard to any given State, out-migrants are persons initially placed there who were living elsewhere on the reporting date, and in-migrants are persons living there on the reporting date who were initially placed elsewhere.

b/ Not participating in the refugee program.

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

d/ Not reported.

Table 11

Receipt of Cash Assistance by Refugee Nationality: June 30, 1989

State	Country of Nationality: Cambodia	Laos	Vietnam	USSR	Poland	East Europe	Cuba	Afghanistan	Iran	Iraq	Ethiopia	Other	Total
AL	1	0	95	0	0	0	0	0	5	0	0	0	101
AZ	1	0	66	1	0	10	0	24	12	0	10	11	135
AR	0	8	28	0	0	0	0	0	0	0	0	0	36
CA	3,492	10,073	15,320	12,289	175	1,056	101	1,372	6,021	114	787	906	51,706
CO	11	177	211	54	0	15	0	26	30	0	10	4	538
CT	30	46	73	27	3	3	4	0	2	0	2	0	190
DE	0	0	7	0	0	0	0	0	1	0	0	0	8
DC	5	0	18	1	0	2	0	0	0	0	4	1	31
FL a/	0	0	531	0	0	0	1,546	0	0	0	0	469	2,546
GA	12	70	161	4	0	2	0	38	5	0	13	0	305
HI	3	142	240	0	0	0	0	0	0	0	0	13	398
ID	0	3	21	7	0	21	0	0	0	0	0	3	55
IL	92	80	567	306	70	158	36	26	61	0	47	2	1,445
IN b/	0	0	0	0	0	0	0	0	0	0	0	0	0
IA	12	109	258	4	1	3	0	0	0	0	0	0	387
KS	80	48	116	0	0	0	0	36	3	0	36	14	333
KY	0	15	55	3	0	0	0	0	0	0	0	0	73
LA	8	13	80	0	0	0	5	0	0	0	0	0	106
ME	15	0	9	0	15	0	0	20	9	0	0	0	68
MD c/	34	42	281	13	4	14	0	32	40	0	42	8	510
MA	562	423	2,098	1,032	52	114	17	19	81	7	24	153	4,582
MI	52	387	158	42	163	93	34	0	4	15	15	17	980
MN	224	3,572	451	115	5	26	0	26	28	0	62	14	4,523
MS	0	0	42	0	0	0	0	0	0	0	0	0	42
MO a/	0	0	167	66	0	0	0	0	0	0	21	0	254
MT	0	35	5	0	0	0	0	0	0	0	0	0	40
NE	3	16	38	0	2	1	0	7	0	0	0	14	81
NV	5	0	20	4	1	2	23	2	9	0	2	0	68

Table 11

Receipt of Cash Assistance by Refugee Nationality: June 30, 1989

State	Country of Nationality: Cambodia	Laos	Vietnam	USSR	Poland	East Europe	Cuba	Afghanistan	Iran	Iraq	Ethiopia	Other	Total
NH	0	4	7	1	0	30	0	0	3	0	0	0	45
NJ	14	9	390	156	39	11	74	115	36	0	2	10	856
NM	4	12	47	0	3	0	0	6	3	0	0	2	77
NY	97	97	583	3,011	194	234	38	341	243	0	20	0	4,858
NC	18	36	46	0	0	0	0	3	0	0	1	1	105
ND	0	0	22	6	1	10	0	0	0	0	0	0	39
OH	41	154	168	77	0	24	0	5	6	0	21	74	570
OK	10	15	70	0	0	0	0	0	0	0	0	0	95
OR	48	163	282	391	0	44	0	25	0	0	5	13	971
PA	86	85	638	269	10	15	0	6	0	0	14	58	1,181
RI	96	218	14	63	4	2	0	0	0	0	0	0	397
SC	0	4	12	0	0	0	0	1	0	0	0	0	17
SD	0	14	7	1	1	4	0	0	0	0	3	0	30
TN	15	48	28	0	4	2	0	21	15	0	6	4	143
TX a/	0	0	1,197	10	4	20	0	18	42	0	42	49	1,382
UT	3	24	53	56	43	18	0	6	0	0	0	6	209
VT	0	6	2	2	0	38	0	0	0	0	0	0	48
VA	80	41	409	10	0	11	3	214	67	0	43	17	895
WA	297	775	1,103	147	118	298	0	58	58	0	118	17	2,989
WV	0	0	0	0	0	0	0	0	0	0	0	0	0
WI	17	3,025	23	0	0	0	0	0	0	0	0	16	3,081
WY	0	0	0	0	0	0	0	0	0	0	2	0	2
TOTAL	5,468	19,989	26,217	18,168	912	2,281	1,881	2,447	6,784	136	1,352	1,896	87,531
Percent	6.2%	22.8%	30.0%	20.8%	1.0%	2.6%	2.1%	2.8%	7.8%	0.2%	1.5%	2.2%	100.0%

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

b/ Report was not submitted.

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

TABLE 12

States with Largest School Enrollments of Refugee Children: March 1989 a/

State	Refugee Children	Percent
California	25,742	34.8
Florida	10,078	13.6
Massachusetts	4,718	6.4
Illinois	3,269	4.4
Washington	3,006	4.1
New York	2,763	3.7
Texas	2,644	3.6
Minnesota	2,253	3.0
Virginia	1,779	2.4
Rhode Island	1,518	2.0
Pennsylvania	1,359	1.8
Wisconsin	1,356	1.8
Michigan	1,191	1.6
All Others	12,408	16.8
TOTAL	74,084	100.0%

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

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

TABLE 13

Placement and Status of Unaccompanied Minor Refugees and Entrants by State: September 30, 1989

State	Total Placements	Total In Care	Reunited	Emancipated & Other
Alabama	23	4	0	19
Arizona	146	32	11	103
California	780	212	186	382
Colorado	93	2	27	64
Connecticut	39	23	3	13
Dist. of Columbia	178	45	16	117
Florida	129	20	13	96
Georgia	5	2	0	3
Hawaii	64	0	7	57
Illinois	646	167	113	366
Indiana	8	0	0	8
Iowa	552	128	60	364
Kansas	88	26	11	51
Louisiana	72	6	18	48
Maine	16	5	0	11
Maryland	51	19	1	31
Massachusetts	264	137	6	121
Michigan	417	168	40	209
Minnesota	892	255	92	545
Mississippi	138	67	16	55
Missouri	12	2	2	8
Montana	61	6	9	46
New Hampshire	92	16	4	72
New Jersey	278	125	6	147
New Mexico	4	3	0	1
New York	1,723	634	292	797
North Carolina	71	11	12	48
North Dakota	79	38	2	39
Ohio	69	9	7	53
Oklahoma	1	0	0	1
Oregon	529	113	96	320
Pennsylvania	402	128	71	203
Rhode Island	19	1	0	18
South Carolina	40	9	3	28
Texas	44	30	7	7
Utah	181	74	24	83
Vermont	57	21	4	32
Virginia	492	253	39	200
Washington	587	189	87	311
Wisconsin	114	9	12	93
TOTAL	9,456	2,989	1,297	5,170

APPENDIX B

FEDERAL AGENCY REPORTS

The United States Coordinator for Refugee Affairs

The position of the U.S. Coordinator for Refugee Affairs was established by Presidential directive in February of 1979 and now has its statutory basis in title III of the Refugee Act of 1980. The Coordinator is appointed by the President and confirmed by the Senate and has the rank of Ambassador at Large. Jewel S. Lafontant was sworn in as Coordinator in June, 1989.

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

Specifically, the Coordinator is charged with:

- Development of overall United States refugee admission and resettlement policy;
- Coordination of all United States domestic and international refugee admission and resettlement programs;
- Design of an overall budget strategy;
- Presentation to the Congress of the Administration's overall refugee policy and the relationship of individual agency refugee budgets to that overall policy;
- Advising the President, Secretary of State, Attorney General, and Secretary of Health and Human Services on the relationship of overall United States refugee policy to the admission of refugees to the United States;
- Under the direction of the Secretary of State, representation and negotiation on behalf of the United States with foreign governments and international organizations;
- Development of effective liaison between the Federal government and voluntary organizations, governors, mayors, and others involved in refugee relief and resettlement work;
- Making policy recommendations to the President and Congress regarding the Federal role in the refugee program; and

- Reviewing the refugee-related regulations, guidelines, and procedures of Federal agencies.

In fulfillment of these statutory responsibilities, the Coordinator organized inter-departmental discussions and Congressional consultations on the level of refugee admissions for FY 1989. After the consultations were completed, the President established a ceiling of 94,000 refugee admissions for FY 1989.

By December of 1988, it had become clear that the flow of refugees from the Soviet Union was going to be much larger than originally anticipated. Once the new administration took office, it recognized that it would be necessary to increase the overall ceiling if adequate numbers were to be made available to the growing number of Soviet refugees. Consequently, the Coordinator organized emergency consultations with the Congress to consider such an increase. After the consultations were completed, the President authorized an increase in the ceiling to 116,500.

During the latter months of FY 1989, the Coordinator undertook extensive consultations with the Congress, with representatives of State and local governments, and with private voluntary organizations and refugee leaders to obtain their views on the need for refugee admissions into the United States in FY 1990. After the formal consultations with the Congress, the President established a ceiling of 125,000 for this fiscal year.

FY 1989 saw an expansion in the utilization of privately funded refugee admission numbers. Of the overall admissions ceiling of 116,500 refugees, 4,000 numbers were reserved for the Private Sector Initiative (PSI) administered by the Coordinator. The Coordinator and the Commissioner of the Immigration and Nationalization Service signed an agreement with the Cuban American National Foundation providing for the admission of up to 1,500 qualified Cuban refugees under this program. By the end of the fiscal year, 1,503 Cubans were admitted under this program. For the first time, the program expanded to encompass other nationalities as well and 26 Zoroastrians entered the country under this program in September 1989.

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

The Coordinator has involved herself heavily in the budget preparation process. She reviewed the FY 1991 submissions of both the Department of State and the Department of Health and Human Services at the time they were submitted to OMB at the end of FY89. In accordance with her statutory responsibility, she submitted her overview of the departmental budgets and her own recommendations directly to the Director of OMB.

Bureau for Refugee Programs

Department of State

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

During FY 1989, world refugee problems remained acute and widespread. Millions of persons continued to live in uncertain and often precarious circumstances. Adding to the critical situation were thousands of new refugees who fled homelands besieged by civil strife, foreign intervention, and social and political persecution, seeking refuge across borders.

Of the 107,230 refugees admitted to the U.S. in FY 1989, 1,538 entered through the Private Sector Initiative Program, i.e. privately funded.

Total admissions to the U.S. in FY 1989 were 105,692; 37,017 of these refugees came from Asia. In addition, 8,667 Amerasian immigrants and accompanying family members (who are entitled to the same benefits as refugees) were admitted to the U.S. In FY 1989, Soviet immigration increased dramatically, and a total of 48,501 refugees were admitted from the Soviet Union and Eastern Europe.

U.S. Program Worldwide

Of the $491.5 million obligated by the Bureau for Refugee Programs in FY 1989 (including funds appropriated under the Migration and Refugee Assistance, Dire Supplemental, and Emergency Refugee and Migration Assistance appropriations), approximately $276 million went to refugee assistance and relief activities. Of this amount, $47.1 million was obligated for specific emergency assistance activities in Africa, East Asia, the Near East, and the Western Hemisphere under the U.S.

Emergency Refugee and Migration Assistance Fund appropriation. The United States played a major role in the international effort to provide emergency assistance to refugees and others suffering from the effects of drought and civil conflict in Africa. In addition, a total of $15 million was obligated for special assistance in Cyprus and Africa under U.S. Agency for International Assistance appropriations.

In FY 1989, the United States again provided the largest share of financial support for the Office of the United Nations High Commissioner for Refugees ($129.6 million), as well as for other international relief organizations such as the International Committee of the Red Cross (over $28 million) and the United Nations Relief and Works Agency in the Near East ($65.3 million).

Of the assistance funds provided, a total of $40.6 million was obligated in FY 1989 for other activities, such as the Refugee to Israel program and contributions to the ordinary budget of the International Committee of the Red Cross and the Intergovernmental Committee for Migration.

Approximately $207.4 million was spent for activities relating to the admission of refugees to the United States. Included in this sum are the costs of refugee processing and documentation (including agreements with the Joint Voluntary Agency Representatives in Southeast Asia, Pakistan, and Sudan, and individual voluntary agencies in Europe), overseas English language and cultural orientation programs, transportation arranged through the Intergovernmental Committee for Migration, and the reception and placement grants to U.S. voluntary agencies for support of initial resettlement activities. In addition, about $3.7 million was obligated for Soviet and Eastern European admissions from funds provided in the FY 1988 Dire Emergency Supplemental.

U.S. DEPARTMENT OF STATE
BUREAU FOR REFUGEE PROGRAMS

Summary of Refugee Admissions
Fiscal Year 1989

COUNTRY OF CHARGEABILITY	FY89 REFUGEE ADMISSIONS CEILING	FY TOTAL ADMITTED INTO U.S. AS OF RPT	ADMISSIONS BY MONTH											
			OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUNE	JULY	AUG	SEPT
AFRICA	2,000													
ANGOLA		18	0	15	0	0	0	0	0	0	0	0	1	2
BURUNDI		3	0	0	0	0	3	0	0	0	0	0	0	0
ETHIOPIA		1,767	73	44	63	38	107	209	208	68	122	103	173	559
LESOTHO		2	0	0	0	0	0	2	0	0	0	0	0	0
MALAWI		6	0	1	0	0	0	0	0	0	5	0	0	0
MOZAMBIQUE		4	0	2	0	0	1	0	0	0	0	1	0	0
SOMALIA		44	0	0	0	0	0	0	0	0	0	5	0	39
SOUTH AFRICA		20	6	1	0	1	0	2	0	0	1	3	6	0
UGANDA		40	9	8	9	0	0	2	0	0	0	0	0	12
ZAIRE		18	0	2	0	0	2	0	3	0	7	0	0	4
TOTAL AFRICA	2,000	1,922	88	73	72	39	113	215	211	68	135	112	180	616
EAST ASIA - 1ST ASYL	28,000													
CAMBODIA		1,916	307	129	512	243	141	244	73	62	35	1	11	158
CHINA (MAINLAND)		5	0	0	0	0	0	0	0	0	1	2	0	2
LAOS														
HIGHLAND		8,476	148	333	624	284	158	1,478	374	310	2,476	375	147	1,769
LOWLAND		3,956	38	17	918	349	630	810	189	76	16	30	19	864
SUBTOTAL LAOS		12,432	186	350	1,542	633	788	2,288	563	386	2,492	405	166	2,633
VIETNAM		13,646	477	470	1,019	586	996	2,291	961	1,628	953	431	1,653	2,181
EAST ASIA - 1ST ASYL	28,000	27,999	970	949	3,073	1,462	1,925	4,823	1,597	2,076	3,481	839	1,830	4,974
ODP	22,000													
AMERASIAN IMMIGRANT		8,667	79	65	250	142	222	534	814	769	472	282	1,425	3,613
REFUGEE		9,018	257	729	574	715	740	1,067	879	1,651	432	296	463	1,215
SUBTOTAL ODP	22,000	17,685	336	794	824	857	962	1,601	1,693	2,420	904	578	1,888	4,828
TOTAL EAST ASIA		45,684	1,306	1,743	3,897	2,319	2,887	6,424	3,290	4,496	4,385	1,417	3,718	9,802
EASTERN EUR/SOV	50,000													
ALBANIA		47	13	12	0	4	0	0	7	0	1	0	1	9
BULGARIA		111	3	26	0	2	3	7	4	5	4	13	10	34
CZECHOSLOVAKIA		925	8	160	58	51	55	196	0	12	87	59	87	152
HUNGARY		1,075	19	112	28	50	49	212	0	0	54	46	158	347
POLAND		3,607	221	158	230	206	322	587	57	65	506	92	316	847
ROMANIA		3,182	120	327	330	162	228	283	224	222	198	235	284	569
SOV. UNION														
DIRECT		3,484	334	951	157	68	31	325	370	318	297	253	158	222
NON-DIRECT		36,069	890	1,789	1,938	2,568	2,228	2,131	1,341	3,343	3,340	4,137	4,487	7,877
SUBTOTAL SOV. UNION		39,553	1,224	2,740	2,095	2,636	2,259	2,456	1,711	3,661	3,637	4,390	4,645	8,099

U.S. DEPARTMENT OF STATE
BUREAU FOR REFUGEE PROGRAMS

Summary of Refugee Admissions
Fiscal Year 1989

COUNTRY OF CHARGEABILITY	FY89 REFUGEE ADMISSIONS CEILING	FY TOTAL ADMITTED INTO U.S. AS OF RPT	ADMISSIONS BY MONTH											
			OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUNE	JULY	AUG	SEPT
YUGOSLAVIA		1	0	1	0	0	0	0	0	0	0	0	0	0
TOTAL EASTERN EUR/SOV	50,000	48,501	1,608	3,536	2,741	3,111	2,916	3,741	2,003	3,965	4,487	4,835	5,501	10,057
LATIN AMERICA	3,500													
CUBA		2,271	6	201	18	33	12	249	178	273	131	206	372	592
EL SALVADOR		11	0	0	0	0	0	0	0	2	0	0	3	6
NICARAGUA		323	0	0	0	23	0	77	84	17	9	6	17	90
TOTAL LATIN AMERICA	3,500	2,605	6	201	18	56	12	326	262	292	140	212	392	688
NEAR EAST/SOUTH ASIA	7,000													
AFGHANISTAN		1,716	127	212	39	35	153	308	206	202	171	57	41	165
IRAN		5,147	177	681	456	355	511	536	312	529	770	133	456	231
IRAQ		114	0	0	3	3	0	28	0	0	57	0	5	18
LEBANON		1	0	0	0	0	0	1	0	0	0	0	0	0
LIBYA		1	0	1	0	0	0	0	0	0	0	0	0	0
SYRIA		1	0	0	0	0	0	0	0	0	0	0	1	0
TOTAL NEAR EAST/SOUTH	7,000	6,980	304	894	498	393	664	873	518	731	998	190	503	414
PRIVATE SECTOR INIT.	4,000													
PSI CUBANS		1,512	0	0	0	0	995	0	6	0	1	170	117	223
PSI IRANIANS		26	0	0	0	0	0	0	0	0	0	0	0	26
TOTAL PRIVATE SECTOR I	4,000	1,538	0	0	0	0	995	0	6	0	1	170	117	249
GRAND TOTAL	116,500	107,230	3,312	6,447	7,226	5,918	7,587	11,579	6,290	9,552	10,146	6,936	10,411	21,826

U.S. DEPARTMENT OF STATE
BUREAU FOR REFUGEE PROGRAMS

Summary of Refugee Admissions
Cumulative

Fiscal Year	Area							
	Africa	Asia	Eastern Europe	Soviet Union	Latin America	Near East Asia	PSI	TOTAL
1975	0	135,000	1,947	6,211	3,000	0	0	146,158
1976	0	15,000	1,756	7,450	3,000	0	0	27,206
1977	0	7,000	1,755	8,191	3,000	0	0	19,946
1978	0	20,574	2,245	10,688	3,000	0	0	36,507
1979	0	76,521	3,393	24,449	7,000	0	0	111,363
1980	955	163,799	5,025	28,444	6,662	2,231	0	207,116
1981	2,119	131,139	6,704	13,444	2,017	3,829	0	159,252
1982	3,326	73,522	10,780	2,756	602	6,369	0	97,355
1983	2,648	39,408	12,083	1,409	668	5,465	0	61,681
1984	2,747	51,960	10,285	715	160	5,246	0	71,113
1985	1,953	49,970	9,350	640	138	5,994	0	68,045
1986	1,315	45,454	8,713	787	173	5,998	0	62,440
1987	1,994	40,112	8,606	3,694	315	10,107	0	64,828
1988	1,588	35,015	7,818	20,421	2,497	8,415	733	76,487
1989	1,922	45,684 *	8,948	39,553	2,605	6,980	1,538	107,230
TOTAL	20,567	930,158	99,408	168,852	34,837	60,634	2,271	1,316,727

* Includes Amerasian Immigrants

Immigration and Naturalization Service

Department of Justice

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

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

During FY 1989, immigration officers assigned to INS overseas offices conducted more than 106,000 refugee determination interviews and approved for admission into the United States 78,000 persons of 33 different nationalities. This workload represented a 16 percent increase over that of the previous year. In part, INS' increased refugee workload for FY 1989 resulted from the greatly expanded flow of Soviet citizens seeking refugee status in the United States. During the course of the fiscal year, INS examiners in Rome and Moscow conducted a total of more than 58,000 interviews, approving in excess of 42,000 applications for refugee status.

In addition to the greatly increased migration of Soviet citizens out of the Soviet Union, INS confronted another major migration flow of individuals seeking refuge outside their homelands during FY 1989. During the last half of 1988 and spring of 1989, the mass exodus of Central Americans into Texas and the interior of the United States resulted in the emergency detail of dozens of INS officers to the Southern Border. There they processed more than 15,000 asylum applications

made by these individuals as they arrived in the United States. In addition, INS District Offices in Los Angeles and Miami required task force assistance to deal with the heavy influx of asylum seekers from Nicaragua, El Salvador, Guatemala, and Honduras who made their way to California and Florida after entering the United States.

As part of ongoing agency responsibilities, the Service, in FY 1989, continued its liaison activities with other governmental and private agencies involved in the United States refugee program and expanded agency efforts to provide substantive information on the refugee program and conditions in refugee source countries to INS personnel in both domestic and overseas offices. A major component of these efforts was a series of training programs designed to improve the quality of INS refugee and asylum determinations.

Office of Bilingual Education and Minority Languages Affairs

Department of Education

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

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

For the 1989-1990 school year, $15.8 million was made available to States to provide educational services to refugee children. These funds served 74,084 refugee children nationwide.

Transition Program for Refugee Children

School Year 1989-1990

State	Refugee Children	Amount of Award
Alabama	68	$14,510
Alaska	—	—
Arizona	480	102,422
Arkansas	134	28,593
California	25,742	5,492,812
Colorado	356	75,963
Connecticut	889	189,694
Delaware	260	55,479
District of Columbia	212	45,236
Florida	10,078	2,150,437
Georgia	539	115,012
Hawaii	208	44,383
Idaho	78	16,644
Illinois	3,269	697,537
Indiana	109	23,258
Iowa	482	102,849
Kansas	1,046	223,195
Kentucky	205	43,743
Louisiana	1,061	226,396
Maine	176	37,555
Maryland	493	105,196
Massachusetts	4,718	1,006,724
Michigan	1,191	254,135
Minnesota	2,253	480,744
Mississippi	25	5,334
Missouri	416	88,766
Montana	41	8,749
Nebraska	438	93,460
Nevada	161	34,354
New Hampshire	64	13,656
New Jersey	820	174,971
New Mexico	—	—
New York	2,763	598,567
North Carolina	268	57,186
North Dakota	50	10,669
Ohio	1,033	220,421
Oklahoma	339	72,336
Oregon	505	107,757
Pennsylvania	1,359	289,983
Rhode Island	1,518	323,910
South Carolina	24	5,121
South Dakota	23	4,908
Tennessee	912	194,602
Texas	2,644	564,175
Utah	473	100,928
Vermont	20	4,268
Virginia	1,779	379,602
Washington	3,006	641,418
West Virginia	—	—
Wisconsin	1,356	289,342
Wyoming	—	—
TOTAL	**74,084**	**$15,808,000**

Office of Refugee Health

U.S. Public Health Service

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

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

The PHS agencies active in refugee health matters in FY 1989 were the Centers for Disease Control; the Health Resources and Services Administration; and the Alcohol, Drug Abuse, and Mental Health Administration. Their activities are discussed below.

Centers for Disease Control

Overseas and Domestic Operations

During FY 1989, the Centers for Disease Control (CDC) continued its legislated responsibility of evaluating and sustaining the quality of medical screening examinations provided to refugees seeking to resettle in the United States. The program included inspection of refugees and their medical records at U.S. ports-of-entry and the continuation of the health data collection and dissemination system.

The CDC continued to station a public health advisor in Bangkok, Thailand, to operate a regional program to monitor and evaluate the medical screening examinations provided to refugees in Southeast Asia. Additionally, a public health advisor based in Frankfurt, Germany continued to perform similar duties related to U.S.-bound refugees from Europe, Africa, the Near East, and South Asia.

During FY 1989, CDC quarantine officers at major U.S. ports-of-entry inspected all arriving refugees (approximately 37,400 from Southeast Asia and 61,700 from other areas of the world). As a part of the stateside follow-up, the CDC collected and disseminated copies of refugee health and immunization documentation to State and local health departments and provided information to instruct refugees to report to the appropriate health department.

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

A computerized disease surveillance database of demographic and medical data on refugees was continued in FY 1989. In addition to documentation of excludable conditions, data collected included the number of Southeast Asian refugees who a) completed tuberculosis chemotherapy before departure for the United States; b) received tuberculin skin tests and were started on preventive therapy; c) were screened for hepatitis B surface antigenicity; d) received hepatitis B vaccine; and e) were placed on prophylaxis for Hansen's disease.

The CDC database on refugee arrivals continued to be used by the Office of Refugee Resettlement (ORR) as the primary source of arrival and destination statistics. This database included the results of medical screening for 861,659 refugees who had entered this country since October, 1979.

In FY 1989, a short-course chemotherapy (SCC) regimen for tuberculosis was continued in Southeast Asia for U.S.-bound refugees. Late in the fiscal year, a SCC regimen was also extended to refugees in Vietnam under the Orderly Departure Program (ODP). During the first eight months of FY 1989, 298 refugees completed SCC before arrival, resulting in less than 0.1 percent of them arriving with active tuberculosis and continuing the large reduction from previous years. In addition to treatment of disease, 275 close family contacts to persons with active disease were started on isoniazid preventive therapy during the first eight months of FY 1989. These measures greatly reduced the workload of local health departments in the United States providing tuberculosis treatment and follow-up services to Southeast Asian refugees.

The CDC continued to review the medical screening examinations provided to refugees in Vietnam who were bound for the United States under the ODP. Refugees arriving in Bangkok under the program were given a new medical examination by the Intergovernmental Committee for Migration (ICM) within 24 hours after arrival. The rescreening program insured that current medical information was available before refugees proceeded to either a refugee processing center or directly to the United States.

The overseas hepatitis B surface antigen screening (HBsAG) program for pregnant females and unaccompanied minors also continued in Southeast Asia. During the first eight months of the fiscal year, 1,521 persons were tested and 14.7 percent were identified as positive. One hundred and sixteen newborns and children were started on the series of three injections of hepatitis B (HB) vaccine. The CDC continued to notify State and local health departments and refugee sponsors of those refugees with positive tests.

Late in FY 1989, the overseas HB vaccination program was expanded to include the immunization of all refugee children under seven years of age. In the United States, HB vaccine continued to be offered by health care providers to foster family members who were to become close household contacts to unaccompanied minors identified as being HBsAG carriers.

Domestic Health Assessments

Health assessment services continued to be provided to newly arrived refugees in FY 1989. The follow-up of Class A and Class B conditions identified through overseas screening is considered a top priority for State and local health departments. Through a renewed interagency agreement with ORR, the CDC again administered the Health Program for Refugees. Addressing unmet public health needs associated with refugees; identifying health problems which might impair effective resettlement, employability, and self-sufficiency; and referring refugees with such problems for appropriate diagnosis and treatment continued to be the goals of the program. During FY 1989, continued emphasis was given to identifying refugees eligible for preventive treatment for tuberculosis infection.

In FY 1989, grants were awarded to 37 States; the District of Columbia; the City of Philadelphia; Maricopa County, Arizona; Missoula County, Montana; the Barren River (Kentucky) district health department; the North Central (Idaho) district health department; and the New York City Department of Health. The 13 States that did not participate in FY 1989 were Alaska, Arizona, Arkansas, Delaware, Idaho, Kentucky, Mississippi, Montana, Nebraska, New Mexico, South Carolina,

West Virginia, and Wyoming. Awards were based on the number of newly arrived refugees; the relative burden created by secondary migration; plans for providing intensified tuberculosis preventive therapy and outreach services; program performance; and the justified need for grant support. The 10 most impacted States, which resettled 75 percent of all arriving refugees in FY 1989, received 70 percent of the $3,978,500 in grant funds awarded. Two CDC public health advisors continued to assist in tuberculosis preventive therapy activities in California and New York City.

In FY 1989, CDC personnel conducted four regional workshops for State refugee health coordinators which were attended by approximately 85 percent of all grantees. The workshops provided the latest refugee technical information and established a data reporting mechanism by ethnic groups.

Approximately 75 percent of grantees voluntarily shared usable data that were helpful in evaluating the status of the domestic health assessment program.

Of the refugees who arrived in specific areas of States in which grant funds permitted the development of a coordinated program, approximately 89 percent of the refugees were contacted, and 84 percent of them received health assessments. Among those refugees who received health assessments, approximately 70 percent had one or more medical or dental health conditions identified that required treatment and/or referral for specialized diagnosis and care. Limited data and site review observations indicated that nearly 100 percent of the screened refugee children received required immunizations against the vaccine-preventable childhood diseases.

The identification of secondary migrants continued to be a major problem. Grantee data indicated approximately 15 percent of all health assessments performed were for secondary migrants.

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

During FY 1989, the HB screening and vaccination program for pregnant refugee women, their newborns, and susceptible household contacts was continued, with $500,000 available for award to State and local health departments. Nationwide, numerous approaches were used to conduct HBV prevention activities among refugees. Various services directed toward mothers and children (such as nutrition,

family planning, and prenatal programs) had been tapped by project areas to help identify, locate, and provide service and follow-up for the target refugee population. Computerized registries of HVB carriers facilitated the process in some States. Project areas reported that 16 percent (8,479 of 52,487) of those refugees screened for HB carrier status were found to be HBsAG positive. Of the total refugees screened, 9,829 were pregnant women. Of the pregnant refugees screened, 1,785 (18 percent) had a positive HBsAG result. A total 1,674 newborns and 5,779 household contacts were vaccinated as a result of HB screening activity.

Health Resources and Services Administration

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

National Hansen's Disease Program

The Hansen's Disease Program assures the availability of high quality medical care, adequate diagnosis, unique drug therapies, and follow-up of patients having or suspected of having Hansen's disease. These services are provided at the 11 Regional Hansen's Disease Centers; complicated cases are treated at the Gillis W. Long Hansen's Disease Center in Carville, Louisiana. The Regional Centers are located in metropolitan areas where there are large numbers of Hansen's disease patients: Honolulu, Seattle, San Francisco, Los Angeles, San Diego, Austin (which covers the entire State of Texas), Miami, Chicago, Boston, New York City, and San Juan (which covers all of Puerto Rico). Refugees diagnosed in Southeast Asia and elsewhere as having Hansen's disease were referred to a Regional Hansen's Disease Center or a private physician in the area of resettlement. During FY 1989, five refugees were newly admitted to the Gillis W. Long Hansen's Disease Center because of complications in their response to treatment. In addition, 11 refugees were readmitted for care. There are currently eight patients carried on the census at the Center. Lepromatous leprosy generally requires life-long medication to ensure that the patient remains non-infectious and does not develop deformities or blindness from complications of the disease.

Community and Migrant Health Centers

The Community Health Center (CHC) and Migrant Health Center Programs in the Bureau of Health Care Delivery and Assistance do not collect or maintain data on health services provided to persons who happen to be refugees. Refugees were provided services at CHCs in all regions consistent with program requirements for any medically under-served person. Those regions serving geographic areas with the highest concentrations of refugees employed translators and used bilingual signs and notices to assist in health care delivery consistent with their charter to be community-based. Regions III, V, IX, and X continued to report significant activity:

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

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

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

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

Bureau of Maternal and Child Health and Resources Development

The Bureau of Maternal and Child Health and Resources Development (BMCHRD) continued its initiative to target, identify, and address health care problems of both Southeast Asian refugees and health care providers in the resettlement areas.

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

Several Special Projects of Regional and National Significance addressed health care needs of Southeast Asian communities that were under-served for prenatal and genetic services. The projects were community-based and provided outreach

and support services with emphasis on culturally sensitive educational materials and aggressive efforts to identify women early during pregnancy. One project would subcontract with an Asian community-based organization to follow 124 Asian Pacific families with developmental disabilities or infants at risk. They would also disseminate information and coordinate referrals to outside agencies and share information with other service providers throughout the U.S. Communities would have input through advisory boards and local outreach workers/community advocates.

Alcohol, Drug Abuse, and Mental Health Administration

National Institute of Mental Health

The National Institute of Mental Health (NIMH) continued to administer the Refugee Assistance Program-Mental Health (RAP-MH), which was funded by ORR. The objectives of the 3-year program initiated in FY 1986 were: 1) to ensure a system of mental health services for refugees; 2) to promote mental health and support linkages with appropriate services; and 3) to incorporate refugee mental health services within the State system of care and promote refugee self-sufficiency.

The RAP-MH was carried out in the States of California, Colorado, Hawaii, Illinois, Massachusetts, Minnesota, New York, Rhode Island, Texas, Virginia, Washington, and Wisconsin. The 12 States were authorized to use prior year unexpended funds to continue training, technical assistance, and program development initiatives in FY 1989. ORR funding for RAP-MH projects ended in August, 1989.

The RAP-MH projects developed expertise in statewide and local planning for refugee mental health care. They promoted national awareness of the mental health needs of refugees and the resources required to meet those needs. Guidelines and models for advocacy and constituency building, winning political support, service delivery, financing, staff development, and in-service training were developed and also made available to other States.

The 12 States effected various organizational and system changes to ensure ongoing planning for refugee mental health needs. At least seven States modified the State comprehensive mental health plan to incorporate specific programs of action to meet refugee needs. As a direct result of the RAP-MH initiative, three States established permanent "Offices of Multicultural Services" within the Department of Mental Health to address the needs of special populations, including refugees. In

the other States, a component of the Department had been delegated responsibility for planning and oversight of refugee mental health needs. Data collection systems were modified and expanded to monitor and evaluate needs and service provisions.

In addition to closing out the state-funded RAP-MH programs, NIMH funded an additional $30,000 to the Technical Assistance Center (TAC) at the University of Minnesota. The TAC was required to continue dissemination of professional papers which had been actively sought on a worldwide distribution basis. The TAC was also required to provide very limited consultation with available funds. Funds were also provided to TAC to publish a compilation of several of the more important papers written on diagnosis and treatment issues, psychopharmacology, prevention, and innovative program models.

Staff from NIMH were involved in the Amerasian Resettlement Program. They served as mental health consultants to Interaction, a consortium of voluntary agencies providing resettlement services to Amerasian youth and their families.

Additional consultation was provided to numerous universities, independent researchers, students, and service providers. NIMH conducted colloquia and presented professional papers on topics ranging from crisis intervention to service system adjustments to accommodate refugees. Staff were also involved in the planning process for an international meeting co-sponsored by the World Federation for Mental Health and the Hogg Foundation.

APPENDIX C

RESETTLEMENT AGENCY REPORTS

(The following reports were prepared by the Voluntary Resettlement Agencies. Each report expresses the judgments or opinions of the individual agency reporting.)

American Council for Nationalities Service

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

ACNS is the national office for a network of 34 member agencies and affiliates across the country. All member agencies of ACNS provide extensive services to refugees in their local communities. Twenty-seven are active in the direct resettlement of refugees from overseas. These agencies provide refugees with reception and placement services and other services including job placement, casework and counseling, assistance with immigration matters, educational services, and a range of community information and cultural activities.

Since 1975, the ACNS network has directly resettled over 93,000 refugees from Southeast Asia, Eastern Europe and theSoviet Union, the Near East, South Asia, Africa, and Latin America, assisting them to become productive members of American society. In addition to serving refugees directly resettled by ACNS, all member agencies provide services to the larger refugee and immigrant communities in their areas.

Resettlement Program

During fiscal year 1989, ACNS and its member agencies resettled the following numbers of refugees:

African	164
European/Soviet	435
Latin American	166
Near Eastern	127
Southeast Asian	5,355
TOTAL	**6,247**

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

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

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

Most ACNS agencies employ staff specifically for job counseling and placement. Job counselors discuss both the prospects for employment and benefits of work over public assistance. Refugees are helped to develop a realistic plan for finding and retaining appropriate employment. The staff plans individually with each new arrival and closely monitors progress toward the achievement of mutually agreed-upon objectives directed toward early and lasting employment

In an attempt to maintain quality resettlement among its affiliates, ACNS carried out on-site monitoring of local agencies which collectively resettled more than 45 percent of the ACNS caseload in FY 1989. These visits helped ACNS to meet its cooperative agreement requirements and also to appreciate the practical, human problems of local resettlement.

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

Also during FY 1989, ACNS developed a match grant program with several of its affiliates which was approved and funded by ORR. Scheduled to begin in October, 1989, the program's goal is early self-sufficiency of refugee cases through employment.

Related Activities

Volunteerism is an important aspect of ACNS programs. Thousands of hours of volunteer service are provided each year to member agencies. Volunteers are active on governing boards, involved in ESL instruction, solicit and collect donated goods for refugee clients, help organize and manage cultural events, participate in community relations programs, and, in a variety of other ways, assist individual refugees in their adjustment to life in the United States.

All ACNS affiliates involved in the refugee program work within local and state refugee networks, often providing the leadership for cooperation and coordination. Some agencies participate in coordinated local projects and coalitions.

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

American Fund for Czechoslovak Refugees, Inc. (AFCR)

The American Fund for Czechoslovak Refugees, Inc. (AFCR) continued resettling refugees in FY 1989 under the cooperative agreement with the Bureau for Refugee Programs, U. S. Department of State. AFCR's national office, located at 1776 Broadway, Suite 2105, New York, NY 10019, directed the resettlement activities of regional offices in

- Brookline, Massachusetts
- Twin Falls, Idaho
- Manchester, New Hampshire
- New York City

and maintained cooperative arrangements with the following affiliates:

- Vermont Refugee Resettlement Program, Waterbury, Vermont
- Refugee Center, Inc., Lincoln, Nebraska
- Khmer Association Resettlement Program, Aurora, Colorado
- YMCA, Downtown Branch, Minneapolis, Minnesota
- Western Kentucky Refugee Mutual Assistance, Inc., Bowling Green, Kentucky

Khmer Association Resettlement Program in Aurora, Colorado, became affiliated with the AFCR in January, 1989. Another development worth mentioning, was the approval of Burlington, Vermont, as the Amerasian cluster site by the Bureau for Refugee Programs. The AFCR's proposal was accepted by the Office of Refugee Resettlement, which also granted the initial cluster site funding. About 125 Amerasians will be resettled in the Burlington area.

The AFCR was founded in 1948 to assist Czechoslovak refugees escaping from their homeland, which had been taken over by a communist coup d'etat organized by Moscow.

Since its founding, the AFCR has been present in Europe, working in the beginning with private funds and later contracting with the U. S. Department of State, processing Czechoslovak refugees and resettling them in the United States, Canada, Australia, New Zealand, England, Norway and, in smaller number, in several other democratic countries.

Gradually, the AFCR widened its scope to assist refugees from other Central and Eastern European countries, also victims of communist oppression. When the U. S. Department of State invited voluntary agencies to help resettle Indochinese refugees, the AFCR joined other U. S. national resettlement voluntary agencies in that effort. Since 1948, the AFCR has resettled approximately 24,800 Czechoslovak and other Central and East European refugees and 20,900 Southeast Asians. Over 95,000 Czechoslovak refugees have been assisted in emigration to other countries of the free world and in local integration in the West European countries of first asylum, mostly in West Germany, Austria, England, Norway, France, and Italy.

The AFCR's European office is located in Munich, West Germany, and its branch offices are in Vienna, Austria; Rome, Italy; and Paris, France. Cooperating groups of volunteers are in Switzerland, England, Norway, Australia, New Zealand, and Canada. The AFCR's operations in Europe have been supported by the U. S. Department of State. They include registering and processing refugees for the United States with the Immigration and Naturalization Service and with the consulates of other countries. The AFCR's national office supplements the Department of State's funding by private funds.

Private funds are also used to assist Czechoslovak refugees, who decide not to emigrate from countries of first asylum in local integration and to help old, sick, and otherwise needy refugees unable to emigrate.

As the enclosed table shows, the AFCR and its regional offices and affiliates resettled the following numbers of refugees in the United States during FY 1989:

Vietnamese	359
Czechoslovaks	312
Romanians	253
Lao	200
Cambodians	42
Soviets	19
Poles	14
Hungarians	9
Albanians	9
Bulgarian	1
TOTAL	**1,218**

The majority of Czechoslovak refugees – 199 out of the total of 312 – were resettled in only two locations: 112 in the Boston area and 87 in Burlington, Vermont. From this, it can be seen that the AFCR intends to develop the two most favorable resettlement sites for Czechoslovak refugees, which would assist in settlement of newly arriving refugees of that ethnic group.

The largest Indochinese group – 145 Lao – was resettled by the YMCA in Minneapolis, Minnesota, followed by 103 Vietnamese resettled in Lincoln, Nebraska, and 94 Vietnamese in New York City. Both the Minneapolis and New York City programs resettled almost exclusively family reunification refugee cases.

It should be noted that the AFCR participated in FY 1989 in resettlement of refugees under the so-called SF-6,000 (semi-funded) program administered by the Bureau for Refugee Programs, U. S. Department of State. Sixty-three Czechoslovak refugees were resettled with fully private funds provided by sponsors and refugees themselves at no cost to the U. S. Government. To our knowledge, no refugee of this group accessed public assistance.

The attached table also shows that, with the exception of Massachusetts and Minnesota, the AFCR resettles its refugees in smaller states with low refugee population, but with good employment opportunities and low rate of welfare dependency. This is in accordance with the AFCR's policy, which emphasizes early employment after arrival of all employable refugees while attending English classes or learning the language on the job. This policy also discourages secondary migration, especially for the purpose of easier access to public assistance.

AMERICAN FUND FOR CZECHOSLOVAK REFUGEES, INC.

RESETTLEMENT STATISTICS - FY 1989

OFFICE/AFFILIATE	CZECHO-SLOVAKIA	RUMANIA	HUNGARY	POLAND	BULGARIA	ALBANIA	SOVIET UNION	VIETNAM	CAMBODIA	LAOS	TOTAL
AFCR, BOSTON	112	0	1	0	0	0	0	0	0	0	113
AFCR, MANCHESTER, NH	39	131	0	0	0	1	6	19	0	0	196
AFCR, TWIN FALLS, ID	5	62	6	12	1	8	3	33	0	2	132
VERMONT REFUGEE RESETTLE. PROG., VT	87	43	2	0	0	0	8	38	0	0	178
REFUGEE CENTER, LINCOLN, NE	1	5	0	2	0	0	2	103	14	46	173
WESTERN KENTUCKY MUTUAL ASSIST, KY	0	0	0	0	0	0	0	35	1	7	43
KHMER ASSOC, AURORA, CO	0	1	0	0	0	0	0	31	11	0	43
NYC LOCAL	14	2	0	0	0	0	0	94	16	0	126
OTHER (USCC, ACNS)	54	9	0	0	0	0	0	0	0	0	63
YMCA, MINNEAPOLIS, MN	0	0	0	0	0	0	0	6	0	145	151
TOTAL	312	253	9	14	1	9	19	359	42	200	1218

Church World Service

Immigration and Refugee Program

Church World Service (CWS) is the relief, development, and refugee service arm of the National Council of the Churches of Christ in the U.S.A., an ecumenical community of 32 Protestant and Orthodox Christian communions. The Immigration and Refugee Program of CWS was established in 1946 to help address the needs of refugees fleeing Europe at the end of World War II. The CWS Immigration and Refugee program philosophy of resettlement is based on the Christian commitment to aid the uprooted, the hungry, and the homeless.

Since its inception, the Immigration and Refugee Program has welcomed over 369,000 refugees to the United States. In the past fiscal year, the following number of refugees (broken down by area of regional origin) were resettled:

Africa	239
Soviet Union & Eastern Europe	3,915
East Asia &ODP	2,292
Latin America	307
Near East	667
TOTAL	**7,420**

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

The New York IRP office's main function is to coordinate the resettlement activities of the participating denominational offices, the local congregations that relate to the denominations, and the IRP network of local affiliate offices. All resettlement activities take place in conjunction with government agencies, other voluntary agencies, MAAs, and resettlement actors on both the local and national level.

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

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

A network of 45 CWS/IRP affiliate offices participate in the resettlement program throughout the United States. Many of our affiliate offices are structurally linked to local ecumenical councils of churches, which make them accountable to the community on a very grass-roots basis. In partnership with denominational offices and local coordinators, CWS affiliates perform many resettlement services. Among these are developing and training church sponsors, providing orientation to newly arrived refugees and the family members they are joining, recruiting local volunteers, case management, coordinating the delivery of services to refugees and community advocacy and outreach. The IRP New York staff monitor the activities of the affiliates through on-site visits in addition to daily contact and regular program and statistical reports.

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

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

All CWS/IRP sponsors commit themselves to providing initial goods and services such as food, housing, and assistance with health exams and school registration for

the children. The additional contributions that the church community makes to resettlement include organizing community resources, job networking, in-kind services, and countless hours of encouragement and emotional support. An added benefit to sponsors with this dedication is that CWS/IRP is often able to assist in the resettlement of medical cases or cases that are difficult to place.

In FY 1989, CWS/IRP participated in the resettlement of Amerasians and their accompanying family members in cluster sites throughout the U.S. The areas where CWS/IRP affiliates participated in this resettlement program were: Atlanta, Georgia; Dallas, Texas; Syracuse, New York; Grand Rapids, Michigan; Portland, Oregon; Chicago, Illinois; Richmond, Virginia; Phoenix, Arizona; and Seattle, Washington. CWS/IRP related congregations enthusiastically responded to the resettlement needs of this caseload.

The largest influx of refugees resettled by CWS/IRP in FY 1989 were Pentecostal and other Evangelical Christians from the Soviet Union. These refugees often arrived in large numbers and wished to be resettled with members of their extended families and churches. CWS/IRP attempted to place them with congregations that could help meet their initial needs. It was not unusual for three or four congregations to cooperatively sponsor a group of Soviet refugees. Many of these refugees found employment soon after arrival.

CWS/IRP continued to utilize the computerized system of collecting travel loans and maintained a success rate of nearly 40 percent in FY 1989.

Episcopal Migration Ministries

Organization and Structure of Episcopal Migration Ministries

Episcopal Migration Ministries (EMM) is completing its second year as a distinct program unit of the Episcopal Church. For the first 50 years, all ministries of refugee resettlement, immigration assistance, and help to displaced persons had been offered through the relief arm of the national church, the Presiding Bishop's Fund for World Relief. In order to stress its importance and to uplift its ministry, the Refugee/Migration section of this Fund became an independent entity: EMM.

As stated, Episcopal Migration Ministries is directed from the Episcopal Church Center in New York City. Its staff includes an executive director, seven executive staff officers, and two field officers located in Seattle and New Hampshire. In addition to oversight provided by the Executive Council of the Episcopal Church which is mandated to manage church policies and programs between General Conventions, an EMM Advisory Council has been appointed by the Presiding Bishop to provide field-based support of issues relating to refugee and migration affairs, giving input from the local and diocesan levels, as well as the wider Anglican and ecumenical perspectives.

EMM's ministry to those in need is global, but the refugee resettlement program is carried out through the 98 domestic dioceses of the Episcopal Church. In FY 1989, 68 diocesan offices incorporating 75 dioceses were approved as affiliates for the reception and placement of refugees. This is accomplished through a network of professional volunteer and paid Diocesan Refugee Coordinators (DRCs) who are the major link to individual sponsoring parishes. This network is strengthened by in-depth training sessions, on-going contact and formal monitoring by phone and in person by EMM field staff, and a monthly information mailing which covers national and international aspects of refugee and immigration issues.

DRCs are appointed by their bishops (who have canonical and legal jurisdiction for the church in their specific regions) to ensure the provision of core services to refugees, working in conjunction with sponsoring parishes and anchor relatives.

As part of their ministry, DRCs develop "parish sponsorships" in which specific congregations agree to sponsor a refugee(s). This commitment includes providing the emotional, material, and spiritual support to help refugees become independent, active, and productive members of their new communities. Central to the

DRCs' role is the monitoring and training of each parish, not only to see that the core services are provided, but also to ensure that the sponsors understand their connection to the vision and goals of Episcopal Migration Ministries.

Typically, parishes sponsor most "free" cases placed through EMM. They also act as co-sponsors with anchor relatives for cases of family reunification. Here again, the work of the DRCs is essential for it assures full sponsorship core services are provided through diocesan programs for free case placement as well as work with stateside anchor relatives who are in a position to sponsor a relative or friend. Finally, DRCs have the responsibility to develop resettlement plans focusing on early employment, cultural orientation, and resources for the education/training/ language needs of each individual refugee, through working with the sponsoring parishes and the refugee him/herself.

Mission and Goals of the EMM Global Response including U.S. Resettlement

The goals of the Episcopal Migration Ministries are to:

A. Encourage the active participation of the Church-at-large in resettlement services to enable refugees to become self-sufficient and contributing members of the American community as soon as possible after arrival.

B. Continue strengthening of existing international and ecumenical response to refugees, especially within the Anglican communion (a worldwide network representing some 75 million people in 29 Anglican Provinces, of which the Episcopal Church in the U.S. is one), including assistance to refugees in areas of first asylum.

C. Continue careful monitoring of the work and responsibilities of assigned staff; make recommendations for the allocations of funds for the refugee ministry which include the expenditure of U.S. government-derived funds and the fulfillment of Cooperative Agreement obligations.

D. Monitor government actions and legislation relating to migration matters and share EMM concerns with the various governmental units and church-related constituencies.

Support of the Program

Episcopal Migration Ministries allocates to each diocese $250 of the per capita Reception and Placement (R & P) grant it receives from the Bureau for Refugee Programs of the Department of State. EMM augments this allocation with $100 per capita of church monies for "impact aid" in designated locations for up to 1,000 refugees as well as with emergency grants upon the diocesan bishop's request. Currently, the Dioceses of Seattle (Olympia) and Los Angeles are receiving impact aid grants.

Grants to support diocesan refugee ministries are approved by the Presiding Bishop's Fund for World Relief Board of Directors in consultation with EMM upon the submission of a project proposal signed by the bishop in whose diocese the program will be carried out. These grants are entirely from church dollars and help to provide sponsorship development, language, and job training, as well as other important requisites for successful resettlement. Church dollar supported grants in the amount of over $80,000 were awarded in FY 1989 for domestic programs. An additional $247,300 was provided to refugees in emergency situations overseas.

EMM provided over $78,000 in Church monies for enabling grants for individuals in need of emergency assistance. Many thousands of dollars of additional monies were awarded by individual dioceses and parishes. Some $55,600 was provided in Church supported "impact aid." Also granted was $18,000 as scholarship assistance for professional recertification and short-term vocational programs which would ensure employment opportunities for individual refugees.

Specific Resettlement Activities During FY 1989

A. Increased Sponsorship Activity

During FY 1989, a total of 2,623 refugees were resettled and 129 immigrants were assisted in family reunification through Episcopal Migration Ministries. This represents a 34 percent increase in sponsorships and reflects the high commitment of an increased number of large and small parishes throughout the country in 98 dioceses to welcome the stranger into their communities.

B. Semi-Private Sponsorship Program

With more slots going to Soviet Evangelical Christians, there were many Eastern Europeans waiting in camps for 18 months or more. EMM worked with the Bureau for Refugee Programs of the Department of State so that visas were made available under the semi-private program. Both parishes and anchor relatives provided funds to pay for their transportation – there were no reception and placement grants for the 55 people who were sponsored in this program. Subsequently, per capita grants were received to provide assistance to this group.

C. Response to Border Situation

EMM's network of DRCs responded to the flood of Central Americans coming across the border in early 1989. Through their efforts, a plan of sponsorship was made available to those Central Americans who had been adjudicated as asylees by the government and who did not have relatives in the Rio Grande Valley. The asylees were welcomed, helped to find jobs, and integrated into various comunities.

D. Immigration Counseling Network

Through the Refugee Reception and Placement and the Legalization Programs, the Episcopal Church has built a tremendous base of diocesan capacity to provide immigration counseling to emigres on the local level: 30,000 were counseled in FY 1989 in addition to those who were legalized under the Amnesty Program.

E. Matching Grants

EMM continues to be an active participant in the highly successful matching grant program, working through the Council of Jewish Federations. Thirty-one dioceses (up ten percent) are now conducting matching grant sponsorships with intensive case management to enable early employment so that enrollment in public assistance is avoided. For a small investment, this program has a large return. It is one of the most effective initiatives ORR has offered.

F. Amerasian Sites

With the emphasis on relocating Amerasians to the U.S., EMM trained DRCs at 22 sites to meet the special needs of this group. These sites extend across the country, from Idaho to Ohio, New Hampshire, Florida and on to Arizona. In FY 1989, 184 Amerasians were welcomed by the EMM network.

G. Annual Network Meeting/Training

DRCs from around the country gathered in May for an intensive training and information-gathering conference. All were retrained in core services. Issues of protection, human rights, and advocacy were emphasized. Volunteerism workshops were very popular and will be repeated in FY 1990. Throughout the year, all new DRCs are brought to New York for intensive training and sponsorship development.

DIOCESES PARTICIPATING IN THE USRP PROGRAM

I.	1988	1989
Connecticut	X	X
Maine	X	X
Mass	X	X
New Hampshire	X	X
Vermont	X	X
W. Mass		X
II.		
C. New York	X	X
Long Island	X	X
New Jersey	X	
New York	X	X
Newark	X	X
Rochester	X	X
Albany		X
W. New York		X
III.		
Bethlehem		X
Delaware		X
C. Pennsylvania		X
Maryland	X	X
N. W. Pennsylvania	X	X
Pennsylvania	X	X
S. Virginia	X	X
Virginia	X	X
Washington	X	X
W. Virginia		
IV.		
Alabama	X	X
Atlanta	X	X
C. Florida	X	X
C. Gulf Coast		X
E. Carolina		
E. Tennessee	X	X
Florida	X	X
Georgia		
Louisiana	X	X
Mississipi		
N. Carolina		
S. Carolina		
S.E. FLorida	X	X

IV. (cont.)	1988	1989
S. W. Florida	X	X
Tennessee		
W. Tennessee	X	X
W. N. Carolina		
V.		
Chicago	X	X
Eau Claire	X	X
Fond du Lac	X	X
Indiana	X	X
Michigan	X	X
Milwaukee	X	X
N. Indiana	X	
Ohio	X	X
S. Ohio	X	X
VI.		
Colorado	X	X
Minnesota	X	X
N Dakota	X	X
Wyoming	X	X
VII.		
Dallas	X	
Fort Worth		X
W. Texas	X	X
Oklahoma	X	
Texas	X	X
VIII.		
Arkansas		X
Arizona	X	X
California	X	
Elcamino Real	X	

VIII. (cont)	1988	1989
Idaho	X	X
Los Angeles	X	X
Olympia	X	X
Oregon	X	
San Diego	X	X
San Joaquin	X	X
Utah	X	X
Alaska		X
Nevada		X
TOTAL:	53	57

HIAS

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

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

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

In resettling both Jewish and non-Jewish clients, HIAS uses the facilities provided by Jewish Federations and their direct-service agencies, such as Jewish Family Services, Jewish Vocational Services, and Jewish Community Centers in almost every city across the country. In New York, we use the services of the New York Association for New Americans, a beneficiary of the United Jewish Appeal. In national resettlement efforts, we work closely with the Council of Jewish Federations, the coordinating and planning body for Jewish Federations in the United States and Canada. In our resettlement programs, the refugee becomes the responsibility of the organized Jewish community and is served by a team of trained professionals who have as their major priority the successful resettlement of refugees.

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

HIAS monitors the progress of resettlement programs in individual communities very carefully and conducts nationwide meetings on resettlement issues. HIAS field

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

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

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

Community-wide coordination is also needed in order to utilize available resettlement funds in the optimal manner. All communities bring substantial outlays of private funds and human resources to their resettlement programs. In addition, many of our affiliates choose to participate in the ORR matching grant program, and reception and placement grants are made available to local agencies through the HIAS national office.

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

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

In the following table, refugees resettled in the U.S. by HIAS during FY 1989 are listed by region of origin:

Africa	5
Near East	1,535
Southeast Asia	333
USSR/EE	28,929
TOTAL	**30,802**

International Rescue Committee, Inc.

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

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

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

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

Goals and Mission

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

of first asylum are critical in determining what the most appropriate response may be.

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

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

IRC Resettlement Activities

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

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

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

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

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

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

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

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

During FY 1989, the International Rescue Committee resettled the following number of refugees:

Vietnamese	3,871
Laotians	1,519
Cambodians	512
Chinese	3
Poles	746
Czechoslovaks	278
Romanians	430
Hungarians	305
Soviets	621
Bulgarians	41
Albanians	6
Iranians	410
Iraqis	8
Afghans	283
Ethiopians	306
Other Africans	50
Cubans	462
Nicaraguans	91
TOTAL	**9,942**

Iowa Department of Human Services

Bureau of Refugee Services

The State of Iowa's longstanding commitment to refugee resettlement continued through FY 1989 with the activities of the Bureau of Refugee Services, formerly known as the Bureau of Refugee Programs. The Bureau, administratively part of the Iowa Department of Human Services since January 1986, serves as both a reception and placement agency and as the state's social service provider.

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

Organization

The Human Services Director, Charles Palmer, serves as Iowa's State Coordinator for Refugee Affairs. Wayne Johnson, Chief of the Bureau of Refugee Services, is Deputy Coordinator and program manager. The Bureau of Refugee Services is also a reception and placement agency for the U.S. Department of State.

Resettlement Activities

The Bureau of Refugee Services has resettled about half of the approximately 9,800 refugees living in Iowa. The remaining refugees have been resettled by other reception and placement agencies represented in the state or have moved here as secondary migrants.

During FY 1989, the Bureau resettled 483 refugees. The Bureau also continued to resettle Eastern European refugees, an initiative which began during FY 1987. For the first time, the Bureau began the resettlement of Amerasians, placing 84 Amerasians and family members in three cities in Iowa during FY 1989. The breakdown by ethnic group and country of origin of the refugees resettled by the Bureau are as follows:

Laotian (Laos)	159
Tai Dam (Laos)	20
Hmong (Laos)	7
Vietnamese (Vietnam)	279
Khmer (Cambodia)	8
Romanian (Romania)	9
Russian (USSR)	1
TOTAL	**483**

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

The refugee sponsor program has always been the cornerstone of Iowa's resettlement program. During FY 1989, the Bureau focused its recruitment efforts in those areas that were identified as having strong employment possibilities and/or sponsor potential. The result of this effort has been the development of a new pool of committed sponsors and a high level of employment for the refugees being resettled in Iowa. FY 1989 has been the most successful year since 1981, both in terms of the quality of sponsorships and in absolute numbers of people resettled. As in FY 1988, approximately half of the sponsors in FY 1989 were church groups.

Goals and Mission – Refugee Self-Sufficiency

The Bureau of Refugee Services operates an employment-oriented refugee program utilizing a sophisticated case management system. Our program emphasizes job counseling, job development, early employment, and self-sufficiency. In FY 1989, Bureau staff made a total of 890 job placements, an average of 74 per month. 28,474 service contacts, averaging 2,373 per month, involved employment-related support services, health services, social adjustment and counseling, and interpretation.

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

The Bureau case managers' other focus is on refugees listed as cash assistance recipients, with the goal of placing all employable refugees in jobs. The Bureau does a monthly analysis of its caseload to determine how many clients have gone off assistance, for what reasons, and at what monthly savings to the program. The

analysis consistently shows that the predominant reason for refugees going off assistance is because the Bureau has placed them in jobs. Time expiration and sanctioning have not been significant factors.

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

The Bureau has also been made a service provider in the state's adaptation of JOBS, the national welfare reform initiative. All mandatory refugee AFDC recipients will be referred to the Bureau for Job Search Assistance classes and job placement.

Policy on Welfare Usage

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

As of September 28, 1989, 609 or 6.2 percent of the 9,800 refugees in Iowa were receiving refugee program cash or medical assistance. Below are the aid types, number of recipients for each, and percentage of the refugee population receiving assistance:

Aid Type	Number	Percent
Refugee cash assistance	139	1.4
Foster Care for Unaccompanied Refugee Minors	109	1.1
Aid to Dependent Children	111	1.1
Medical Assistance	233	2.4
SSI medical	17	0.2
TOTAL	**609**	**6.2%**

Lutheran Immigration and Refugee Service

Fall 1989 marks the 50th anniversary of Lutheran Immigration and Refugee Service (LIRS), the national agency of Lutheran churches in the U.S. for ministry with uprooted people. The church bodies it serves are the 5.3 million-member-Evangelical Lutheran Church in America (ELCA); the 2.6 million-member-Lutheran Church-Missouri Synod (LCMS); and the 13,300-member Latvian Evangelical Lutheran Church in America.

Since 1939, more than 155,000 refugees have been resettled under Lutheran auspices through partnership with Lutheran Social Service (LSS) agencies, congregations, and community people. This number includes more than 3,000 refugee minors placed in foster care since 1978.

In the Lutheran system, LIRS is mandated to take national leadership which enables Lutherans to respond to the needs of refugees. Its work is viewed as an integral part of the church's commitment and service to human need. This accounts for the continuing participation by local parishes and their generous contributions of time, effort, and in-kind support to sponsor refugees. More than 6,000 congregational groups—or over one third of the local churches—have served as sponsors, fostering the well-being and early self-sufficiency of refugees and easing their integration into American life.

The LIRS network functions through a three-tiered structure **of national administration, professional regional support,** and **private sector sponsorships.** This unique agency-and-church partnership provides solid support for newcomers, with access to a wide range of community resources as well as basic material and emotional support.

National administration takes place in New York City. From here, contacts are maintained with government agencies, other voluntary agencies, the Refugee Data Center, and overseas counterparts. Arrangements are made for refugee welcome at ports-of-entry and final destination. Regional office work is monitored through regular on-site visits and quarterly reports. Tracking and monitoring requirements are fulfilled. Travel loans are collected. Careful planning, development, and coordination undergirds the system.

LIRS's tracking and monitoring system is designed to emphasize early employment, meet individual needs, coordinate with community resources, and prevent

duplication of services. LIRS policy is that refugees should only use public cash assistance in emergency or unusual situations or as a temporary means of support until newcomers learn a marketable trade or skill.

LIRS policy also calls for cooperation with church, public, and private organizations that carry related responsibilities. As a member of InterAction, for example, LIRS works with 130 other private agencies in joint strategy and action efforts. The LIRS executive director has just concluded two years as chair of the InterAction Committee on Migration and Refugee Affairs.

LIRS also maintains a Washington, D.C. office, a hub for information and public education on migration-related issues.

Professional regional support is carried out by 26 regional affiliate offices that recruit and train local sponsors, then ensure and document that all core services have been provided. They offer experienced counsel in planning, decision-making, problem solving, intercultural communication, English-as-a-Second-Language, referrals, and employment. They are also active participants with state and local government officials through, for example, community refugee forums.

These offices are usually a part of the Lutheran Social Service agency system which provides a broad array of social service programs to meet community needs. Therefore, the LIRS offices are especially well suited to provide refugee people with access to a wide range of services and to help new arrivals adjust to a different way of life. Professional services are also available to refugees as a part of the ongoing work of such social service agencies even after reception and placement has been completed.

Private sector sponsorships in the LIRS system include thousands of dedicated church and community volunteers who arrange for cultural orientation, housing, food, clothing, transportation, health care, schooling, and jobs for the refugee family immediately after their arrival. Such sponsors are encouraged by the agencies and the local church judicatories.

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

LIRS places refugees where there are existing refugee support groups such as Mutual Assistance Associations. However, free cases with no family or other contacts in the U.S. or those involving distant relatives are not placed in areas like California that are already heavily impacted with refugee populations. LIRS restricts these placements to areas where private sector sponsorships and employment opportunities offer the greatest chance for early self-sufficiency and where the population includes people from their own ethnic background.

The past year has seen both growth and diversification in LIRS's national ministries to immigrants and refugees. In FY 1989:

- **Refugee resettlement,** performed under a cooperative agreement with the Department of State, continued as LIRS's largest program. In FY 1989, LIRS resettled 9,240 refugees. This 33 percent increase over the same period last year is largely attributable to the increasing numbers of **Evangelical Christians** leaving the Soviet Union. LIRS successfully managed the speedy assurances required by this program, which called for almost immediate arrival of large family groups. These newcomers have been placed in Northern California, Colorado, Northeast Florida, Kansas, Western Massachusetts, New Jersey, Upstate New York, North Carolina, North Dakota, Oregon, and Western Pennsylvania.

- **Eastern European and Soviet refugees** accounted, in fact, for more than 40 percent of LIRS's total caseload. Refugees from Southeast Asia made up 50 percent; from the Near East, four percent; from Africa, three percent; and from Latin America, two percent.

- Lutherans continue to play a leadership role in **Amerasian** resettlement. Work is carried out in Arizona, the District of Columbia, Northeast Florida, Minnesota, Upstate New York, North Carolina, North Dakota, Oregon, and Eastern Pennsylvania. Supplementary federal grants through ORR are helping support the work in these sites.

- LIRS helped obtain a grant for a special **Hmong** project in Wisconsin, "Mentors for New Americans," which matches American families with Hmong refugees in a program designed to lessen the isolation of these new arrivals and provide a structured way for Americans to help Hmong families get acquainted with their new communities.

- LIRS also continued to participate in the match grant program. This federal program adds extra federal dollars to "match" the private funds raised by church sponsors. LIRS operates match grant programs in South Dakota, Iowa, North Carolina and Western Pennsylvania.

- The **Children's Services** program continued to place refugee minors into foster homes. This work, carried out under contract with the U.S. Department of State, is done in partnership with 23 LSS agencies. In FY 89, this program served a total of 298 children.

- In June 1989, the LIRS executive director was appointed to the official U.S. delegation to the United Nations international conference in Geneva concerning **Southeast Asian refugees.**

LIRS is an active participant in plans to resettle political prisoners being released from Vietnam.

LIRS ARRIVALS: FY 1989

Refugee	
Regular	8,414
Foster Care	261
Refugee Sub-Total	8,675
Non-Refugee	
Immigrant	380
American Citizen	2
Other	183
TOTAL	**9,240**

By Program (Geographic)

Indochinese	4,982
European	3,461
African	255
Near Eastern	309
Latin American	233
TOTAL	**9,240**

By Case Type:

Vietnamese	(B)	1,128
	(V)	147
	(F)	2,020
Lao	(L)	1,388
Cambodian	(C)	299
European	(EU)	3,461
Ethiopian	(ETH)	219
Other African	(AFR)	36
Afghan		180
Regular Near East		129
Latin American		233
TOTAL		**9,240**

Polish American Immigration and Relief Committee, Inc.

In the forty-two years of its existence, the Polish American Immigration and Relief Committee (PAIRC) has had as its principal objective the integration of Polish refugees into the mainstream of American life. This goal guides the committee from the very first contact with the prospective immigrant through the resettlement process and continues for as long as the newcomers need counseling and advice in order that they may become self sufficient and productive members of their adopted country and not a drain on the economy.

PAIRC does not seek out prospective immigrants still living in their native country, but begins its services after the refugees have registered in one of the local PAIRC European offices. From this contact and throughout the entire procedure, the refugees are counseled by people who speak the Polish language, know the social and religious customs of the country, and are aware of the current political and economic climate in Poland.

The processing of the prospective refugees begins in Europe and is handled by PAIRC's European representatives who aid them in presenting their cases and preparing the necessary applications and documents for the U.S. authorities. As soon as the refugees are processed for the U.S., the New York PAIRC headquarters prepares for their arrival.

Upon arrival in the U.S., the refugees are met at the port of entry, transported to the first lodging facility, provided with initial financial assistance, and helped in applying for a social security card and in finding living quarters and employment. They are then directed to the most convenient English language center and counseled on an ongoing basis on any problems arising during the integration processes that may upgrade their skills, status, and education according to individual needs.

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

After settling the refugees, PAIRC continues to provide information and counseling and to follow up on each case in order to help refugees become independent citizens in the shortest possible time.

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

In accordance with BRP restrictive policy of placement, refugees were resettled within the Polish communities in Connecticut, Downstate New York, New Jersey, Philadelphia, Illinois, and Northern Indiana. But others, those refugees having close relatives and sponsors located in other parts of the U.S., had to be transferred to other agencies.

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

Because of its contacts with local public and private manpower and employment agencies, as well as Polish-American organizations and media such as the Polish American Congress, veterans organizations, Medicus, Polonia Technica, and Polish parishes, PAIRC is able to help the newly arrived Polish refugees even better.

In FY 1989, PAIRC resettled 360 Polish refugees. Thanks to the favorable economic climate, employable people were placed in jobs.

Tolstoy Foundation, Inc.

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

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

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

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

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

To implement its resettlement program, the Tolstoy Foundation has six regional offices in the United States. Each office is staffed according to the needs of the sponsored refugees in the area. Staff of these offices maintain the capacity to provide necessary services in the native language of the non-English speaking refugee cases. Part-time

interpreter-counselors are utilized in offices where the caseload is too small to warrant a full-time employee.

Tolstoy Foundation regional offices are located in:

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

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

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

Through its regional offices, the Tolstoy Foundation maintains direct contact with each refugee and sponsor through each stage of the resettlement process. Often,

this contact is maintained for many months or even years after the refugee has arrived in this country.

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

During FY 1989, the Tolstoy Foundation resettled 2054 refugees from geographic areas as listed below.

EASTERN EUROPE	
Romania	342
Poland	277
Bulgaria	27
Hungary	111
EX-USSR	
Armenia	288
Other	228
NEAR EAST	
Iran	485
Afghanistan	271
AFRICA	
Ethiopia	25
TOTAL	**2,054**

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

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

United States Catholic Conference

Migration and refugee Services of the United States Catholic Conference (MRS/USSC) is the agency of the U.S. Catholic Bishops responsible for providing program support and regional coordination to 145 diocesan resettlement offices involved in the humanitarian work of helping refugees and immigrants in each of the 50 states.

REGION	REFUGEES RESETTLED
East Asia	22,232
Soviet Union and Eastern Europe	3,162
Near East and South Asia	2,475
Latin America and Caribbean	1,039
Africa	609
TOTAL	**29,517**

Since this nation's birth more than 200 years ago, the Catholic Church has offered both spiritual and temporal sustenance to newcomers and later expanding to serve large numbers of non-Catholic refugees as well, the Church network has evolved to meet the needs of the various groups of people migrating to this country. Because of the Church's commitment to protecting the sanctity of every human life, immigrants, migrants, and refugees all can, and do, find assistance through the Catholic service network.

Over the years, the developing Church structure has grown and strengthened in response to each wave of immigrants. In the 1940s, the Church assisted displaced refugees from World War II, including many European Jews from Germany. In 1956, refugees from the Hungarian revolution were resettled. In 1960, a major effort was begun to resettle Cubans fleeing the Castro regime. Eight years later, the MRS network assisted Czechoslovakian refugees. Since 1975, MRS resettlement efforts have focused on refugees from Vietnam, Cambodia, and Laos, while, in 1980, the Cuban "freedom flotilla" brought 118,000 new refugees, the majority of whom MRS resettled. In 1987, the Church played an integral part in assisting eligible undocumented aliens apply for legal status under the Immigration Reform and Control Act of 1986.

The role the Church must play in the 1990s to aid newcomers is very different from that of even just a few years ago. Today, Migration and Refugee Services takes an active role in resettling refugees, counseling immigrants and migrants, and assisting in the legalization process of aliens already in the United States. To respond effectively to these groups, the Church must coordinate its services. That is exactly what we are doing with our "Pastoral Plan for Newcomers," an effort at integrating the various services that dioceses and parishes have available for newcomers.

MRS/USCC carries out its domestic resettlement activities from offices in Washington, D.C., New York City, and Miami. MRS/Washington is responsible for overall policy formulation and for maintaining regular contact with the Congress, the Department of State, the Department of Labor, the Departments of Health and Human Services, and the Immigration and Naturalization Service. MRS/New York is the agency's refugee operations center, serving as the liaison between overseas processing and the domestic resettlement system. In addition, MRS/New York is the office responsible for coordinating services to refugee children. During FY 1989, MRS/USCC placed 260 unaccompanied refugee minors in foster care settings and coordinated the services of Amerasian cluster sites in 20 cities, where the special needs of Amerasian children and their accompanying family members are being met.

Both the New York and Washington offices provide support to diocesan offices and oversee the work of two regional offices, one in New York and one in San Francisco. To ensure effective diocesan implementation of MRS/USSC resettlement policies, the regional offices engage in monitoring and evaluation of the services provided to refugees, as well as assisting in the preparation of diocesan budgets and reports. The regional offices also present MRS/USCC policies to HHS/ORR regional offices and state refugee coordinators.

The principal actors in the MRS/USCC resettlement program have always been the staff and volunteers of the local diocesan programs. Basic services provided to refugees through MRS/USCC affiliates include: securing sponsors for the refugees before their arrival; arranging for living quarters and providing for at least one month's food and rent; and welcoming refugees at the airport. After the refugees' arrival, diocesan offices provide services which include orientation to the community, employment counseling, health screening, registration for social security, and school registration. Diocesan staff also encourage these newcomers to become productive permanent residents and citizens of the united States.

Since 1988, MRS/USCC has been working to increase volunteer involvement in the refugee resettlement process. Through a series of "Volunteer Demonstration Projects," we have been trying to supplement available resources for resettlement and to promote community receptivity to refugees. Because these efforts have been so well received by our affiliates, we have offered this enhancement to more of our diocesan programs for 1990.

In 1983 and 1984, we implemented the principles of our "Back to Basics" model for refugee resettlement in a demonstration project in Chicago. The goals of this program were to decrease refugees' dependence on public assistance, to employ refugees within six months of their arrival, and to develop a more efficient resettlement program. Based on the success of the Chicago Project, MRS/USCC hopes to further test the assumptions of the Back-to-Basics model using the authority established through the Fish-Wilson Amendment to the 1985 Continuing Appropriations Resolution. After extensive preparation, the San Diego diocese has received initial approval from ORR for a Wilson-Fish demonstration project.

Throughout FY 1989, the MRS/USCC national office offered a myriad of immigration services to immigrants, it maintained a special unit to coordinate diocesan efforts to assist undocumented aliens seeking legalization through the 1986 Immigration Reform and Control Act. As part of the legalization program, over 160,000 undocumented aliens were assisted under MRS/USCC auspices. In 1989, MRS/USCC expanded the Catholic Legal Immigration Network, Inc. (CLINIC) to facilitate delivery, at the local level, of legal immigration assistance under Church auspices. Run as a partnership among dioceses, this program offers immigration legal assistance to indigent, low and middle income clients, as well as providing a national resource center/library and immigration software and computer training.

MRS/USCC's experience with our local affiliates and volunteers indicates that the American public remains extremely supportive of a generous refugee resettlement program, one that permits thousands of persecuted peoples an opportunity to begin new lives each year in the United States.

World Relief of the National Association of Evangelicals

During FY 1989, World Relief, the international assistance arm of the National Association of Evangelicals, resettled 5,568 refugees and immigrants through its network of affiliate offices and sponsoring churches. Participation in the resettlement of refugees is seen as an extension of World Relief's mandate to enable the local evangelical church to minister to those in need.

Founded in 1944 to aid post-World War II victims, World Relief is now assisting self-help projects around the world. The commitment of World Relief to refugees world-wide is evidenced by both its U.S. resettlement activities and its overseas involvement. In cooperation with the State Department and UNHCR, World Relief currently administers the PREP program at the Refugee Processing Center in the Philippines. It also has a large staff committed to spiritual ministries. World Relief continues to work with refugees and displaced persons in Asia, Africa, and Central America.

In the U.S., World Relief participates with the Bureau for Refugee Programs in the resettlement of refugees from all processing posts around the world. The Chicago Resettlement Office provides ESL programs to refugees arriving through all voluntary agencies. World Relief is also active in the second phase of legalization holding SLIAG contracts in California and Illinois. In addition to processing clients, both offices also offer civics and ESL instruction.

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

Organization

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

The U.S. Resettlement Program of World Relief is administered through its national office near New York City in Congers, New York. Under the supervision of a

senior management structure, resettlement activities are carried out through a nationwide network of 19 professional offices divided into six areas. Areas and affiliate offices are monitored through on-site visits and through monthly reports. This office also provides liaison with InterAction, the Refugee Data Center, and the Intergovernmental Committee for Migration. In addition, it is responsible for all pre-arrival processing, post-arrival tracking, travel coordination, and travel loan collection.

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

From the inception of its refugee resettlement program in 1979, World Relief local offices have generated a large network of churches, colleges, seminaries, home mission groups, and para-church organizations which together provide a broad range of support and services for refugees. In FY 1989, this included sponsorships, cash contributions, gifts-in-kind, technical assistance, public relations assistance, and a variety of volunteer services.

Sponsorship Models

World Relief employs several kinds of sponsorships depending on the needs of the individuals being placed. In the **Congregational Model** a local church plays the major role in delivery of services with World Relief local staff providing systematic professional guidance to the congregation. A WR caseworker initiates a resettlement employment plan and monitors progress to lead to early refugee self-sufficiency. Other staff provides assistance to the congregation including orientation, counseling, monitoring, and referrals.

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

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

Church assistance and involvement is sought in all cases regardless of the model employed.

Special Caseloads in FY 89

The World Relief resettlement program assists in the resettlement of approximately five percent of the total refugees arriving to the United States. During FY 1989, much of World Relief's total caseload was made up of Amerasians and Soviet Evangelical Christians. These two groups both require specialized casework and long term commitment.

World Relief's Amerasian caseload, those arriving without family ties, was clustered in six locations in the United States: Atlanta, Seattle, Chicago, Fort Worth, Washington, D.C., and Greensboro, North Carolina.

In Atlanta, World Relief was the lead and fiduciary agent for additional funding provided by the Office of Refugee Resettlement. The modest grant, used to benefit Amerasians arriving in Atlanta through all participating resettlement agencies, provided for additional, specialized, long term case management. World Relief participated in similarly funded projects in Chicago and in Washington, D.C.

The Soviet Evangelical Christian caseload exceeded early projections. By the end of the fiscal year, nearly 2,000 Soviet Evangelicals per month were arriving in Vienna. World Relief, one of the four Protestant church agencies involved in their resettlement, opened two new affiliate offices, one in Missoula, Montana, and one in Binghamton, New York, to help accommodate the higher numbers.

World Relief also took leadership in promoting the specialized concerns of this group of refugees to the State Department and the Justice Department. The four Protestant agencies, working together, funded additional processing help in Rome, provided for a legal team to help overturn early denials of refugee status, produced a Soviet Evangelical ethnic profile for use in local resettlement, and provided educational briefings for INS officers in Rome. Working in partnership with Pentecostal denominations in the United States, World Relief assisted in the provision of a two person team in Rome to minister to the social and spiritual needs of Soviets in transit. This denominational task force also provided funding for a coor-

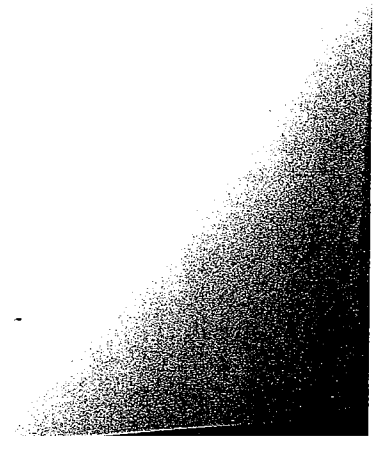
dinator at the national level to provide advocacy and public information to both government and constituency.

Refugee Arrivals for Fiscal Year 1989

Vietnamese	
First Asylum	707
ODP	172
Amerasian	748
Cambodian	289
Laotian	852
African	180
Near East	128
Eastern Europeans	185
Soviets	
Armenians	235
Evangelicals Christians	1,510
Latin Americans	300
REFUGEES	**5,306**
IMMIGRANTS	**262**
TOTAL	**5,568**

APPENDIX D

REFUGEE HEALTH PROJECT GRANTS



CDC Health Program for Refugees

Project Grant Awards and Project Directors

FY 1989*

Region I

Connecticut ($40,380)	Frederick G. Adams, D.D.S., M.P.H. Connecticut Department of Health Services Prevention Diseases Division 150 Washington Street Hartford, Connecticut 06106
Maine ($7,648)	Erwin Greenberg, M.D. Maine Department of Human Services Bureau of Health State House, Station 11 Augusta, Maine 04333
Massachusetts ($166,330)	Deborah Prothrow-Smith, M.D. Massachusetts Department of Public Health Division of Tuberculosis Control 150 Tremont Street Boston, Massachusetts 02111
New Hampshire ($5,370)	Ms. Joyce Heck New Hampshire Division of Public Health Service Bureau of Disease Control 6 Hazen Drive Concord, New Hampshire 03301

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

Rhode Island ($28,570)	H. Denman Scott, M.D. Rhode Island Department of Health 75 Davis Street Providence, Rhode Island 02908
Vermont ($3,603)	Roberta R. Coffin, M.D. Vermont Department of Health 60 Main Street Burlington, Vermont 05401

Region II

New Jersey ($106,386)	Kenneth C. Spitalny, M.D. New Jersey State Department of Health C N 369 University Office Plaza Trenton, New Jersey 08625-0369
New York ($130,170)	George T. DiFerdinando, Jr., M.D., M.P.H. New York State Department of Health Room 641, Tower Building Empire State Plaza Albany, New York 12237
New York City ($117,500)	Stephen Friedman, M.D. New York City Department of Health Health Program for Refugees 125 Worth Street, Room 630 New York City, New York 10013

Region III*

District of of Columbia ($43,451)	Mr. Lankford Hicks District of Columbia Department of Health 801 Capitol Street, N.E. Washington, D.C. 20002
Maryland ($45,403)	Ms. Elizabeth Ramsey, R.N., M.S. Department of Health and Mental Hygiene, Preventive Medicine 201 W. Preston Street, Room 307-A Baltimore, Maryland 21201
Pennsylvania ($39,809)	Ms. Patricia A. Tyson Pennsylvania Department of Health Division of Rehabilitation P.O. Box 90 Harrisburg, Pennsylvania 7120
Philadelphia ($47,682)	Mr. Barry C. Savitz City of Philadelphia Department of Health Community Health Services 500 South Broad Street Philadelphia, Pennsylvania 19146
Virginia ($45,682)	Thomas T. Williams Office of Management for Community Health Services 109 Governor Street, Room 511 Richmond, Virginia 23219

* Delaware and West Virginia did not apply for FY 89 funds.

Region IV*

Alabama ($10,624)	Claude E. Fox, M.D. Alabama Department of Public Health Capital Expansion 424 Monroe Street, Room 315 Montgomery, Alabama 36130-1701
Florida ($121,950)	Mr. Charles S. Mahan Department of Health and ~~Rehabilitative Services~~ 1323 Winewood Boulevard Tallahassee, Florida 2301
Georgia ($61,939)	Keith Sikes, D.V.M. Georgia Department of Human Resources 47 Trinity Avenue, S.W. Atlanta, Georgia 30334
Kentucky ($14,855)	Mr. Charles D. Bunch Barren River District Health Center P.O. Box 1157 Bowling Green, Kentucky 42102
North Carolina ($60,893)	Mr. Ronald H. Levine Department of Human Resources North Carolina Department of Human Resources P.O. Box 2091 Raleigh, North Carolina 27602
Tennessee ($45,628)	Mr. Robert H. Hutcheson Tennessee Department of Public Health/Environment Cordell Hull Building 100 9th Avenue, N. Nashville, Tennessee 37219

* Mississippi and South Carolina did not apply for FY 89 funds.

Region V

Illinois ($119,003)	Mr. George Rudis Division of Local Health Administration Illinois Department of Public Health 535 West Jefferson Street Springfield, Illinois 62761
Indiana ($26,142)	Gordon R. Reeve, Ph.D., M.P.H. Director, Communicable Disease Intervention Illinois Department of Public Health Indiana State Board of Health 1330 West Michigan Indianapolis, Indiana 46206
Michigan ($130,124)	Mr. Douglas M. Peterson Bureau of Disease Control and Laboratory Services Michigan Department of Public Health 3500 North Logan Street Lansing, Michigan 48909
Minnesota ($118,638)	Mr. Michael Moen, Chief Communicable Disease Section Minnesota Department of Health 717 Delaware Street, S.E. Minneapolis, Minnesota 55440
Ohio ($39,407)	Thomas J. Halpin, M.D. Chief, Bureau of Preventive Medicine Ohio Department of Health 246 North High Street Columbus, Ohio 43216
Wisconsin ($48,660)	Mr. Ivan E. Imm Director, Bureau of Prevention Wisconsin Department of Health and Social Services Division of Health One West Wilson Street Madison, Wisconsin 53702

Region VI*

Louisiana ($36,114)	Mr. Sam Householder Louisiana Department of Health and Human Services, Office of Health Services and Environmental Quality P.O. Box 60630 New Orleans,Louisiana 70160
Oklahoma ($11,715)	Mr. Joe Mallonee Tuberculosis Division Oklahoma State Department of Health P.O. Box 53551 Oklahoma City, Oklahoma 73152
Texas ($190,977)	Ms. Eleanor R. Eisenberg Texas Department of Health 1100 West 49th Street Austin, Texas 78756

Region VII**

Iowa ($43,121)	Mr. Mike Guely, Assistant Director Disease Prevention Division Iowa State Department of Health Lucas State Office Building Des Moines, Iowa 50319

* Arkansas and New Mexico did not apply for FY 89 funds.

** Nebraska did not apply for FY 89 funds.

Kansas ($30,037)	Dr. James Mankin Director, Bureau of Family Health Kansas Department of Health and Environment Landon State Office Building 900 S. W. Jackson Topeka, Kansas 66612
Missouri ($55,100)	H. Denny Donnell, Jr., M.D. Director, Section of Epidemiology Missouri Department of Health P.O. Box 370 Jefferson City, Missouri 65102

Region VIII*

Colorado ($48,483)	Richard E. Hoffman, M.D., M.P.H. Chief, Communicable Disease Control Section Colorado Department of Health 4120 East 11th Avenue Denver, Colorado 80220
Montana ($2,975)	Ms. Yvonne Bradford Missoula City-County Health Department 301 West Alder Missoula, Montana 59802
North Dakota ($2,836)	Mr. Fred F. Heer North Dakota State Department of Health State Capitol Bismarck, North Dakota 58505
South Dakota ($4,486)	Mr. Kenneth A. Senger South Dakota State Department of Health 523 East Capitol Pierre, South Dakota 7501

* Wyoming did not apply for FY 89 funds.

Utah ($37,584)	Ms. Susan Breckenridge-Potterf Director, Pulmonary/Refugee Health Program Utah State Department of Health 288 North 1460 West Salt Lake City, Utah 84116

Region IX

Arizona ($67,958)	Mr. Randy Baca Maricopa County Division of Public Health Bureau of Disease Control P.O. Box 2111 Phoenix, Arizona 85001
California ($1,557,035)	Barry S. Dorfman, M.D. California Department of Health 714 P Street Sacramento, California 95814
Hawaii ($42,431)	John C. Lewin, M.D. State of Hawaii Department of Health Director's Office P.O. Box 3378 Honolulu, Hawaii 96801
Nevada ($24,975)	Ms. Myla C. Florences Administrator Nevada State Department of Human Resources Division of Health 505 East King Street, Room 200 Carson City, Nevada 89710

Region X*

Idaho ($7,634)	Ms. Susan Church North Central District Health Department Physical Health Department 1221 F Street Lewiston, Idaho 83501
Oregon ($33,350)	Ms. Donna Clark Office of Community Health Services Oregon State Health Division P.O. Box 231 Portland, Oregon 97207
Washington ($155,759)	Mr. Max McMullen Washington Department of Social and Health Services Division of Health, LP 21 Olympia, Washington 98504

* Alaska did not apply for FY 89 funds.

APPENDIX E

STATE REFUGEE COORDINATORS

State Refugee Coordinators

Region I

Connecticut

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

Maine

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

Massachusetts

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

New Hampshire

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

Rhode Island

Ms. Lynn August
State Refugee Coordinator
Department of Human Services
275 Westminster Mall, 5th Floor
Providence, Rhode Island 02881

Tel. (401) 277-2551

Vermont

Ms. Judith May
State Refugee Coordinator
Charlestown Road
Springfield, Vermont 05156

Tel. (802) 885-9602

Region II

New Jersey

Ms. Audrea Dunham
State Refugee Coordinator
Department of Human Services
1 South Montgomery St., #701
Trenton, New Jersey 08625
Tel. (609) 984-3154

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

New York

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

Tel. (518) 432-2514

Region III

Delaware

Mr. Thomas P. Eichler
Refugee Coordinator
Department of Health & Social Services
P.O. Box 906, Administration Building
New Castle, Delaware 19720

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

District Of Columbia

Mr. Walter J. Thomas
Acting Coordinator
Office of Refugee Resettlement
Department of Human Services
1660 L Street, N.W., Room 506
Washington, D.C. 20036
Tel. (202) 673-3420

Ms. Javetta R. Piper
801 N. Capitol St. N.E.
Washington, DC 20002
Tel. (202) 727-5588

Maryland

Mr. Frank J. Bien
State Refugee Coordinator
Department of Human Resources
Saratoga State Center
311 West Saratoga Street
Baltimore, Maryland 21201

Tel. (301) 333-1863

Pennsylvania

Mr. John F. White Jr.
Secretary
Department of Public Welfare
P.O. Box 2675
Harrisburg, Pennsylvania 17120
Tel. (717) 783-7535

Mr. Ronald Kirby
Department of Public Welfare
Office of Social Programs
Bureau of Social Programs
Room 529 - Health Welfare
Tel. (717) 783-7535

Virginia

Ms. Anne H. Hankins
State Refugee Coordinator
Virginia Department of Social Services
Blair Building, 8007 Discovery Drive
Richmond, Virginia 23229-8699 Tel. (804) 662-9029

West Virginia

Mrs. Cheryl Posey
Refugee Coordinator
West Virginia Dept. of Human Services
1900 Washington Street, East
Charleston, West Virginia 25305 Tel. (304) 348-8290

Region IV

Alabama

Mr. Joel Sanders
State Refugee Coordinator
Dept. of Human Resources
S. Gordon Persons Building
50 Ripley Street
Montgomery, Alabama 36130 Tel. (205) 242-1160

Georgia

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

Kentucky

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

Mississippi

Ms. Phoebe Clark
State Refugee Coordinator
Department of Public Welfare
P.O. Box 352
Jackson, Mississippi 39205 Tel. (601) 354-0341, Ext. 205

North Carolina

Ms. Alice Coleman
State Refugee Coordinator
Department of Human Resources
325 North Salisbury Street
Raleigh, North Carolina 27611 Tel. (919) 733-3055

South Carolina

Ms. Bernice Scott
State Refugee Coordinator for
Refugee and Legalized Alien
P.O. Box 1520
Columbia, S.C. 29202-1520 Tel. (803) 253-6338

Tennessee

Ms. Martha Roupas
State Refugee Coordinator
Department of Human Services
400 Deaderick Street
Nashville, Tennessee 37219 Tel. (615) 741-2587

ORR Forida Office

Florida

Ms. Nancy K. Wittenberg
Refugee Programs Administrator
Department of Health and
Rehabilitative Services
Building 1, Room 400
1317 Winewood Blvd.
Tallahassee, Florida 32301 Tel. (904) 488-3791

Region V

Illinois

Ms. G. Marie Learner, Chief
Bureau of Program Services
Division of Employment and
Social Services
Illinois Dept. of Public Aid
624 South Michigan Avenue
Chicago, Illinois 60605-1906 Tel. (312) 793-7120

Indiana

Mr. Robert Igney
Refugee Coordinator
Department of Human Services
238 South Meridian Street
Indianapolis, Indiana 46225 Tel. (317) 232-2002

Michigan

Mr. Robert Cecil, Director
Buareua of Employment Services
Department of Social Services
300 S. Capitol Avenue, Suite 711
Lansing, Michigan 48906
Tel. (517) 373-7382

Mr. Phil Scott
462 Michigan Plaza
1200 Sixth Street
Detroit, Michigan 48226
Tel. (313) 256-1740

Minnesota

Ms. Ann Damon
Coordinator of Refugee Programs
Refugee & Immigration Assistance Division
Human Services Building, 2nd Floor
444 Lafayette Road
St. Paul, Minnesota 55155-3837
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- In FY 1989, 107,000 refugees entered the U.S.: the largest number since 1981.
- Since 1975, 1,314,788 refugees have resettled in America, including more than 918,000 from Southeast Asia.
- The median income of Southeast Asian refugees who arrived in the 1970's is now almost equal to the U.S. average.
- In 1989, 64,000 refugees were enrolled in employment services programs and 38,000 were enrolled in English language training classes.
- The overall rate of welfare dependence among recent arrivals declined for the fourth consecutive year.

Vietnamese refugees learn a trade prior to resettlement.

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(Photo courtesy United Nations High Commissioner for Refugees)

DEPARTMENT OF
HEALTH & HUMAN SERVICES
Family Support Administration
Office of Refugee Resettlement
Washington, D.C. 20447

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