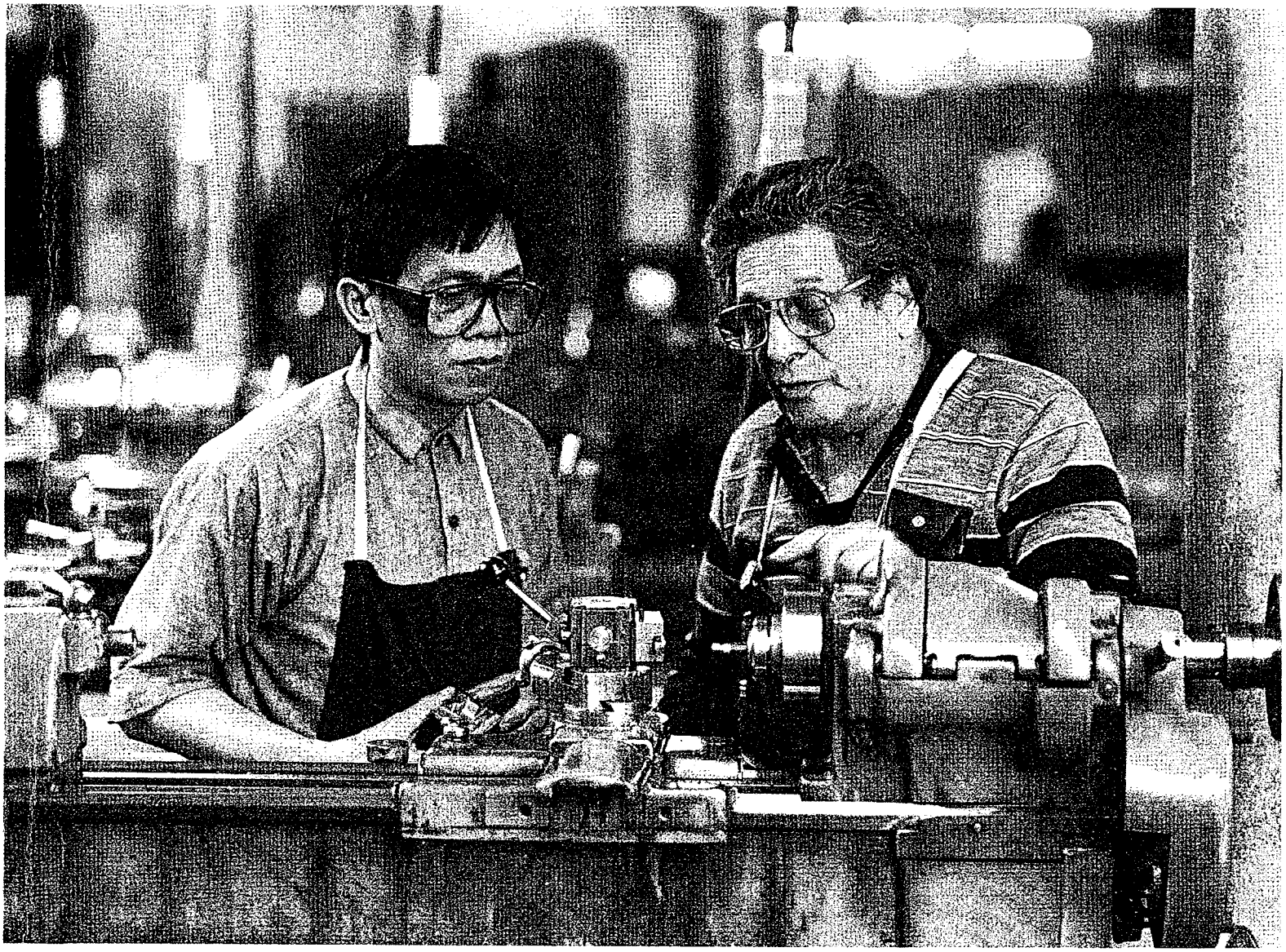
Report to the Congress

January 31, 1991

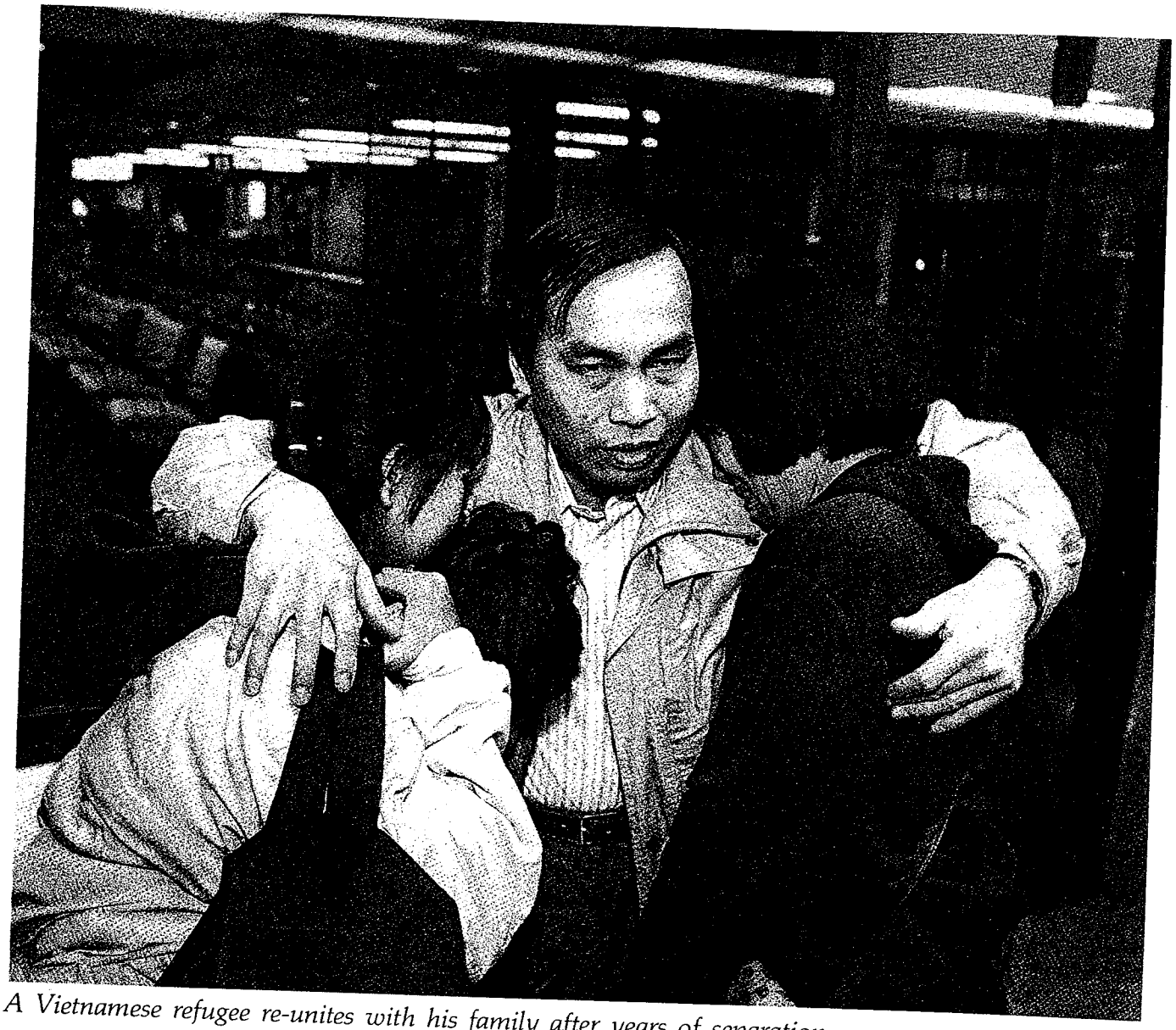


Refugee Resettlement Program

Office of Refugee Resettlement

U.S. DEPARTMENT OF
HEALTH AND HUMAN SERVICES

Administration for Children and Families
Office of Refugee Resettlement



A Vietnamese refugee re-unites with his family after years of separation. (Photo by Mark Halevi)

Cover:
In a vocational training class, a refugee acquires skills necessary to find employment.
(Photo by Mark Halevi)

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U.S. DEPARTMENT OF
HEALTH AND HUMAN SERVICES

Administration for Children and Families
Office of Refugee Resettlement

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

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 1990 – from October 1, 1989, through September 30, 1990. It is the twenty-fourth in a series of reports to Congress on refugee resettlement in the U.S. since 1975 – and the tenth to cover an entire year of activities carried out under the comprehensive authority of the Refugee Act of 1980.

Admissions

- Approximately 122,000 refugees were admitted to the United States in FY 1990, including more than 10,800 under private sector funding.

- About 47 percent came from Eastern Europe and the Soviet Union, 42 percent from Vietnam, Cambodia, and Laos, four percent from the Near East and South Asia, four percent from Latin America and the Caribbean, and three percent from Africa.

Initial Reception and Placement Activities

- In FY 1990, twelve non-profit organizations were responsible for the reception and initial placement of refugees through cooperative agreements with the Department of State.

Domestic Resettlement Program

- **Refugee Appropriations:** The Office of Refugee Resettlement (ORR) obligated approximately $390 million in FY 1990 for the costs of assisting refugees and Cuban and Haitian entrants. Of this, States received about $270 million for the costs of providing cash and medical assistance to eligible refugees, aid to refugee children, social services, and State and local administrative costs.

- **Social Services:** In FY 1990, ORR provided States with $60 million in formula grants for a broad range of services for refugees, such as English language and employment-related training.

- **Targeted Assistance:** In FY 1990, ORR directed $43.9 million in targeted assistance funds to supplement available services in areas with large concentrations of refugees and entrants.

- **Unaccompanied Minors:** Since 1979, a total of 10,155 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, 1990, was 2,861 – a decrease of 128 from a year earlier.

- **Voluntary Agency Matching Grant Program:** Grants totaling over $54.9 million were awarded in FY 1990. Under this program, Federal funds are awarded on a matching basis to national voluntary resettlement agencies to provide assistance and services to refugees.

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

- **Wilson/Fish Demonstration Projects:** ORR continued to fund a demonstration project in Oregon to help refugees find employment and reduce assistance costs. ORR approved an application submitted by the United States Catholic Conference for a project in San Diego, with services beginning in September 1990.

- **National Discretionary Projects**: ORR approved projects totaling approximately $12 million to improve refugee resettlement operations at the national, regional, State, and community levels. About $9.8 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 19 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 254 grant terminations and 249 grant reductions during FY 1990. In Minnesota, 71 welfare recipients found jobs after receiving pre-employment training. In Washington, a program to reimburse job-related expenses led to 792 job placements for grant savings after expenses of $1,057,311.

- **Planned Secondary Resettlement (PSR):** As of September 30, 1990, 312 families (1,500 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 nine months.

- **Program Evaluation:** Evaluation studies of the Key States Initiative continued throughout the year, while a handbook for model practices in promoting refugee health services was completed.

- **Data and Data System Development:** By the end of FY 1990, ORR's computerized data system on refugees contained records on 1.2 million out of the 1.4 million refugees who have entered the U.S. since 1975.

Key Federal Activities

- **Congressional Consultations for FY 1990 Admissions:** Following consultations with Congress, 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.

- **Congressional Consultations for FY 1991 Admissions:** Following consultations with Congress, President Bush set a world-wide refugee admissions ceiling at 131,000 for FY 1991, including 10,000 refugee admission numbers contingent on private sector funding.

Refugee Population Profile

- Southeast Asians remain the largest category among recent refugee arrivals in the United States. About 957,316 refugees and 22,392 Amerasian immigrants arrived between 1975 and 1990. Vietnamese are still the majority group among the Southeast Asian refugees.

- Nearly 220,000 Soviet refugees arrived in the U.S. between 1975 and 1990. Other refugees who have arrived since 1980 include 37,000 Poles, 35,000 Romanians, 27,000 Afghans, 24,000 Ethiopians, 32,000 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. The States of California, Texas, and Washington continue to hold the top three positions.

Economic Adjustment

- The Fall 1990 annual survey of Southeast Asian refugees who had been in the U.S. less than five years indicated that 36 percent of those aged 16 and over were in the labor force, as compared with 66 percent for the U.S. population as a whole. Of those in the labor force, about 92 percent were actually able to find jobs, as compared with 94.5 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 16.4 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 five percent and an unemployment rate of 13.3 percent; for refugees who claimed to speak English fluently, the labor force participation rate was 44.7 percent and the unemployment rate was zero.

- 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 2.2 wage earners — illustrating the importance of multiple wage earners within a household to generate sufficient income to be economically self-supporting.

- In 1988, 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 five fiscal years immediately preceding the fiscal year within which the report is to be made and for refugees who entered earlier and who have shown themselves to be significantly and disproportionately dependent on welfare (Part III, pages 87 - 102 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 15 - 69);

- A description of the geographic location of refugees (Part II, pages 5 - 14 and Part III, pages 81 - 86);

- 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 58 - 74) 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 15 - 16);

- 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 17 - 75 and Appendices C and D);

- The plans of the Director of ORR for improvement of refugee resettlement (Part IV, pages 105 - 112);

- 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 22 - 35 and Part III, pages 87 - 91);

- Any fraud, abuse, or mismanagement which has been reported in the provision of services or assistance (Part II, pages 60 - 69);

- A description of any assistance provided by the Director of ORR pursuant to section 412(e)(5) (Part II, page 24);*

- A summary of the location and status of unaccompanied refugee children admitted to the U.S. (Part II, pages 35 - 36); 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 103 - 104).

In response to the reporting requirements listed above, refugee program developments from October 1, 1989, until September 30, 1990, are described in Parts II and III. Part IV looks beyond FY 1990 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 tenth prepared in accordance with the Refugee Act of 1980 – and the twenty-fourth in a series of reports to Congress on refugee resettlement in the United States since 1975.

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

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

(B) the refugee meets such alternative financial 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 1990, President Bush established a ceiling of 111,000, plus an additional 14,000 numbers to be set aside for private sector admissions initiatives. (Presidential Determination No. 90-2, October 6, 1989.) The admission of the 14,000 private sector admissions was contingent upon the availability of private sector funding sufficient to cover the reasonable costs of such admissions.

Of the total ceiling of 125,000, approximately 122,000 refugees actually entered the United States during FY 1990, including about 10,800 entries under the 14,000 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 1990.* 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 1990, approximately 122,000** refugees and Amerasian immigrants entered the United States, as compared with about 107,000 in FY 1989. This represents an increase of 14 percent. Of the total arrivals in FY 1990, 42 percent were from East Asia, 47 percent were from Eastern Europe and the Soviet Union, four percent were from the Near East/South Asia, three percent were from Africa, and four 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 1990. Compared to FY 1989, this represents a slight increase in the proportion for Eastern Europe and the Soviet Union and Africa, a stable proportion for 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 1990 than in 1989, with the only decline being among refugees from the Near East. A decline of nearly one-third in arrivals from Eastern Europe was more than offset by an increase of 28 percent in Soviet arrivals.

During FY 1990, 5,672 persons (in 4,173 cases) were granted political asylum after arrival in the United States. This represents a drop of 39 percent as compared with 9,229 successful asylum applicants in FY 1989, the first decline after three consecutive years of increase. From 1980 through 1990, an average of 4,592 cases annually have been granted asylum by the Immigration and Naturalization Service (INS).

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

** This figure includes approximately 3,000 Cuban and 7,800 Soviet refugees who entered under the Private Sector Initiative.

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 1990 are shown in Figure 2, and the arrival figures for all States and territories appear in Table 2. California continued to dominate the resettlement picture with more than 31,000 arrivals, but its share was reduced from FY 1989. New York was a strong second with 23,000. Florida received nearly 7,000 refugees, while Texas placed fourth with 5,700. Massachusetts and Illinois each received 4,500 to 4,700 new arrivals, while Pennsylvania got 4,300 and Washington nearly 4,100. New Jersey and Maryland rounded out the top ten with 2,900 and 2,500 refugee arrivals respectively.

- **Southeast Asian Refugees and Amerasian Immigrants**

In FY 1990, 38,758 Southeast Asian refugees and 13,307 Amerasian immigrants arrived in the United States. The admissions ceiling for the two categories combined was set at 51,500 initially and raised during the year. This represents a 13.7 percent increase from the 37,066 refugees and 8,721 Amerasians admitted from Southeast Asia during FY 1989, and the largest total since FY 1985. Since the spring of 1975, the United States has admitted 957,316 refugees and 22,392 Amerasian immigrants from Southeast Asia as of September 30, 1990 (Appendix A, Table 8). Monthly arrivals of refugees during FY 1990 averaged approximately 3,200, increasing toward the end of the year (Table 1). Amerasian arrivals also increased during the year, with 70 percent arriving in the last half of the year.

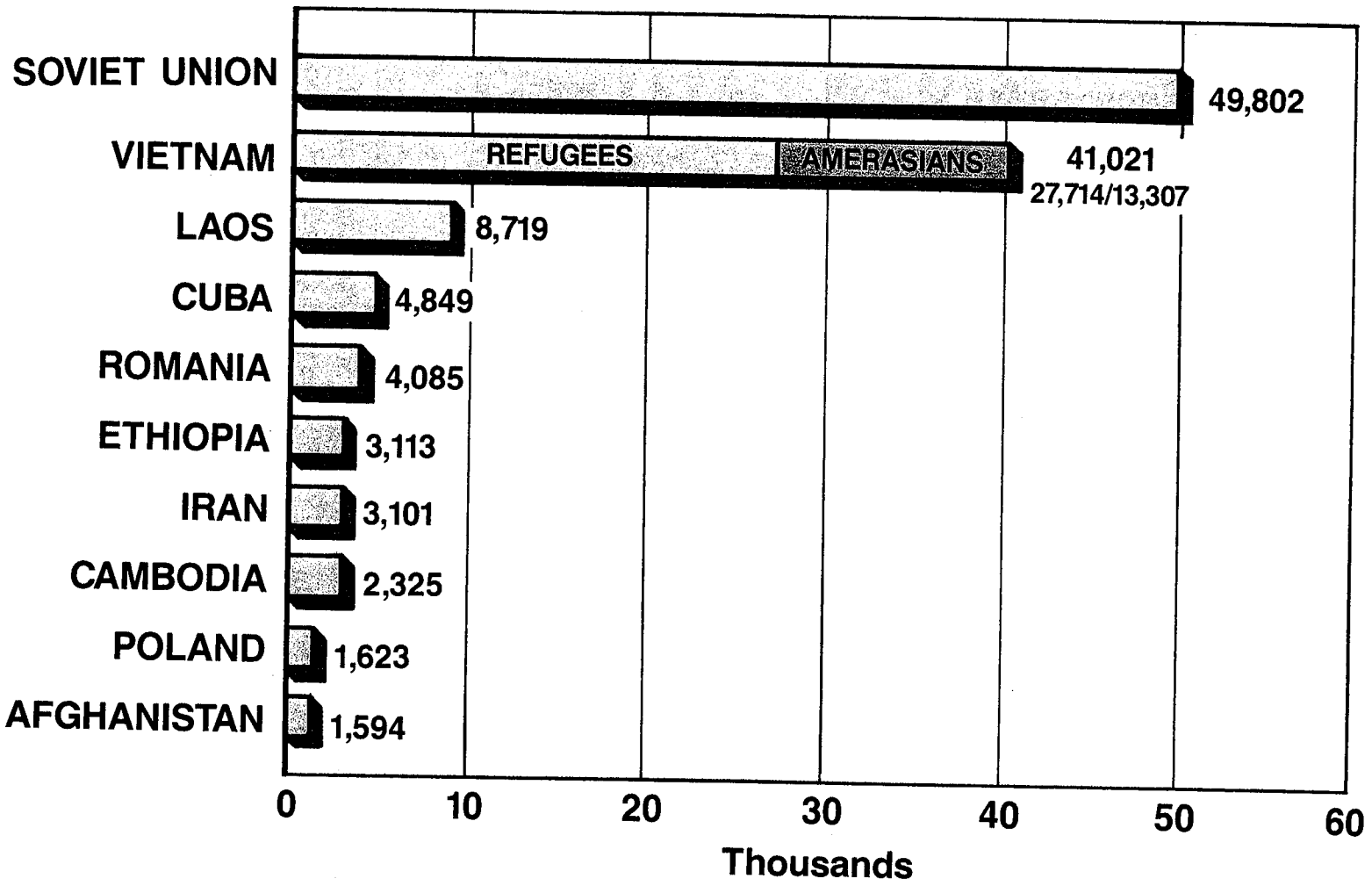
Compared with FY 1989, 39 States and territories received a larger number of Southeast Asian refugees and Amerasians in FY 1990, while ten received less and three did not change. The geographic distribution of the newly resettled refugees follows the residential pattern of refugees already established, since most new arrivals are joining relatives. California continued to lead the list of States receiving the most refugees, with nearly 19,000 arrivals, 36.0 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 1990 are as follows:

TEN LARGEST REFUGEE SOURCE COUNTRIES

FY 1990



State	Number of New Southeast Asian Refugees and Amerasians	Percent *
California	18,719	36.0%
Texas	4,085	7.8
Washington	2,254	4.3
New York	2,212	4.2
Massachusetts	1,943	3.7
Minnesota	1,538	3.0
Pennsylvania	1,500	2.9
Virginia	1,437	2.8
Florida	1,235	2.4
Georgia	1,174	2.3
Subtotal	**36,097**	**69.3%**
Other States	15,968	30.7%
Total	**52,065**	**100.0%**

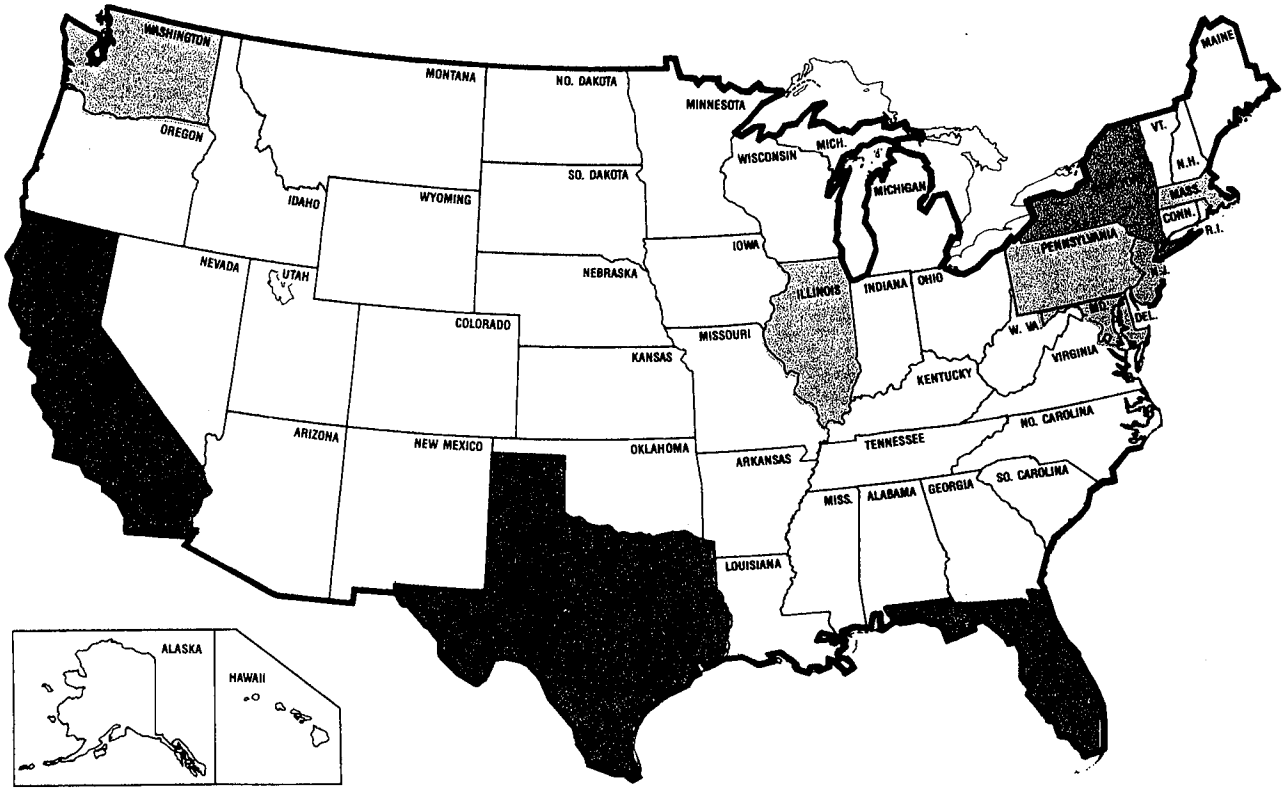
Texas received the second highest number of new refugee and Amerasian arrivals from Southeast Asia, with more than 4,000, approaching eight percent of the total. The States of Washington and New York moved up in rank to third and fourth, respectively, with more than 2,200 arrivals each. Massachusetts remained in fifth place. Minnesota dropped from third to sixth place and Wisconsin from seventh to twelfth place, in both cases reflecting the decline in arrivals from Laos. Pennsylvania and Virginia each moved up one notch, occupying seventh and eighth place, respectively. Florida and Georgia replaced Wisconsin and Illinois on the list of the top ten states for Southeast Asian arrivals.

In FY 1990 the proportion of refugee and Amerasian arrivals from Vietnam was more than three-fourths of the arriving Southeast Asians, at 78.8 percent, compared with 67.3 percent in FY 1989. The proportion from Cambodia was less than five percent in FY 1990 as in FY 1989, while the share of refugees from Laos dropped to 17 percent from 28 percent in FY 1989. Vietnamese refugees were the majority group among the new Southeast Asian arrivals in most States during FY 1990 as in earlier years. However, five States had a majority from Laos. Arrivals from Laos predominated in Minnesota, Ohio, 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

* Percentages do not add due to rounding.

REFUGEE AND AMERASIAN ARRIVALS

TEN LARGEST STATES — FY 1990



U.S. FY 1990 = 122,461

Ten Top States = 89,823 (73.3%)

most common State for Cambodian resettlement, with the States of Washington and Colorado ranking third and fourth. Texas was second in rank for Vietnamese, with the States of Washington and Massachusetts in third and fourth place. Minnesota ranked second and Wisconsin third for refugees from Laos. Table 3 shows the numbers of Southeast Asians placed in each State by country of origin.

The arriving Southeast Asian refugee population continues to be very young demographically. In FY 1990 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 17.6 and 16.5 years of age, respectively. One-fourth of the Cambodians and Vietnamese and 29 percent of the Lao were children of school age. Additionally, one-fourth of the Cambodians and the Lao were preschool-age children, while eight percent of the Vietnamese were in this age group. Less than two percent of the Southeast Asians were age 65 or older. Numbers of males and females were almost equal in the Cambodian and Lao populations, but among the Vietnamese, 53 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 approximated 50,000 in 1990, an increase of 28 percent over the 1989 number and another new yearly record. Since 1975, nearly 220,000 Soviet refugees have been resettled in the United States. The ceiling of 50,000 refugees set for the Soviet Union at the beginning of FY 1989 was increased by 2,000 during the year to accommodate the continued outflow of Soviet refugees in higher numbers than expected. The ceiling of 6,500 set for Eastern Europe was not fully used due to favorable political developments in several countries, and it was reduced to 6,200, the approximate number of actual arrivals.

In a return to the pattern of the years before 1987, New York was the most common destination for Soviet refugees with 38 percent of the total placements. The Soviet refugee population in 1990 contained a majority of Jews, the group that also predominated in the late 1970s. California received most of the Soviet Armenians and 15 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 about 1,300 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 30.6 among the FY 1990 arrivals. Women slightly outnumbered men with 51 percent of the total, and their median age was higher, at 31.4 compared with 29.7 for the men. About 20 percent of the Soviets were children of school age, and preschool children made up 11 percent, while another 8.5 percent were age 65 or older. This age profile is older than that of other arriving refugee populations, and it is almost identical to that of the Soviets who arrived in FY 1989.

During FY 1990, the number of refugees from Eastern Europe exceeded 6,000, a decline of more than one-fourth from the number resettled in the previous four years. The majority arrived from Romania, with about 4,000. Arrivals from Poland (1,600), Czechoslovakia (300), and Hungary (300) were greatly reduced from recent years. Conversely, arrivals from Bulgaria (300) and Albania (100) were higher than in any year since 1980, although comparatively low. The number of refugees from Eastern Europe resettled since 1975 now totals more than 105,000.

As in past years, California received the most Eastern European refugees in FY 1990, about 1,150. Illinois and New York placed second and third, with about 950 each. Together, these States resettled about 46 percent of the refugees from Bulgaria, Czechoslovakia, Hungary, Poland, and Romania who arrived in FY 1990. Other States that received significant numbers in FY 1990 were Arizona (Bulgarians and Romanians), Michigan (Poles and Romanians), Massachusetts (refugees from Czechoslovakia), Oregon (Romanians), Pennsylvania (Poles and Romanians), New Jersey (Poles and Romanians), and Washington (Romanians). Table 4 contains a complete listing by State of the numbers resettled of these five nationality groups.

In age structure, the refugee populations arriving in FY 1990 from Czechoslovakia, Hungary, and Poland are rather similar to each other. The median age of all three groups is about 25. Between 13 and 27 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 28 to 33 percent of the arrivals from each country. The Romanian's median age was 23, much younger than the Romanian refugees of earlier years. Among Romanians arriving in FY 1990, 26 percent were children of school age, while 22 percent were in the 25 to 34 age range. Almost no Eastern European refugees are over age 65, except among Romanians, with nearly ten percent of the 1990 arrivals

over age 65. Males are 63 percent of the arriving Hungarians and 55 percent of the refugees from Czechoslovakia, but only 51 percent of the Poles and Romanians.

- **Latin American Refugees**

About 4,800 Cuban refugees arrived in the United States in FY 1990, an increase of 26 percent over the number arriving in FY 1989 and the largest single-year total since 1981. This figure includes nearly 3,000 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 (84 percent) of the Cuban refugees arriving in FY 1990 settled in Florida. New Jersey, California, and Nevada absorbed most of the rest. Table 5 shows a complete tabulation of their States of resettlement.

Most of the arriving Cubans had been long-term political prisoners or their family members, and their age composition reflects this background. The Cubans' median age was 35.3 at arrival, and seven percent of them were at least 65 years old. Just over half were males. 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 several years.

In FY 1990, the United States resettled more than 600 Nicaraguans in refugee status, continuing a Western Hemisphere program that began in FY 1987. More than 57 percent went to Florida and California. The Nicaraguans had a median age of only 22, and 62 percent of them were males. About two 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 1990 from a number of other African countries, mainly Zaire and Angola. In FY 1990, more than 3,100 Ethiopians arrived with refugee status, which represents an increase of 80 percent over FY 1989. More than 24,000 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 23 percent of the FY 1990 arrivals. Significant numbers also settled in Texas (14 percent), the District of Columbia area (13 percent), and Washington State (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 1990 was 24.0 years; men averaged 25.7 years while the average age of the women was 21.9 years. Sixty-two percent of the arriving Ethiopians were men. Ethiopians are heavily concentrated in the young adult ages; 35 percent of the FY 1990 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 1990 as in the six prior years with about 3,100 arrivals. This represents a drop of nearly 36 percent from the FY 1989 level. Approximately 1,600 refugees arrived from Afghanistan and fewer than 100 from Iraq. The total number of refugees arriving from the Near East was about 28 percent lower in FY 1990 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: 45 percent of the Afghans and 64 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 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 1990 were as young as the Southeast Asians while the Iranian refugee population resembled that of the Soviets in its composition. The median age of the Afghans was 19.8, with the women one year older than the men on average. The Iranian refugees were older, with a median age of 29.9, and the men averaged one year older than the women. Thirty-one percent of the Afghans were children of school age, while the comparable figure was 20 percent for the Iranians. About four percent of the Afghans and seven percent of the Iranians were over age 65. Men outnumbered women slightly among the Iranians.

- **Other Refugees and Asylees**

During FY 1990, the number of applications for refugee status granted world-wide by the Immigration and Naturalization Service (INS) rose to 99,697 from the FY 1989 total of 95,505. The numbers approved by country were closely related to the numbers actually arriving, allowing for an average time lag of several months be-

tween approval of the application and arrival in the United States. Table 6 contains a tabulation of applications for refugee status granted by INS, by country of chargeability, under the Refugee Act from 1980 through 1990.

INS approved claims for political asylum status from 4,173 cases, covering 5,672 persons, in FY 1990. This represents an increase of 25.5 percent from the number of cases approved in FY 1989. A complete listing of the countries from which persons came who were granted asylum from FY 1980 through FY 1990 is shown in Table 7. Overall, during this eleven year period, 38 percent of all favorable asylum rulings went to Iranians and 26 percent to Nicaraguans. In FY 1990, as in the three previous years, the largest number of favorable rulings were granted to Nicaraguans, who received 35 percent of the total. More than 500 Chinese and nearly 350 Ethiopians were also given political asylum in FY 1990. Other countries from which at least 100 asylees came, in order, were the Soviet Union, El Salvador, Iran, Somalia, Romania, Cuba, and Panama.

Reception and Placement Activities

In FY 1990, the initial reception and placement of refugees in the United States was carried out by 12 non-profit organizations through cooperative agreements with the Bureau for Refugee Programs of the Department of State. For each refugee resettled, voluntary agencies received $560 which was to be used, along with other cash and in-kind contributions from private sources, to provide services during the refugee's first 90 days in the United States. Program participation was based on the submission of an acceptable proposal.

The Cooperative Agreements

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

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

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

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

Monitoring of Reception and Placement Activities

In FY 1990, the Bureau's monitoring program included seven in-depth reviews of refugee resettlement in Mississippi (Jackson and Biloxi), Ohio (Cleveland), New York (New York City), Florida (Tampa and St. Petersburg), California (San Jose), Pennsylvania (Philadelphia), and Massachusetts (Boston). Follow-up visits to Florida 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 1990, the refugee domestic assistance program was funded under the Departments of Labor, Health and Human Services, Education, and Related Agencies Appropriations Act (Pub. L. 101-166). The Dire Emergency Supplemental Act (Pub. L. 101-302) further added $6 million to the targeted assistance program, and the Foreign Operations Appropriation Act of 1990 (Pub. L. 101-167) subsequently added $14.9 million for the voluntary agency matching grant program. The total funding which the Department of Health and Human Services (HHS) obligated to States and other grantees under the program in FY 1990 was approximately $390 million.

Approximately $210 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 $32 million was used to reimburse States for the administration of the program by States and local welfare agencies.

Sixty million dollars were 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 $3 million to fund refugee mutual assistance associations (MAAs) as qualified providers of refugee social services.

In FY 1990, about $12 million was obligated for the national discretionary funds program. Among the projects approved by ORR were the Key States Initiative ($2.2 million), the Planned Secondary Resettlement program ($1.3 million), the Amerasian Initiative ($2.2 million), Job Links ($3.3 million), and special programs for former Vietnamese re-education camp detainees ($1 million). These and other discretionary grant programs are discussed in greater detail, beginning on page 43.

ORR funded a targeted assistance program totaling $43.9 million in FY 1990. 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 almost $55 million in FY 1990 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 1990. 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 1990

(Amounts in $000)

A.	**Refugee Resettlement Program**	
	1. State-administered program:	
	a. Cash assistance, medical assistance, unaccompanied minors, SSI, and State administration	$210,000
	b. Social services (States' formula allocation)	60,000
	Subtotal, State-administered program	**270,000**
	2. MAA incentive grant program	2,985
	3. Targeted Assistance	43,898
	4. Discretionary projects	12,012
B.	**Voluntary Agency Matching Grant Program**	54,936
C.	**Preventive Health: Screening and Health Services**	5,770
	Total, Refugee Program Obligations	**$389,601**

CMA,* Social Services, MAA Incentive Obligations, and Targeted Assistance: FY 1990 Funds

State	Cash/Medical Assistance	Social Services	MAA Allocation	Targeted Assistance	Total
Alabama	$221,013	$107,026	$5,330	$73,688	$407,057
Arizona	2,567,929	633,546	31,549	0	3,233,024
Arkansas	0	89,111	5,000	0	94,111
California	77,247,302	21,423,767	1,066,864	11,841,257	111,579,190
Colorado	1,244,273	565,841	28,178	347,664	2,185,956
Connecticut	1,567,620	596,552	29,707	0	2,193,879
Delaware	64,651	75,000	0	0	139,651
Dist. of Columbia	770,214	222,427	11,076	0	1,003,717
Florida	6,627,792	3,362,238	167,433	21,957,632	32,115,095
Georgia	1,219,991	713,815	35,547	0	1,969,353
Hawaii	475,661	197,067	9,814	165,523	848,065
Idaho	295,192	99,581	5,000	0	399,773
Illinois	8,013,627	2,316,410	115,353	624,541	11,069,931
Indiana	30,298	96,556	5,000	0	131,854
Iowa	1,606,463	363,888	18,121	0	1,988,472
Kansas	242,546	392,040	19,523	133,363	787,472
Kentucky	157,135	150,069	7,473	0	314,677
Louisiana	164,257	382,035	19,025	80,398	645,715
Maine	263,494	108,654	5,411	0	377,559
Maryland	1,871,357	940,198	46,820	209,450	3,067,825
Massachusetts	10,884,037	2,206,592	109,884	1,548,987	14,749,500
Michigan	3,721,215	954,623	47,538	0	4,723,376
Minnesota	7,114,570	1,802,919	89,782	1,496,322	10,503,593
Mississippi	461,206	75,000	5,000	0	541,206
Missouri	984,715	507,442	25,270	51,830	1,569,257
Montana	82,548	75,000	5,000	0	162,548
Nebraska	292,448	152,395	7,589	0	452,432
Nevada	360,078	184,270	9,176	0	553,524
New Hampshire	517,155	105,397	5,249	112,248	740,049

State	Cash/Medical Assistance	Social Services	MAA Allocation	Targeted Assistance	Total
New Jersey	2,351,918	1,255,691	62,531	263,703	3,933,843
New Mexico	0	97,719	5,000	0	102,719
New York	42,558,195	7,848,479	390,839	1,162,259	51,959,772
North Carolina	1,031,736	362,724	18,063	0	1,412,523
North Dakota	470,325	75,000	5,000	0	550,325
Ohio	1,881,620	654,253	32,581	0	2,568,454
Oklahoma	84,969	231,269	11,517	0	327,755
Oregon	7,878,082	776,170	38,652	906,819	9,599,723
Pennsylvania	5,424,416	1,474,164	73,411	505,516	7,477,507
Rhode Island	771,715	317,820	15,827	188,009	1,293,371
South Carolina	0	75,000	5,000	0	80,000
South Dakota	37,271	75,000	5,000	0	117,271
Tennessee	68,810	453,929	22,605	0	545,344
Texas	2,419,641	2,351,077	117,079	297,040	5,184,837
Utah	1,181,202	345,042	17,182	111,082	1,654,508
Vermont	345,449	79,106	5,000	0	429,555
Virginia	3,821,316	1,207,297	60,121	288,825	5,377,559
Washington	7,834,194	1,990,447	99,121	734,165	10,657,927
West Virginia	0	75,000	0	0	75,000
Wisconsin	2,770,354	1,280,354	63,759	797,365	4,911,832
Wyoming	0	75,000	0	0	75,000
TOTAL	**$210,000,000**	**$60,000,000**	**$2,985,000**	**$43,897,686**	**$316,882,686**

* Funds for cash assistance, medical assistance, aid to unaccompanied minors, SSI State supplemental payments, and related State administrative expenses.

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.

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. In order to provide for basic human needs, the Federal government provides funds for the following assistance programs:

- Needy refugees are eligible to receive food stamps on the same basis as non-refugees. The entire cost of food stamps is provided out of Federal funds.

- Refugees who are members of families with children may qualify for and receive benefits under the program of Aid to Families with Dependent Children (AFDC) on the same basis as citizens. Costs for AFDC are shared by the State and by the Federal government. In addition, Federal refugee (ORR) funds have covered the normal State share of AFDC costs during a refugee's initial months in the U.S., subject to the availability of funds, as explained in the next section.

- Aged, blind, and disabled refugees may be eligible for the Federal Supplemental Security Income (SSI) program on the same basis as needy non-refugees. The full cost of this program is provided from Federal funds. Certain States provide a State-funded supplement to the basic Federal benefit with refugees eligible for the State supplement to the same extent as non-refugees. Federal refugee funds have reimbursed States for these refugee costs for a period of months after entry into the U.S., subject to the availability of funds.

- Refugees may qualify for and receive medical services under the Medicaid program to the same extent as non-refugees. Medicaid costs are shared by the Federal and State governments. As with the AFDC program and the SSI State supplement, the period of ORR reimbursement for State refugee Medicaid costs is subject to the availability of funds.

- Needy refugees who do not qualify for cash assistance under the AFDC or SSI programs may receive special cash assistance for refugees – termed "refugee cash assistance" (RCA) – according to their need. Pursuant to regulation, in order to receive such cash assistance, refugee individuals or families must meet the income and resource eligibility standards applied in the AFDC program in the State. Eligibility for RCA is restricted by time limitations set forth by ORR, as explained below. The full cost of the RCA program is paid from Federal (ORR) funds.

- Refugees who are eligible for RCA are also eligible for refugee medical assistance (RMA). This assistance is provided in the same manner as Medicaid, but all funds are provided by the Federal government. As with RCA, program eligibility is restricted by a time limitation which depends on the availability of appropriated funds. Refugees not receiving RCA may be eligible for RMA if

their income is slightly above that required for cash assistance eligibility and if they incur medical expenses which bring their net income down to the Medicaid eligibility level.*

- Needy refugees who are not eligible for AFDC or SSI or no longer eligible for RCA may receive cash assistance under a State- or locally-funded general assistance (GA) program. In States with such programs, refugees are eligible to the same extent as non-refugee residents of the State.

- Needy refugees who are not eligible for Medicaid or no longer eligible for RMA may be eligible for a State- or locally-funded general medical assistance (GMA) program. In States with such programs, refugees are eligible to the same extent as non-refugee residents of the State.

Funding for the aforementioned refugee programs is subject to the availability of funds appropriated. In recent years, ORR has found it necessary to impose the following limitations on the period of eligibility for RCA and RMA and the period of reimbursement for State costs of the AFDC, Medicaid, GA, and GMA programs, and the SSI State supplement.

- Prior to March 31, 1981, the Federal government reimbursed States for their full costs for the AFDC and Medicaid programs and the SSI State supplement and funded the RCA and RMA programs with no time limitation.

- Beginning April 1, 1981, Federal reimbursement of State costs for refugees receiving AFDC, Medicaid, or the SSI State supplement was limited to the first 36 months after entry into the U.S. Similarly, eligibility for RCA and RMA was limited to the first 36 months.

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* 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 1990, 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.

- Effective April 1, 1982, the period of eligibility for RCA and RMA was further reduced by regulation to 18 months. In recognition that some States would bear the cost of providing assistance to refugees after this period through their State assistance programs, ORR began to reimburse States for the costs of GA and GMA provided to refugees from the 19th through the 36th month after entry into the U.S. Reimbursement for AFDC, Medicaid, and the SSI State supplement was retained at 36 months.

- In order to meet the FY 1986 Gramm-Rudman-Hollings legislative requirements which reduced available funds by 4.3 percent, ORR further limited reimbursement to States for their refugee costs for the AFDC and Medicaid programs and the SSI State supplement to the first 31 months after entry into the U.S., effective March 1, 1986. The duration of eligibility for RCA and RMA was retained at 18 months, but the period of Federal reimbursement of refugee GA and GMA costs was limited to the 19th through the 31st month in the U.S.

- Beginning February 1, 1988, the period of reimbursement for AFDC, Medicaid, and the SSI State supplement was further limited to 24 months as a result of the amount of funds appropriated under the FY 1988 Continuing Resolution (P.L. 100-202). The duration of eligibility for RCA and RMA was retained at 18 months, but Federal reimbursement of refugee GA and GMA costs was limited to the 19th month through the 24th month.

- On August 24, 1988, ORR published a regulation which further reduced the eligibility period for RCA and RMA from the existing 18 months to 12 months, effective October 1, 1988. ORR continued to reimburse States for the cost of providing refugees with AFDC, Medicaid, and the SSI State supplement during the first 24 months after entry, but changed the period of reimbursement for the cost of providing refugees with GA and GMA to the 13th through the 24th month in the U.S.

- On November 22, 1989, the Department informed States that the FY 1990 appropriation of $210 million for cash and medical assistance and related State administrative costs (CMA) was not sufficient to continue funding at the FY 1989 level, and, therefore, effective January 1, 1990, States must claim CMA costs against a sequence of priorities. States were notified to claim reimbursement for RCA, RMA, and related administrative costs for 12 months, but reimbursements for AFDC, SSI, and Medicaid would be limited to a refugee's first four months after entry. GA and GMA costs would no longer be reimbursed.

- By the end of the fiscal year, however, it became clear that the appropriated funds of $210 million were an estimated $48.5 million less than the amount necessary to fund the programs as anticipated.

- On September 24, 1990, States were notified that available funds were estimated to provide all States with at least 94.76 percent of the funds needed to cover the costs of the three highest priorities: Unaccompanied minors; RCA, RMA, and the administrative costs of providing RCA and RMA; and State administrative costs for the overall management of the refugee program.

For States receiving less than 100 percent of estimated needs for these three highest priorities, no funds were provided to cover the lower priorities of AFDC, Medicaid, SSI State supplement, Federal foster care maintenance payments, and case management. States whose previous CMA awards exceeded 100 percent of estimated expenditures for the higher-priority activities—and thereby provided partial coverage of the lower-priority activities—did not receive any additional reimbursement.

The CMA appropriation for FY 1991 is $234.2 million, an increase of 11.5 percent. ORR anticipates that under this funding level, it will be able to fund the RCA and RMA programs for the full twelve months.

Cash Assistance Utilization

Based on information provided by States in their Quarterly Performance Reports to ORR, the number of refugees reported as receiving public assistance on September 30, 1990, was 49,578. This compares with 91,166 on cash assistance reported as of September 30, 1989, one year earlier.

Much of this reduction is due to a decrease in the period of Federal reimbursement from 24 months to four months for AFDC, AFDC-UP, and SSI. Nevertheless, during this time period, there was an 86 percent drop in AFDC, which is proportionately much larger than can be explained by the reduction in reimbursement, particularly when the increase in the number of arrivals (14.6 percent) is taken into account. It should also be noted that many of the States reporting large reductions in AFDC are States that have historically reported higher than average levels of welfare dependency.

During the same time period, there was an increase in the number of RCA recipients from 23,618 recipients to 38,407 as of September 30, 1990. This increase of RCA recipients does not necessarily indicate increased dependency for refugees

who are not categorically eligible for AFDC. An increase could have occurred given the increased arrivals and changes in the characteristics of arrivals.

The following table shows refugee cash assistance utilization reported by States as of September 30, 1990, and one year earlier, at the close of FY 1989. The decline in the number of refugees reported as receiving AFDC, AFDC-UP, and SSI reflects the limitation on reimbursement to States for these programs, as detailed in the previous section, since ORR collects data on only those recipients for whom Federal refugee program funding is provided.

In previous years, ORR calculated a cash assistance dependency rate based on State reports. As of September 30, 1989, the dependency rate among refugees who had arrived in the U.S. during the preceding 24 months was 48.5 percent. Since the funding period for AFDC, Medicaid, and SSI was reduced from 24 months to four months during FY 1990—together with a similar reduction in data collected on refugees receiving assistance under these programs—it is not possible to calculate a September 30, 1990, dependency rate comparable to the rate a year earlier.

Refugees Receiving Cash Assistance FY 1989–90 a/

State	9/30/90 AFDC	AFDC –UP	RCA	Other b/	Total	9/30/89 AFDC	AFDC –UP	RCA	Other b/	Total
Alabama	0	0	50	0	50	43	0	46	0	89
Arizona	8	0	155	0	163	36	0	45	0	81
Arkansas	48	0	25	0	73	42	0	16	0	58
California	803	2,764	8,205	0	11,772	8,664	30,590	7,111	7,003	53,368
Colorado	26	0	386	3	415	118	0	356	91	565
Connecticut	0	0	258	2	260	0	0	170	8	178
Delaware	4	0	15	0	19	2	0	18	0	20
D of Columbia	0	0	44	0	44	13	0	9	0	22
Florida	169	0	1,354	0	1,523	396	0	1,575	0	1,971
Georgia	48	0	430	0	478	103	0	224	0	327
Hawaii	42	0	177	0	219	79	0	119	94	292
Idaho	2	0	39	0	41	10	0	48	2	60
Illinois	31	0	1,456	594	2,081	316	3	977	207	1,503
Indiana	10	0	82	0	92	24	0	35	0	59
Iowa	14	0	209	0	223	111	0	139	0	250
Kansas	114	0	336	0	450	89	1	169	39	298
Kentucky	0	0	110	0	110	0	0	98	0	98
Louisiana	42	0	217	0	259	32	0	55	0	87
Maine	12	0	178	0	190	8	0	55	0	63
Maryland	50	0	428	0	478	221	3	313	1	538
Massachusetts	186	63	1,595	7	1,851	1,988	585	1,145	935	4,653
Michigan	38	0	496	0	534	294	36	349	243	922
Minnesota	78	68	550	0	696	769	2,482	573	356	4,180
Mississippi	3	0	90	0	93	10	0	80	0	90
Missouri	44	0	292	0	336	59	0	172	22	253
Montana	0	0	32	0	32	13	0	44	27	84
Nebraska	114	49	201	0	364	20	0	52	0	72
Nevada	2	0	81	1	84	13	0	42	7	62
New Hampshire	0	0	110	0	110	13	0	60	0	73
New Jersey	218	148	584	0	950	193	239	298	70	800
New Mexico	44	0	124	0	168	37	0	46	0	83
New York	1,856	35	11,566	2,092	15,549	1,512	92	3,807	1,390	6,801
North Carolina	9	0	201	0	210	36	0	69	0	105
North Dakota	0	0	40	0	40	20	0	25	0	45
Ohio	8	5	352	0	365	158	135	249	68	610

Refugees Receiving Cash Assistance FY 1989-90 a/

State	9/30/90 AFDC	AFDC -UP	RCA	Other b/	Total	9/30/89 AFDC	AFDC -UP	RCA	Other b/	Total
Oklahoma	2	0	189	2	193	21	0	50	2	73
Oregon	33	0	1,195	18	1,246 c/	271	0	939	47	1,257 d/
Pennsylvania	49	0	1,695	597	2,341	414	8	812	681	1,915
Rhode Island	7	0	293	2	302	141	11	203	71	426
South Carolina	0	0	3	0	3	6	0	3	0	9
South Dakota	0	0	49	0	49	0	0	9	0	9
Tennessee	10	0	231	30	271	52	0	88	31	171
Texas	106	0	1,483	0	1,589	376	0	837	0	1,213
Utah	18	0	313	0	331	39	0	164	1	204
Vermont	19	0	91	0	110	5	0	26	0	31
Virginia	34	0	563	0	597	296	0	420	34	750
Washington	138	133	1,653	20	1,944	708	989	1,161	146	3,004
West Virginia	0	0	6	0	6	0	0		0	0
Wisconsin	7	88	175	4	274	386	2,436	315	205	3,342
Wyoming	0	0	0	0	0	0	0	2	0	2
Total	4,446	3,353	38,407	3,372	49,578	18,157	37,610	23,618	11,781	91,166

a/ Caseload data are derived from the Quarterly Performance Reports submitted for all time-eligible refugees and entrants by 49 States and the District of Columbia (Alaska does not participate in the refugee program).

For both years, the eligibility period for RCA was twelve months. For FY 1989 and the first quarter of FY 1990, the period of federal refugee funding for State AFDC, AFDC-UP, and SSI costs was 24 months; beginning January 1, 1990, the period of funding for these categories was reduced to four months.

b/ The "Other" category consists of GA and SSI funded by ORR for 24 months as of September 30, 1989, and SSI funded by ORR for four months as of September 30, 1990.

c/ Includes 904 refugees participating in the Refugee Early Employment Project (REEP) Wilson/Fish demonstration project as of 09/30/90.

d/ Includes 652 refugees participating in the Refugee Early Employment Project (REEP) Wilson/Fish demonstration project as of 09/30/89.

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 1990; States reported on their cash/medical assistance caseloads as of June 30, 1990. Reports covered refugees in the U.S. for no more than twelve months.

Table 11 (Appendix A) summarizes the findings of the 1990 data collection with all 49 participating States* and the District of Columbia reporting. A cash assistance caseload of 49,119 is covered, which is virtually equal to the total nationwide caseload at that time.** Of that caseload, the largest single group was reported to be Soviets, who comprised about 39 percent of the reported caseload while they are about 42 percent of the time-eligible population. Southeast Asians of all nationalities comprised 44 percent; they are about 38 percent of the time-eligible population. Refugees from Eastern Europe were less than six percent of the caseload and nearly seven percent of the population. Refugees from the Near East make up about four percent of the caseload and nearly four percent of the population. Other single nationality groups contribute only small fractions to the national caseload.

Dependency rates calculated by nationality range between 15 and 56 percent of time-eligible refugees. Because of the change in the reimbursement period for AFDC, these figures cannot be compared meaningfully with those from prior 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 1988-90, the best estimates of nationwide dependency rates are about 39 percent for Vietnamese and 41 percent

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* Alaska does not participate in the Refugee Resettlement Program.

** Cash assistance utilization is based on the time-eligible population at the end of the fiscal year. For FY 1990, the time-eligible population includes all refugees in the U.S. 12 months or less (49,119). For FY 1989, the time-eligible population included all refugees in the U.S. 24 months or less (87, 531). The difference in caseload size is most likely due to the greater need for cash assistance in the initial months of resettlement. For further discussion of the time-eligible population, see the section entitled "Cash and Medical Assistance," pages 22 - 26.

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. The reported figures for Polish refugees also do not appear valid enough to permit calculation of a meaningful dependency rate.

Among the other nationality groups, refugees from Afghanistan have a dependency rate of 56 percent, while the dependency rate for Ethiopians is 29 percent. Refugees from Iran show a dependency rate of 38 percent. Those from the Soviet Union have a dependency rate of 34 percent. Refugees from Eastern Europe (other than Poland) show a dependency rate of about 23 percent. Cubans with refugee and entrant status have a dependency rate of 15 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 1990, as in previous fiscal years, ORR allocated social service funds on a formula basis. Under this formula, $60 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 a minimum of $75,000 in social service funds.

Additionally, about $3 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 $12 million in social service funds were used on a discretionary basis to fund a variety of initiatives and individual projects intended to reduce refugee welfare dependency and to address the needs of special populations. A description of these activities is provided, beginning on page 43.

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 1990, ORR continued to require States with dependency rates at 55 percent or higher to use at least 85 percent of

their refugee social service funds 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 1990, ORR obligated $43,897,686 for targeted assistance activities for refugees and entrants. Of this, $20,246,800 was awarded by formula to the 20 States eligible for targeted assistance grants on behalf of their 44 qualifying counties. (This formula was unchanged from the previous year except to expand the formula data base to include refugees arriving through September 30, 1989.) Another $14 million was specially earmarked and awarded to Florida for providing health care to eligible entrants and to the Dade County public school system in support of education for entrant children. An additional $3.8 million was made available on a competitive basis under a special initiative entitled the Targeted Assistance Ten Percent Discretionary funds. Finally, another $6 million was appropriated under the Dire Emergency Supplemental Act for specific services under this program.

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 with less than one year's participation in the program.

The Conference Report language on the initial appropriation provided that ten percent of the total appropriated for targeted assistance "be used for grants to localities most heavily impacted by the influx of refugees such as Laotian, Hmong, and Cambodians . . . to communities not presently receiving targeted assistance . . . as well as those that do currently receive targeted assistance grants . . . to assist local schools, hospitals, employment services, and other institutions." (H. Rep. No. 101-274, 101st Cong., 1st Session, p. 28) These funds were awarded competitively

pursuant to a separate program announcement as the FY 1990 Targeted Assistance Ten Percent Discretionary Grants for High Impact Areas.

A total of 72 proposals were evaluated and ranked by three independent review panels under two categories stipulated in the announcement. Under the employment services category, 22 community proposals were submitted totaling $4.2 million for the available $951,300. Under the category of schools, hospitals and other institutions, 50 community impact proposals were received totaling $7.6 million for the total funds available of $2,853,900. Due to the limited funding available, only 23 proposals were funded.

A breakout of the awards, by State, is as follows:

Alabama	$ 73,688
California	858,691
Colorado	184,804
Maryland	79,274
Massachusetts	400,000
Minnesota	784,816
New Hampshire	112,248
New York	210,000
Pennsylvania	150,000
Wisconsin	797,365

In FY 1990, Congress included $6 million for targeted assistance in the Dire Emergency Supplemental Act, providing "[f]or an additional amount for Refugee and entrant assistance, $6,000,000, to be distributed under the targeted assistance program, of which $5,000,000 shall be for health and educational services in areas affected as a result of the massive influx of Cuban and Haitian entrants during the Mariel boatlift." (104 Stat. 233) The $5 million awarded to Florida under this authority was in addition to the $14 million already made available to Jackson Memorial Hospital and the Dade County school system under the regular targeted assistance announcement.

The statute further provides that " . . . $500,000 shall be available for schools in areas impacted by the influx of Indochinese refugees who entered the United States after October 1, 1979, in which the enrollment of Indochinese students (including secondary migrants) is greater than 2,000, and who comprise no less than 20 percent of the overall school enrollment in such a locality with a general population of no less than 75,000 persons . . . " Under the authority of this clause, an award of $500,000 was made to the State of Massachusetts for the Lowell public school system.

Summary of Targeted Assistance Funding

FY 1983 - FY 1990

State	Formula Award	Special Funds	Total Awards
California	$112,552,806	$1,200,000	$113,752,806 *
Colorado	1,852,628		1,852,628
Dist. Columbia	109,476		109,476
Florida	64,459,207	83,470,171	147,929,378 **
Hawaii	2,368,180		2,368,180
Illinois	10,620,817		10,620,817
Kansas	2,559,630		2,559,630
Louisiana	1,728,908		1,728,908
Maryland	2,140,372		2,140,372
Massachusetts	6,484,144	900,000	7,384,144 ***
Minnesota	7,175,770		7,175,770
MissouriT836,305		836,305	
New Jersey	5,131,188		5,131,188
New York	9,221,042		9,221,042
Oregon	6,021,157	500,000	6,521,157 ****
Pennsylvania	4,227,766		4,227,766
Rhode Island	2,919,955		2,919,955
Texas	4,798,995		4,798,995
Utah	1,489,454		1,489,454
Virginia	5,341,359		5,341,359
Washington	9,076,970		9,076,970
Total	**$261,116,129**	**$86,070,171**	**$347,186,300**

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

** FY 83-90: To address the impact of Cuban/Haitian Entrants of 1980 (exclusive of impact aid): Jackson Memorial Hospital, $45,801,951; Dade County Education, $37,668,220.

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

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

The same section also provides that ". . . $500,000 shall be available for communities currently conducting a Fish/Wilson demonstration project and which have been heavily impacted by the recent influx of Soviet pentecostals for health and employment services . . . " Under the authority of this section, an award of $500,000 was made to the State of Oregon.

The accompanying table shows the cumulative funds awarded by formula to eligible States under the targeted assistance program since FY 1983.

- **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 1990 to an average of 40 per month, compared with 45 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 10,155 children have entered the program. Of these, 1,272 subsequently were reunited with family, and 6,022 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, 1990, was 2,861, a decrease of 128 from the 2,989 in care a year earlier. Unaccompanied children are located in 34 States and the District of Columbia.

In progress reports on 2,164 children in 28 States, 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 227 of the 2,164 are at the elementary level, 1,636 at the secondary level, 216 at the post-secondary level, and 85 not in school.

Caseworker ratings by percentage were as follows:

	Unsatisfactory	Satisfactory	Superior
English language	14.5%	61.3%	24.2%
General education	10.4	61.5	28.1
Social adjustment	6.3	61.4	32.2
Health	1.2	54.0	44.7

Other major program activities during FY 1990 included:

- A joint program review by ORR and the Administration for Children and Families (ACF) Regional Offices of the Ohio program, assessing program 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.

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 within four months after arrival without access to public cash assistance. Refugees in the matching grant program may use publicly funded medical assistance and may access services in addition to those provided by the Matching Grant agency which must include case management and employment. In FY 1990, matching grant programs were operated in at least 80 locations across the U.S. by five participating voluntary organizations.

In FY 1990, Congress appropriated $54,936,000 for this program, more than three and one-half times the amount appropriated in FY 1989. The appropriation included authorization to reimburse organizations for significant expenses incurred for the resettlement of Soviet Jews in FY 1989.

A list of the agencies participating in the program and the FY 1990 funds awarded to them follows:

Agency	Federal Grant
Council of Jewish Federations	$49,227,517*
United States Catholic Conference	4,489,979
International Rescue Committee	681,210
Lutheran Immigration & Refugee Service	465,519
American Council for Nationalities Service	71,775
Total	**$54,936,000**

In FY 1989, ORR conducted an analysis of public cash assistance usage by matching grant clients in four cities: Chicago, Los Angeles, New York, and Philadelphia. The analysis covered clients who arrived during the period October 1, 1987

* Includes $17,793,314 for FY 1989 costs.

Preliminary Findings
Matching Grant Study

(Matching Grant Client Arrivals for the Period October 1987 through March 1988 Tracked for One Year)

	Chicago	Los Angeles*	New York*	Phila-delphia	4-Site Total
Number of persons under age 65 at arrival	284	652	1,800	206	2,942
Number of persons who used cash assistance during first year in U.S.	113	277	841	104	1,335
Percent of persons who used cash assistance	39.8%	42.5%	46.7%	50.5%	45.4%
Percent who never used cash assistance during first year	60.2%	57.5%	53.3%	49.5%	54.6%
Percent who accessed aid before four months in U.S.	3.2%	4.4%	1.4%	0.5%	2.2%
Percent of total who received aid and were still receiving aid in the 12th month **	26.1%	38.7%	44.4%	30.1%	40.3%
Percent of total who were self-sufficient after 12 months	73.9%	61.3%	55.6%	69.9%	59.7%
Average months from arrival until aid started	5.8	4.1	6.5	4.2	5.7
Average number of months aid was received during the first year	4.5	7.2	5.3	5.4	5.7
Percent of recipients who left aid before 12 months	34.5%	9.0%	5.0%	40.4%	11.1%

* The sample findings in Los Angeles and New York have been inflated to characterize the total population. In other sites, the total population was studied.

** Includes persons who turned 65 during the first year in the U.S.

Note: persons 65 years old at arrival were excluded from this table.

through March 31, 1988 and involved a review of welfare records for these individuals for a period of one year after they arrived in the United States.

The results, as indicated in the accompanying table, show that, on average, roughly 55 percent of matching grant clients never used any form of public cash assistance during the first year after their arrival. Approximately 60 percent of the total population studied were not receiving aid at the end of one year after arrival.

Among those clients who **did** utilize public assistance, the percent who left aid during the first year varied considerably among the sites. In Philadelphia and Chicago, 40.4 percent and 34.5 percent respectively of the clients who accessed aid during the first year also left the rolls by the end of one year. But in Los Angeles and New York, these figures were only 9 percent and 5 percent respectively.

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 1990 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 to improve the general health conditions in refugee camps. A public health advisor from the U.S. Public Health Service's Centers for Disease Control (CDC) was stationed in Southeast Asia to monitor the quality of medical screening for U.S.-bound refugees. Another CDC public health advisor was posted in Europe to monitor the health screening of U.S.-bound South Asian, Near Eastern, European, and African refugees. At the U.S. ports of entry, refugees and their medical records were inspected by Public Health Service (PHS) Quarantine Officers who also notified the appropriate State and local health departments of the arrival of these refugees.

Recognizing that the medical problems of refugees, while not necessarily constituting a public health hazard, might adversely affect their successful resettlement and employment, ORR provided close to $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 $400,000 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

Since FY 1980, Congress has provided funding for the special educational needs of refugee children who are enrolled in public and non-profit private elementary and secondary schools through a special Transition Program for Refugee Children. Under this State-administered program, funds were distributed through formula grants which were based on the number of eligible refugee children in the States. State educational agencies in turn distributed the funds to local educational agencies as formula-based subgrants.

Activities funded under the Transition Program included 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.

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

The authorization for the Transition Program expired in FY 1989. For FY 1990, the Department of Education requested re-authorization with a budget of $16.3 million; however, Congress did not make any funds available, and the program was allowed to expire.

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 ser-

vices, and case management. No separate funding is appropriated: funds are drawn instead from normal cash and medical assistance grants and social services allocations. For this reason, projects are considered "budget neutral."

Wilson/Fish demonstration projects typically emphasize one or more of the following elements:

- Preclusion of otherwise eligible refugees from public assistance, with cash and medical assistance provided instead through specially-designed alternative programs;

- Elimination or modification of work disincentives, such as the 100-hour rule in the AFDC-UP program, whereby work effort of as little as 100 hours in a month results in complete ineligibility for the family even if the wages are low enough to allow for a partial grant;

- Creation of a "front-loaded" service system which provides intensive services to refugees in the early months after arrival, with a constant emphasis on early employment.

- Integration of case management, cash assistance, and employment services, generally under a single private agency that is equipped to work with refugees;

- Development of mechanisms for closer monitoring for refugee progress, including a more effective sanctioning system;

In the summer of 1985, ORR awarded grants to California and Oregon for demonstration projects designed to decrease refugee reliance on welfare and to promote earlier economic self-sufficiency. Both of these projects continued to operate into FY 1990. The California project began to phase out on January 1, 1990 and completed operations on March 31, 1990. In the summer of FY 1990, ORR approved a grant to United States Catholic Conference for a demonstration project, operated by Catholic Community Services of San Diego, beginning September 1, 1990.

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

The Oregon project, Refugee Early Employment Project (REEP), completed its fifth year of activity in FY 1990. REEP 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. REEP encompasses a tri-county area surrounding Portland, where 85 percent of all refugees in Oregon initially settle.

The project serves 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 12 months in the United States. Refugees who normally are eligible for assistance under AFDC continue to be eligible for that program and do not participate in REEP. 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 operation, REEP had placed at least 75 percent of employable adults in permanent, full-time employment within 18 months of their arrival.

The project will continue operations through FY 1991.

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

The State of California began implementing a 3-year Refugee Demonstration Project (RDP) under the authority of the Wilson/Fish Amendment on July 1, 1985. The goal of this project was to increase the participation of refugees in employment services and training programs specifically designed for refugees. The RDP allows refugees a transition into entry-level, full-time employment without immediate forfeiture of the entire cash grant and other benefits and reduces long-term program costs through grant reductions as a result of employment.

The RDP required employable, non-exempt AFDC and AFDC-UP recipient refugees to participate in employment services. Participants continued to receive the same level of cash assistance as before, but the RDP eliminated the "100-hour rule" which denied assistance to AFDC-UP families with a parent working 100 or more hours in a month.

An evaluation of the results of the first three years of the demonstration reported mixed results. RDP participants entered employment at a higher rate than their pre-RDP counterparts, and the waiver of the 100-hour rule resulted in a substantial increase in recipients working more than 100 hours per month. On the other hand, the job duration and wage levels of RDP refugees did not differ significantly from the pre-RDP comparison group, and the gross quarterly earnings were actually lower. With the advent of the California Greater Avenues for Independence (GAIN) program, the State decided to terminate the RDP and include AFDC-eligible refugees in GAIN. Effective January 1, 1990, California stopped enrolling new arrivals and began phaseout of current clients.

- **United States Catholic Conference – San Diego Project**

On April 5, 1988, the United States Catholic Conference (USCC) was notified by ORR of the approval of its preapplication for a project to be operated by USCC's affiliate, Catholic Community Services of San Diego. ORR awarded a $25,000 planning grant to USCC on July 26, 1988. The final application was approved and a grant awarded for the period September 1, 1990 to August 31, 1991 with continuation awards subject to satisfactory performance and availability of funds. It is the third Wilson/Fish project to be funded, and the first grant awarded directly to a private sector agency.

The project will serve USCC-sponsored new arrivals and provide a range of in-house services aimed to increase the rate of refugee self-sufficiency and decrease the average length of time on cash assistance. The project will provide cash assistance to project participants at a level comparable to cash assistance from State-administered programs.

National Discretionary Projects

During FY 1990, the Office of Refugee Resettlement approved projects totaling $12 million in discretionary funds to support activities designed to improve refugee resettlement at national, regional, State, and community levels. Major discretionary awards included the following:

- $2.2 million to support the Key States Initiative (KSI) in four States with large numbers of refugees on welfare.

- $3.3 million in Job Links project grants designed to introduce employable refugees to potential employers in communities which offer good employment opportunities to refugees.

- $1.3 million in grants under the Planned Secondary Resettlement (PSR) program which provides an opportunity for unemployed refugees and their families to relocate from areas of high welfare dependency to communities with favorable employment prospects.

- $300,000 to increase Hmong self-sufficiency and reduce welfare dependency.

- $2.2 million to InterAction as agent for the national voluntary resettlement agencies, to assist in the resettling of an expected 15,000 Amerasian young people and their families.

- $546,012 to twelve States as part of an initiative to meet the special needs of refugee women through programs dealing with domestic violence, language training, peer counseling, and leadership training.

- $995,000 to 16 States and California counties to address special needs of some 7,000 former reeducation camp detainees, released as a result of a diplomatic breakthrough with the Vietnamese government.

- $400,000 to the Public Health Service to carry out hepatitis B screening and vaccination 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 fourth year of its Key States Initiative to respond to the persistence of high welfare dependency in four States.

In FY 1990, 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 1990 to the four States are as follows:

New York	$500,000
Minnesota	330,000
Wisconsin	800,000
Washington	552,500
Total	**$2,182,500**

KSI Outcomes

The State of Washington has developed a special project under its KSI which provides reimbursement for job-related expenses for refugees who, through earned

income, reduce or end reliance on public assistance. To date, Washington has placed 792 refugees receiving welfare into employment under this special project. An additional 1,334 refugees receiving public assistance have been placed into employment through a separate component.

Forty-nine percent of the participants in the special project were Eastern European or Soviet and 34 percent were Southeast Asian. Forty-eight percent had been receiving AFDC payments; 28 percent, RCA; and 23 percent had been receiving welfare under the State's Family Independence Program (FIP). Twenty-four percent of these clients had been in the U.S. over 36 months, and 48 percent had been here less than twelve months. Twenty-three percent had a family size of five or more. Overall, roughly 72 percent of the clients came from groups that had been targeted for this project, namely, newly arrived refugees and long-term welfare clients. Over 75 percent of those who entered employment in FY 1990 retained employment for at least 90 days.

Since its inception two years ago, welfare grant savings for these clients have totaled $1,682,253. Reimbursements for child care, transportation expenses, medical insurance, and other employment-related expenses – provided as a feature of this initiative – have totaled $624,942. In FY 1990 alone, the reimbursements provided to these clients were equal to the FY 1989 KSI grant of $500,000. Net grant savings for FY 1990 were $741,088, and net grant savings since the beginning of the project total $1,057,311. Because of the success of this initiative, the State is developing a Wilson/Fish demonstration project which will incorporate key elements of this project.

The New York KSI focuses on improved liaison with the New York City public welfare system, gaining access to clients and providing employment services and referral. This has resulted in one of the nation's best records in imposing sanctions against refugees found to be abusing the welfare system.

Preliminary outcome data from FY 1990 shows that with the $500,000 grant, the cost per refugee served was $379, the cost per 90-day job retention was $2,941, and the total welfare grant saving was $589,099, for a net gain of $89,099. Many of the placements resulted from project improvements made during the third and fourth quarters. These improvements are expected to continue through all of FY 1991, increasing placements and grant savings significantly.

The Wisconsin KSI provides funding to mutual assistance associations (MAAs) to carry out a set of employment strategies that target long-term refugee welfare recipients. Strategies include aggressive job development, multiple wage-earner

strategies that place both husbands and wives in jobs, on-the-job training, and the use of refugee community leaders to motivate clients. Most clients served are Hmong AFDC recipients, with limited education and an average family size of 5.5.

Outcome data for the Wisconsin program show exemplary results. In FY 1990, 366 full-time and 142 part-time job placements were made at an average hourly wage of $5.77 and $4.21 respectively, showing an average cost per job placement of $1,574. This resulted in 254 welfare grant terminations and 249 grant reductions for the year. Over the 3-year period of operation, the program has placed over 1,500 refugees into employment. Over 74 percent of these placements were in full-time jobs, resulting in a total of 616 families, or approximately 3,758 people, terminating welfare. During the first 30 months of the program, grants totaling $2 million resulted in estimated welfare grant savings of $2.8 million, netting a gain of $800,000.

Minnesota enhances services and work incentives to KSI clients through on-the-job training, short-term customized skills training, and transitional funding for successful families in two counties. During the first nine months of FY 1990, 1,629 individuals representing 253 welfare cases (family units) were served under KSI. Of these 71 placements were made, at a cost of $4,637 per placement. Of these placements, there were 44 90-day job retentions, for an average cost of $7,482. While the project in Olmsted County has done well, targets have not been met in the Ramsey County area. Consequently, the program has been restructured for FY 1991 using performance-based contracts which tie payments to service vendors to reductions in welfare payments of clients served.

To ensure success with the new strategy, Minnesota and ORR convened a week-long training seminar for all of the State's refugee job developers to enhance performance in employment services. Six experts from around the country instructed local job developers in their techniques, practiced interviews and accompanied them in the field in visits to area employers. Further assistance is planned for FY 1991.

- **Job Links**

ORR awarded a total of $3,327,942 to 19 States in the second year of its Job Links discretionary program.

The purpose of Job Links is to provide supplementary social service funding to qualifying States in which resettlement of refugees is encouraged based on the experience of refugees already in those communities, or where a special initiative is

proposed to significantly improve the potential for self-sufficiency. The program seeks to link employable refugees with jobs in communities which have good economic opportunities. All States except those with KSI cooperative agreements or targeted assistance grants in excess of $500,000 are eligible to apply.

General program objectives include:

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

Twenty-seven States submitted applications for funding under the FY 1990 program announcement. Of these, nine were first-time Job Links applicants, and seven of these were found eligible for a total of $1,330,193.

Eighteen States wishing to continue activities begun the previous year were permitted to submit abbreviated applications citing accomplishments to date. Nine of these were funded in the total amount of $1,729,215; action on the other nine was deferred because projects had not been underway long enough to permit an evaluation of their results. They will be considered for FY 1991 funding.

Finally, $269,216 was awarded to three States based on applications submitted in FY 1989, for which insufficient funds were available during that year. A list of grantees, and the activities funded, follows.

FY 1989 Applicants

Iowa (Statewide)	Administrative costs for FY 1989 grant	$37,483
Maine (Portland)	Services for long-term Cambodian AFDC recipients, Amerasians	196,300

Mississippi (Biloxi)*	Job upgrading	34,533
	Total	**$268,316**

FY 1990 New Projects

Arizona (Phoenix and Tucson)	Job upgrading, assessment, referral, Support services	$79,400
Connecticut (Statewide)	Job training, support services, job development, Vocational English as a Second Language (VESL)	300,000
Oklahoma (Oklahoma City area)	Employment enhancement, job developer training, job search, VESL	185,962
New Jersey (Central and Southern)	VESL, ESL upgrading, support services, job development	300,000
Colorado (Colorado Springs, Fort Collins)	Case management	84,831
Montana (Billings, Missoula)	Youth literacy, adult ESL	80,000
Virginia (Richmond, Tide-water, & Roanoke)	Crime, health and safety education, job upgrading	300,000
	Total	**$1,330,193**

FY 1990 Continuation Projects

North Carolina (Triad/Triangle)	Employment services, transportation, driver education support services for secondary wage earners, Vocational English Language Training (VELT)	$150,000
Texas (Dallas, Beaumont/Port Arthur)	Employment services, subsidized employment	292,455
Idaho (Twin Falls, Boise)	ELT, short-term vocational training, job placement and upgrading, case management, crisis management	156,872

* Balance of $105,000 grant.

New Mexico (Albuquerque)	Customized job placement, language training, child care	142,226
Louisiana (Baton Rouge)	Job development and placement, ELT, comprehensive assessment,	150,000
New Hampshire (Manchester)	Employment services	165,787
Georgia (Atlanta)	Refugee employment resource center, child care	300,000
South Dakota (Sioux Falls)	Job development, employment services	72,200
Iowa (Sioux City, Des Moines, and Davenport)	Employment services, support services, VESL, day care	299,893
	Total	**$1,729,433**
	Job Links Total	**$3,327,9424**

Job Links applications are pending from Maine, Maryland, Alabama, Mississippi, Tennessee, Kentucky, North Dakota, Kansas, and Pennsylvania. These are continuation applications. Based on progress reports, funding will be considered in FY 1991.

- **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.

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 1990, there were nine PSR grantees: five mutual assistance associations, three voluntary agencies, and one State agency. In FY 1990, seven new grants, totaling $1,355,840 were awarded to relocate 714 refugees as follows:

Grantee	Amount
Hmong American Planning and Development Center, Inc. 921 W. Highway 303, Suite P Grand Prairie, Texas 75051 (Hmong, Lao)	$335,562
Hmong Natural Association* of North Carolina P.O. Box 1709 Morganton, North Carolina 28655 (Hmong)	311,975
Lutheran Family Services of North Carolina 131 Manley Avenue Greensboro, North Carolina 27405 (Lao, Cambodian)	185,000
Lutheran Synod of South Carolina P.O. Box 43 Columbia, South Carolina 29202 (Lao)	140,000
Southeast Asian Mutual Assistance Association 103 North 9th Street Garden City, Kansas 67846 (Lao)	85,000
Office of Community Services Department of Labor and Industrial Relations 335 Merchant Street, Room 101 Honolulu, Hawaii 96813 (Lao)	90,000
Catholic Social Services 2211 Springdale Avenue Charlotte, North Carolina 28203 (Lao)	171,328
Total	**$1,318,865**

* To relocate refugees to two resettlement sites: Morganton and Charlotte, North Carolina.

Asian Community Services, Atlanta, Georgia (Hmong, Lao) and Montana Association for Refugee Services, Inc., Billings, Montana (Hmong) continued to implement PSR projects through FY 1990 with FY 1989 funding.

PSR Outcomes for Families Resettled since FY 1983

Number of PSR Participants – As of September 30, 1990, 312 families (1,500 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 $6.85/hour and women an average of $5.81/hour.

Family Income – Average monthly income has increased dramatically after relocation. Monthly family income ranged from an average of $1,657 for FY 1990 projects to $2,300 for projects with several years of experience. The average family income for all projects was $1,902 per month.

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, 75 PSR families have become self-sufficient enough to become homeowners.

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

Costs and Benefits – The average cost of resettling families through the PSR program was $8,425 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 nine months.

- **Hmong Self-Sufficiency Projects**

In FY 1990, ORR entered into cooperative agreements with Fresno and Merced counties in California and the Hmong leadership in those counties to implement a

set of strategies, modeled after the successful Wisconsin Key States Initiative, to reduce welfare dependency through increased employment. These agreements are part of a Hmong national effort that has been developed over the past year between the Office of Refugee Resettlement and Hmong leaders throughout the country to increase the self-sufficiency of Hmong refugees in areas of high impact.

Both counties will contract with local Hmong mutual assistance associations to implement self-sufficiency strategies with Hmong AFDC-UP families, including a strong emphasis on multiple wage-earner approaches, motivational counseling by Hmong community leaders, and aggressive job development.

Grants were awarded as follows:

Grantee	Amount
County of Fresno Department of Social Services	$200,000
Merced County Human Services Agency	100,000
Total	**$300,000**

In keeping with the spirit of partnership, the counties and the Hmong leadership have made commitments to make the following contributions to the projects: In Fresno, the county is contributing $250,000 in targeted assistance funds and the Hmong are contributing $136,000 as in-kind contributions. In Merced, the county will contribute $250,975 in county refugee funds, while the Hmong will contribute $85,440 as in-kind contributions.

- **Amerasian Initiative**

The Office of Refugee Resettlement continued its cooperative agreement with InterAction to assist in the resettlement of approximately 15,000 Vietnamese Amerasians and family members who entered the United States in FY 1990. (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 50 communities for clustering resettlement of free case Amerasians. Under the InterAction 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 1990, ORR made $2,176,675 available to InterAction under the cooperative agreement. With this, together with $593,232 awarded in FY 1988 and $960,555 in FY 1989, InterAction made sub-grants to communities throughout the United States which expected to receive more than 100 Amerasians and family members each. Communities which have received the sub-grants of approximately $33,000 were Boston and Springfield, Massachusetts; Portland, Maine; Rochester, Syracuse, Utica, Binghamton, 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; Denver, Colorado; Lincoln, Nebraska; Phoenix, Arizona; Santa Clara, San Diego, and Oakland, California; Portland, Oregon; Tacoma, Washington; Honolulu, Hawaii; Burlington, Vermont; Hartford, Connecticut; St. Louis, Missouri; and Atlanta, Georgia.

- **Utica Amerasian Project**

ORR supported, with a $100,000 grant, a joint project of the State of New York, the Lutheran Immigration and Refugee Service (LIRS), and the Mohawk Valley Resource Center for Refugees of Utica, New York, to undertake a demonstration residential program for Amerasians in Utica. Besides the $100,000 ORR discretionary grant, funding for the project has been obtained from New York State's ORR grants for cash and medical assistance and social services, from LIRS, from local public agencies including the Utica public school system, and a number of private agencies and donors.

Amerasians, like many other refugees from Southeast Asia, normally spend approximately six months in the Philippine Refugee Processing Center, receiving orientation and language and other training. The purpose of the Utica project is to test the feasibility of resettling a modest number of Amerasians directly from Asia, bypassing the Philippines.

The plan involves bringing a total of 300 Amerasians, including in some cases their family members, directly to Utica in four 75-person cycles. The Utica program is both highly intensive, compressing the language training, cultural orientation, and vocational training of the six month overseas program into three months, and high-

ly specialized, with each youth receiving appropriate training for jobs available in the anticipated community of resettlement.

Following completion of the program, the Amerasians will be sent to Amerasian cluster site communities in the Lutheran resettlement system, where homes, sponsors, and suitable jobs await them. In addition to Utica, the relocation sites include Phoenix, Arizona; Jacksonville, Florida; Greensboro, North Carolina; the metropolitan Washington, D.C. area; and the northern suburbs of Philadelphia, Pennsylvania.

- **Cambodian Network Council**

A long civil war followed by a nation-wide campaign of genocide has caused waves of Cambodians to abandon their villages and fields for the safety of other lands, including about 180,000 Cambodians who have fled to the U.S. For many of these refugees, however, the transition to the mainstream of American society has been difficult.

Recent data regarding Cambodian welfare dependency indicate that close to 100 percent of recently arrived Cambodians are receiving some form of welfare. In the State of Washington, for example, case workers report that local Cambodian communities are overwhelmed by economic and social problems.

The Cambodian Network Council (CNC), a coalition of Cambodian leaders based in San Antonio, Texas, received a discretionary grant of $105,000 in FY 1990 to develop a partnership with local community leaders and among Cambodian MAAs across the country for enhanced support and direction to the Cambodian refugee community. Their objective is to work closely with local MAAs on problems and issues of domestic resettlement.

During FY 1990, CNC established the Cambodian Network Development Project (CNDP), based in Washington, D.C., and became the first Cambodian organization to build a national coalition made up of diverse local Cambodian communities. In support of this work, CNC has held two national consultations for over 300 participants each, published a quarterly newsletter, **Community Focus**, and conducted site visits in six localities where Cambodian refugees have shown patterns of long-term welfare dependency. With CNC's help, three of these sites in Alabama, Texas, and Colorado were able to secure funding to set up special projects for the following:

- Leadership training for Cambodian women;

- Women's literacy training combined with access to a family day care center; and
- Youth development activities, including a preventive drop-out project for high school students and youth at risk.

Additionally, two youth leadership seminars were held for over 250 participants in Long Beach, California and Lowell, Massachusetts.

The grant-supported activities of this project have been supplemented by the contribution of 2,500 hours in volunteer time and in-kind donations of over $18,700.

- **Ethiopian Community Development Council, Inc.**

For FY 1990, ORR awarded a grant for $69,749 to the Ethiopian Community Development Council Inc. (ECDC), a national MAA located in Arlington, Virginia, to establish an African Refugee Resource Development and Technical Assistance project. The purpose of the project is to enhance the capacity of African MAAs to serve refugees.

Through this project, ECDC will:

- Collect and package information which supports the service delivery capacity and enhances the stability of local African refugee community groups;
- Publish a quarterly newsletter and periodic program funding alerts for MAAs and other service providers involved in the resettlement of African refugees; and
- Provide African refugee MAAs with technical assistance through training workshops and consultation services.

- **Refugee Women's Initiative**

As a result of an FY 1990 national workgroup assessment of the service needs of refugee women, ORR undertook a discretionary grant program to address those women's needs which might not normally be addressed through regular State refugee social service programs.

The purposes of this grant program were: (1) to enhance the capacity of service providers to serve refugee women; (2) to provide services that enhance the motivation of low-skilled, homebound women to prepare them to participate in the

mainstream refugee service system and labor force; and (3) to provide support services to particularly vulnerable women and their families, such as victims of domestic violence.

Grants totaling $546,012 were awarded to twelve States to provide services as follows:

Arizona	Refugee women's center, mentors, and ESL for homebound women.	$50,000
Colorado (two grants)	Formation of a women's coalition to develop support for women among service providers, mentors, service organizations, MAAs, and other community groups;	45,000
	Leadership training	14,872
Florida	Domestic violence prevention	40,000
Hawaii	ESL for homebound women.	40,000
Iowa	Life skills training, day care, and transportation	16,056
Louisiana	Orientation, language training, counseling, and support groups.	27,368
Minnesota	ESL for homebound women, child care, transportation, and advocacy.	40,000
New York (2 components)		
Upstate New York	Domestic violence prevention	90,000
New York City	Leadership training	15,000
Pennsylvania	Domestic violence prevention	40,000
Texas	Literacy, life skills training	40,000
Washington (State)	Bilingual counseling, ESL for homebound women	45,000
Wisconsin	Domestic violence prevention	42,716
	Total	**$546,012**

- **Former Reeducation Camp Detainees**

Following a diplomatic breakthrough with the Socialist Republic of Vietnam, the latter government agreed to the departure from that country of 7,000 former re-education camp detainees. Because of the special vulnerability of this population and based on recommendations of a national workgroup convened by ORR to assess potential needs, ORR made grants totaling $995,000 to 16 States and California counties to develop responsive services. Activities supported include orientation, peer support and counseling, ESL, employment services, vocational training, and adjustment/mental health services. The amounts of the grants were determined by projecting expected arrivals during FY 1990.

Grant recipients were the following:

Orange County, California	$177,000
Santa Clara County, California	147,000
Los Angeles County, California	127,000
Texas	117,000
Maryland	50,000
Virginia	46,000
New York	46,000
Florida	46,000
Georgia	36,000
Washington (State)	36,000
San Diego County, California	33,000
Connecticut	30,000
Sacramento County, California	26,000
Massachusetts	26,000
Minnesota	26,000
Oklahoma	26,000
Total	**$995,000**

- **Refugee Crime Victimization**

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 $50,000 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 1990 were Salt Lake City, Utah; New Orleans, Louisiana; Oakland, California; Minneapolis/St. Paul, Minnesota; Orange County, California; Tampa, Florida; Providence, Rhode Island; Modesto, California; Boston, Massachusetts; and Portland, Oregon.

- **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, $500,000 in FY 1989, and $400,000 for FY 1990) 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 Monitoring

In FY 1990, ORR continued to carry out its program monitoring responsibility for the State-administered refugee resettlement program through continued oversight of the States. During the fiscal year, ORR reviewed State submissions of State plans and plan amendments, State estimates of expenditures, and quarterly program performance and fiscal status reports; provided technical assistance to State agencies; and conducted direct monitoring of key aspects of State programs.

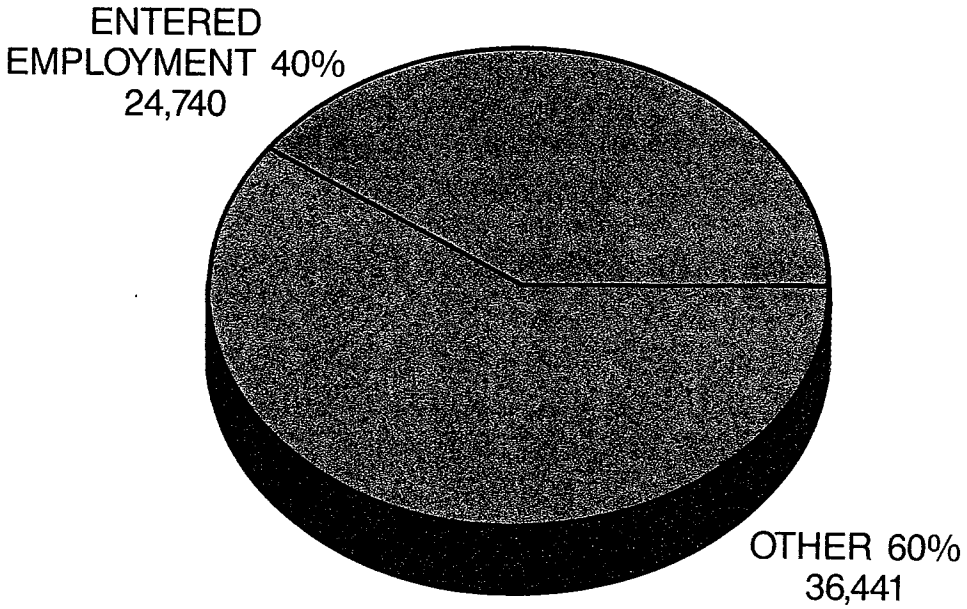
ORR reviewed statistical and narrative information on program performance submitted by States on the Quarterly Performance Report (QPR). An analysis of several key program measures indicates that:

- Of approximately 61,000 refugees enrolled in ORR-funded employment services (excluding targeted assistance funded services), almost 25,000 were placed into jobs during FY 1990. The annual entered employment rate achieved by local employment providers funded through refugee social services was 40.5 percent. Unit costs associated with participation in employment services averaged $415 nationally. The national average cost for job placement was $1,026 per individual, a 21 percent increase over job placement per capita costs in FY 1989.

REFUGEE EMPLOYMENT ENTRY RATE
FY 1990

Service Participants:

61,181



- Employment retention rates recorded during FY 1990 indicate that 68 percent of all refugees placed into employment retained their jobs for at least 90 days. Thus, 16,825 of the 24,777 refugees employed during this time retained their jobs.

- As of September 30, 1990, the average hourly wage reported by all States for refugees placed into employment by ORR-funded employment services was $5.38, representing a six percent increase over the average hourly wage reported for FY 1989.

- Over 38,300 refugees were enrolled in English language training classes during FY 1990. Of these, approximately 19,000 (or 50 percent) completed at least one level of training. Average unit costs for ESL enrollment were $334; for completion of at least one level, unit costs averaged $673.

- 1,838 individuals completed a course in vocational training during FY 1990 at a unit cost of $2,402. Of the 4,700 individuals enrolled in vocational training, 1,310 secured employment following training at an average cost of $3,370. Fifty-four percent 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**

During the fiscal year, the Regional Offices of the Administration for Children and Families (ACF), 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 1990 follows:

Region I (Boston) – Region I staff reviewed State administration and program operations of the Job Links program in New Hampshire. The review found the program to be well administered and successfully achieving its participation and job placement objectives despite a downturn in the State's economy.

The Regional Office also reviewed State and county administration as well as program operations of the Massachusetts Targeted Assistance Program. The review

commended the State for its technical assistance to program operations and found innovative approaches to vocational training for Eastern European refugees. The Regional Office recommended strengthening county administration of the program, a more coherent programmatic response to the State's economic misfortunes, and greater attention to refugees already or likely to become long term dependents on cash assistance.

Region II (New York) – New York participation in the Key States Initiative was jointly monitored by Central Office and Regional staff. Case file reviews were carried out at three New York City sites as a means of developing indicators of the project's effectiveness in meeting its assigned service goals. The review established that KSI had met its placement goals and other outcomes for the current year's grant.

More importantly, KSI made it possible to win recognition from the New York City welfare system of refugees as a distinct service population requiring attention. Refugees had previously been treated largely as a special category which was allowed to remain on assistance indefinitely without attention from the system. This is a critical achievement, given the very high volume of refugees from the Soviet Union entering the City system.

Region III (Philadelphia) – Regional Office efforts in FY 1990 were directed towards monitoring implementation of revised limitations on reimbursement for Cash/Medical Assistance which were effective January 1, 1990, and reviewing of employment services provided under State-administered refugee social services grants, Targeted Assistance programs, and Job Links grants. Resolution of an audit of Refugee Resettlement Program administrative costs in Virginia, which was requested by the Regional Office, also was completed during the fiscal year.

Monthly lists of Cash/Medical Assistance recipients provided by State agencies in Maryland, Pennsylvania, Virginia, and the District of Columbia were compared to quarterly expenditure reports by Regional Office staff to eliminate ineligibles and assure the validity of claims under the revised reimbursement policies. These efforts resulted in submission of accurate claims and elimination of overpayments to Region III jurisdictions for FY 1990.

The Regional Office required edits, or computer-generated warning messages that highlight potential payment errors, for automated systems in Virginia and Maryland, and these edits have since virtually eliminated payments to ineligible recipients. Pennsylvania has instituted a manual review system which is better than

99 percent effective until certification of its Client Information System by ACF will permit introduction of automated edits for the Refugee Resettlement Program system sometime in FY 1991.

Corrective actions with regard to random moment sampling techniques were introduced within the Virginia Department of Social Services that produced savings for the Refugee Resettlement Program in the manner in which administrative costs are charged to the program.

Employment services were examined in Pennsylvania, Maryland, and Virginia to identify innovative approaches and assure the effectiveness of services. While unique approaches were not present due to shrinking resources, Maryland and Virginia continue to operate sound programs based upon many years of experience and solid economies in affected localities. Pennsylvania achieved some success in centralizing and restructuring its cash and medical assistance and case management functions in Philadelphia, although employment services offered under the State-administered program are still not as effective as they could be for residents of the city.

Job Links Programs in Central Pennsylvania and Baltimore, Maryland are operating extremely well after lengthy delays in start-up due to contract negotiations and procurement difficulties. Both projects are producing results which will benefit the Southeast Asian and Soviet refugees they serve.

Targeted Assistance Programs in Philadelphia, Pennsylvania; Arlington and Fairfax counties, Virginia; and Montgomery and Prince Georges counties, Maryland continue as meaningful adjuncts to State-administered services in these States.

Region IV (Atlanta) – On-site monitoring reviews of two of Region IV's four Planned Secondary Resettlement (PSR) grants and three of the six Job Links grants were completed during FY 1990.

The Region held an on-site review of the personnel policies, practices, and procedures of Asian Community Services, Inc., a PSR project located in Decatur, Georgia. A personnel inventory of staff position descriptions, duties, and salaries resulted in approved revisions and updates to be incorporated into the next cycle. Necessary corrective action was taken on the job announcements, job qualifications, and selection procedures.

An on-site review of Catholic Social Services (CSS), a successful PSR project located in Charlotte, North Carolina, was conducted with emphasis on the funding methodology. A new method of per capita funding will be used for this newly ap-

proved PSR. The Region will continue to closely monitor the outcomes of this new PSR grant to measure and compare the success of this new funding method.

On-site monitoring reviews of the Job Links grants in Alabama, Mississippi, and North Carolina were conducted. All three grants were found to be in compliance with only minor revisions necessary. Due to their record of successful, cost-effective linkage of refugees with jobs, these three grants have been extended.

The two PSR grants monitored in FY 1990 have been continued due to their record of successful relocation of refugee families from high welfare dependency States to low welfare dependency locations with good employment and medical insurance opportunities.

Region IV 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) – In FY 1990, the ORR Florida Office assisted HHS with an audit of the Refugee Assistance Program, which is administered by the Florida Department of Health and Rehabilitative Services (DHRS). The audit covers expenditures from 1986 to 1989 for Cash/Medical Assistance, Social Services, AFDC, Medicaid, and Targeted Assistance, including outlays for the Dade County school district and Jackson Memorial Hospital. ORR furnished auditors with copies of financial reports and grants, program reviews, summary reports, and lists of State officials in various districts to contact for further information. The ORR data unit prepared a tape for matching with Florida's welfare records. The audit is still in progress.

The office also initiated a new cooperative service under which a State health representative tested new arrivals for tuberculosis in our offices. Among the ethnic groups tested were Cubans, Haitians, Nicaraguans, Romanians, Soviets, Vietnamese, Ethiopians, and Afghans. Refugees testing positive were referred to the Public Health Service for follow-up and treatment.

The office continues to monitor State plans, State estimates, and State performance and to cooperate with the State in conducting on-site reviews of service providers, especially the larger contracts in the most impacted counties. Monitoring visits have confirmed that refugee/entrant eligibility is established prior to provision of services. Each employment program uses a number of services to employ participants, such as information and referral, intake/employability plan development, pre-employment orientation, employment counseling, and job

development. Once a participant is placed, follow-up services are provided to ensure that problems are resolved.

ORR's efficient data operation unit provides interstate and intrastate hotlines for refugee/entrant service providers, hospitals, MAAs, voluntary agencies, and Federal agencies. Data is continuously updated to include the most recent arrivals, such as the increased number of Cuban refugees arriving in small boats and rafts from Cuba and arriving from third countries, such as Venezuela and Panama. Data is continuously updated with the latest addresses, telephones, and relocations.

Office staff attended the DHRS statewide meeting which brought together program administrators, policy developers, health program officials, service providers, local voluntary agency heads, and Federal program officials. Several improvements in program operation and closer cooperation and understanding resulted from the exchange of information and ideas. In addition, the office works closely with the Regional Office of the Social Security Administration (SSA) to expedite applications for social security numbers.

Region V (Chicago) – The Key States Initiative (KSI) programs in Minnesota and Wisconsin were individually reviewed on site twice during the fiscal year, as required by the terms of the cooperative agreements. Each project site was reviewed by joint teams of staff members from the State refugee program, ORR Central Office, and Region V. Corrective action plans were developed for a number of the Wisconsin projects, resulting in constructive changes in what has already become a very favorable KSI program. In Minnesota, the KSI program was significantly altered in the Spring of 1990 and blended with the new State strategy and projects centered in the Minnesota Refugee Self-Sufficiency Program. The Minnesota KSI has also greatly improved its refugee data collection and reporting systems as a direct result of ORR review and advisement under KSI. The KSI programs in both States have produced substantive results to date in providing new arrival and welfare recipient refugees with access to full self-sufficiency.

Central Office and Region V staff also reviewed the Minnesota targeted assistance program (TAP), resulting in a number of positive changes in both Hennepin and Ramsey Counties. As a result of this review, TAP providers renewed and strengthened their emphasis on aggressive job development and placement services.

In addition to the semi-annual KSI reviews, the region also held technical assistance and program planning sessions in Michigan, Minnesota and Wisconsin to provide State staff and administrators with an opportunity to improve their programs

and service delivery. In Minnesota, ORR and consultant staff from other refugee programs conducted an extensive employment and job development services workshop for Minnesota employment program staff. In Wisconsin, regional staff joined KSI staff for a three-day planning and review session to design future KSI activities and to determine which program areas require modification or complete change. Workshop participants included the leaders of the Wisconsin JOBS program, the ORR Director, and Central Office and Region V staff. In Michigan, the program planning workshop included voluntary agency and service program staff, as well as regional and ORR refugee program leaders.

Region V conducted a fiscal review of the Ohio RCA and social service programs with the aim of providing technical assistance for more timely and accurate reporting of refugee program expenditures. The review identified a number of accounting errors, and as a result, Ohio financial staff are now able to capture resources previously under-utilized.

ORR and Region V staff also conducted a fiscal and program review of the Ohio unaccompanied minors program. The reviewers analyzed both voluntary agency provider and foster parent activities and found an excellent system of both program and fiscal accountability.

A workshop also reviewed health services and assistance to regular, matching grant, and unfunded (or Private Sector Initiative) recent arrivals from the Soviet Union and Eastern Europe. As a result, the conferees designed initial health screening and treatment protocols and planned future consultations on the health conditions and needs of this refugee population.

The matching grant refugee resettlement study begun in FY 1989 was completed during the first quarter of FY 1990. The welfare utilization of Illinois matching grant participants was reviewed at the case file level. The review continued to track the matching grant population throughout FY 1990 and added unfunded refugees arriving in Illinois.

Region V staff also assisted in a review of the Michigan refugee resettlement program. This program and administrative study included a thorough evaluation of the shift from Southeast Asian refugee arrivals to Middle Eastern and Soviet refugees arrivals.

Region VI (Dallas) – In FY 1990, Region VI made programmatic monitoring visits to ten separate State-administered refugee social services projects in the cities of Fort Worth, Houston, Oklahoma City, and Tulsa. A follow-up visit to the

Houston area was made six months later to review progress toward implementation of recommendations. No serious deficiencies or problems were found in these projects.

The Region also reviewed Job Links projects in Beaumont/Port Arthur and Dallas, Texas, and in Albuquerque, New Mexico. All three projects were found to be well on the way to meeting their project goals.

Region VII (Kansas City) – No submission.

Region VIII (Denver) – In Colorado, Region VIII staff monitored case management and English as a Second Language (ESL) programs to determine whether activities achieved stated objectives. Recommendations were sent to the State for corrective action. In addition, four financial management specialists and two program specialists conducted an in-depth review of all contracts relating to cash and medical assistance costs claimed on the Financial Status Report (SF-269.) The on-site reviews were held at State, county and contractor sites. The reviews have continued into FY 1991.

In Utah, Region VIII staff and the Utah refugee program staff jointly conducted an on-site review of three contractors of the Targeted Assistance project. Case file reviews were completed on all AFDC and RCA cases in the central office at Salt Lake City. The State accepted all suggested programmatic improvements. No corrective actions were required.

Region IX (San Francisco) – Region IX focused on States' compliance with ORR policy changes and the status of programs in California counties with major refugee impact.

Discussions were held during the first quarter with the California Refugee and Immigration Programs Branch (RIPB) to review State planning for implementation of the eight-week Job Search requirement for recipients of Refugee Cash Assistance (RCA), four-month time limitation policy, and phase-out of the Refugee Demonstration Project (RDP). Bi-monthly meetings were convened throughout the year to follow up on the status of the policy changes and to discuss major pending program issues.

Field reviews of California's refugee program were conducted in Fresno, Tulare, Merced, and Sacramento counties during the second quarter. The principal areas assessed were the implementation of the RCA Job Search requirements and the integration of the refugee program into the Greater Avenues for Independence

(GAIN) programs. In addition, regional staff monitored the Critical Unmet Needs grants in Fresno, Merced, and Tulare Counties.

Financial management and program staff conducted a joint review of claiming procedures in the Department of Social Services and the Department of Health Services to verify timely implementation of the four-month time limitation policy.

Program staff conducted a monitoring review of the refugee program in Los Angeles County, focusing on coordination efforts with the GAIN program, the status of the county's special project for Armenian refugees, and community-based discussions concerning ORR's Fish/Wilson demonstration authority.

Program staff participated in planning meetings with State staff, Federal representatives from the Department of Agriculture Food and Nutrition Service (FNS), the Health Care Financing Administration (HCFA), county staff, and representatives of the United States Catholic Conference (USCC) concerning implementation of the San Diego Fish/Wilson project.

During the fourth quarter, program staff reviewed social services and Targeted Assistance operations in relation to GAIN planning in Orange County.

Follow-up monitoring was done in Fresno and Merced counties to review their Critical Unmet Needs grants and Merced County's efforts to integrate the refugee program into their JOBS/GAIN program.

Program staff conducted a site visit to Tulare County to review the status of local efforts to develop viable service resources for refugees.

In Arizona, Region IX conducted an on-site review of the State's administrative structure and program management.

In Nevada, Region IX staff monitored the State's determination of eligibility for cash and medical assistance. Staff found that the State is in full compliance with ORR regulations.

Region X (Seattle) – Data Management Reviews were performed for all Region X States analyzing performance outcomes as reported on the Quarterly Performance Reports. A written analysis was issued to each State comparing outcomes and expenditures for the year with the five previous years. Where indicated, corrective actions were recommended. A follow-up review was conducted in the State of Washington to validate data reported on the QPR. Washington is working with the Region to correct certain data reporting problems.

In Idaho, the Region conducted reviews of the Job Links projects in Twin Falls and Boise. Both projects were found to be operating within the scope of the grant application and were meeting or exceeding projected goals. Many newly arrived refugees were being linked up with jobs immediately with little or no need for public assistance.

Review efforts in the State of Oregon were limited to the Refugee Early Employment Project (REEP). The project is in its fifth year of operation utilizing voluntary agencies to provide an alternate cash assistance delivery system. The system continues to perform without significant payment error.

The Washington Key States Initiative (KSI) grant was reviewed in December and June. This statewide initiative provides incentive payments based on welfare savings to those refugees who become employed. As a result of these reviews, Washington is working with the Region and ORR to convert the successful features of the initiative into a Wilson/Fish demonstration project.

- **Audits**

Audits conducted and issued pursuant to the Single Audit Act of 1984 (Pub.L. 98-502) and special purpose audits performed by the HHS Office of Inspector General were issued to several States administering refugee programs in FY 1990. The findings are summarized below.

California – Auditors recommended that the State should monitor refugee program recipients to assure compliance with Federal program requirements and to ensure tracking and reporting of unaccompanied refugee minors on a timely basis.

Florida – Federal funds in the amount of $53,993 were recommended for recovery. This represented use of Federal funds to pay cash and medical assistance payments after lapse of the eligible time period ($9,344) and payment of assistance after expiration of grant period ($44,649).

Illinois – Auditors recommended that the State perform redeterminations of client eligibility on a more timely basis.

Maryland – Federal funds in the amount of $107,518 were recommended for recovery. Cash assistance payments of $104,195 and medical assistance payments totaling $3,323 were made to refugees whose eligibility had expired.

New York – Federal funds in the amount of $1,821,709 were recommended for recovery. This represented overstated claims on the Quarterly Expenditure Report. Procedural changes of a non-monetary nature were recommended. Federal funds in the amount of $1,517 were recommended for recovery to adjust for an incorrect allocation base used by New York City.

Pennsylvania – Federal funds in the amount of $2,304,137 were recommended for recovery. These represented expenditures which were not supported by documentation, expenditures for clients who were not refugees, and expenditures for refugees who were ineligible.

Rhode Island – Auditors recommended that only those expenditures paid during the quarter should be included as outlays on the Federal financial status report (SF-269).

Virginia – Auditors recommended procedural changes, including emphasizing accuracy in recording tasks and proper coding procedures.

Program Evaluation

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

- **Contracts Awarded in FY 1990**

No new contracts were awarded.

- **Studies in Progress**

The following evaluation studies remain in progress:

Evaluation of the Key States Initiative, contracted to Deloitte Touche of Seattle, Washington, for $336,781 in FY 1987 for a two-year period and $296,746 in FY 1989 to continue the study for an additional 18 months, to conduct an evaluation of a special initiative to increase self-sufficiency and reduce welfare dependency in selected States with high refugee welfare dependency. The Key States Initiative (KSI) is a collaborative effort between the Office of Refugee Resettlement and 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.

Findings to date are highlighted below:

Wisconsin

The Wisconsin Key States Initiative involves nine communities and 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. By the end of its second year of operation, Wisconsin had received $1,614,045 in KSI funds.

Refugee Characteristics: The KSI population in Wisconsin consists primarily of Hmong two-parent families receiving AFDC, who have been in the U.S. an average of six years. The average family has 5.5 members. The typical KSI participant is 31 years old and has slightly more than five years of formal education.

Entered Employments: As of the end of the second year, 730 individuals had entered employment, 45.1 percent of the 1,618 individuals in the caseload. Over 70 percent of the placements were full-time. The average wage was $5.20 per hour.

Grant Terminations: Welfare grant terminations due to employment increased to 319 from 169 in year one, substantially exceeding the goal of 271 terminations for the first two years.

Welfare Savings: Grant savings due to welfare terminations and grant reductions over the two-year period totaled $1,987,581, representing 123 percent of the total KSI budget.

Gross Wage Increases: This key measure of program effectiveness has risen dramatically to a cumulative total of $4,805,568, almost triple the total KSI budget.

Washington

The Washington KSI is a Statewide program that promotes economic independence through early employment. The State uses the established service delivery system to provide intensive job and career preparation training and extensive cultural adjustment training for specific socialization and cultural adaptation problems. In its first year of operation, Washington received $350,000 in KSI funds. The evaluation focused on four counties in the Puget Sound area.

Refugee Characteristics: The average Washington KSI participant was 31.5 years of age, in a family of 3.1, who had been in the U.S. for 16 months. Eighty percent were Southeast Asian; 78 percent had never worked in the U.S. Sixty-two percent received RCA; about one-half of these were single.

Entered Employments: By the end of the first year, 529 individuals had entered employment, 31 percent of the 1,703 individuals in the caseload. Seventy percent of the placements were full-time or nearly full-time jobs. The average wage was found to be $5.78 per hour.

Grant Terminations and Reductions: KSI resulted in 247 welfare grant terminations and 47 grant reductions due to employment.

Welfare Savings: Net grant savings in the four counties totaled $290,801 after Federal KSI expenditures of $262,500. For the entire State, net grant savings of $341,626 were estimated for Federal KSI expenditures of $350,000.

Gross Wage Increases: KSI participants who entered employed earned a total of $1,648,070 more than in an earlier baseline period.

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 increas-

ing the focus on direct employment services. Minnesota had received $972,231 in KSI funding by the time of the second-year evaluation.

Refugee Characteristics: The average Minnesota KSI participant was 34 years of age, in a family of six, who had been in the U.S. for 28 months. Two-thirds were Hmong, most of the remainder Cambodian.

Entered Employments: As of the end of the second year, 207 or 23 percent of all KSI participants had entered employment. Wages were found to average $4.76 per hour. Participants who switched jobs found employment at wages averaging $5.16 per hour. Fifty-eight percent worked full-time.

Job Retention: Sixty-two percent of the refugees who were ever employed under KSI were still working at the end of the second year.

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

Grant Terminations and Reductions: By the end of the second year, KSI had resulted in 43 grant reductions and 98 welfare terminations due to increased employment.

Grant Savings: Savings were high enough in year two ($799,442) to offset the first year loss due to heavy start-up costs and bring cumulative grant savings to $545,225, or 56 percent of total costs.

Gross Wage Increases: Evaluators found that this key measure of program effectiveness increased fivefold to $661,236.

Final reports on the findings in each KSI State will be available in FY 1992.

- **Studies Completed in FY 1990**

The following study was completed in FY 1990:

A report, entitled **Promoting Mental Health Services for Refugees: A Handbook on Model Practices,** was prepared by Lewin/ICF and Refugee Policy Group (RPG) of Washington, D.C. as part of a two-year contract, funded in FY 1987 for $226,817, to evaluate the results of an ORR-funded, 3-year refugee mental health initiative, administered by the National Institute of Mental Health. The report contains case studies of the best refugee mental health programs that have been imple-

mented in different locations around the country. Some of these programs were developed through the refugee mental health initiative and others were not. The report is designed to help service providers, refugee organizations, and mental health professionals to develop accessible and appropriate mental health services for refugees. The report contains practical suggestions for the design and implementation of culturally appropriate mental health programs for refugees.

The handbook is divided into three parts. The first part provides a brief review of the mental health problems of refugees, barriers they face in obtaining care, and Federal efforts to make appropriate mental health services more available.

The second part presents case studies for each of five different strategies for providing refugee mental health services:

- Hiring bicultural paraprofessional staff to support or supplement the professional staff in a mainstream community mental health center;
- Locating a mental health program for refugees within the setting of a general-purpose medical facility, such as a hospital or clinic;
- Providing mental health services as part of an ethnic organization which provides other (non-medical) services to the refugee community, such as employment training or social adjustment services;
- Establishing specialized mental health programs for refugees to address special problems, such as counseling for refugee women who are victims of domestic violence or treatment for survivors of torture by a foreign government; and
- Providing mental health services through a mobile team approach which provides clinical consultations, appropriate training, and emergency technical assistance on a rotating basis to localities with small numbers of refugees.

Each case study provides information about how the program was established, the range of services that are offered, the target populations, fund raising strategies, the design of the service system, and staffing. Each case study also includes a summary of "key elements" or factors that enabled the program to become established and to respond effectively to the needs of refugees.

The handbook concludes with a summary of lessons learned from the case studies and guidelines for developing local service capacity. An index cross-references the "lessons learned" topics with the case studies, allowing the reader to locate relevant pages from the case studies that may serve as useful models for particular

issues or efforts. The addresses and phone numbers for each case study project are also included.

Data and Data System Development

Maintenance and development of ORR's computerized data system on refugees continued during FY 1990. 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 1990 for approximately 1.2 million out of the 1.4 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. During FY 1990,

ORR developed a new data entry screen to improve the process of capturing data from this form. Findings pertaining to the refugees who adjusted their status during FY 1990 are reported in the "Adjustment of Status" section, pages 103 - 104.

In FY 1990, 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 1980-1988 tax years are presented in the "Economic Adjustment" section, pages 98 - 102.

In FY 1990, 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.

Following meetings with State and local government officials, voluntary agencies, and refugee leaders, the annual consultations with the Congress on refugee admissions for FY 1991 took place in September and October, 1990. After considering Congressional views, the President signed Presidential Determination No. 91-3 on October 12, 1990, setting the world-wide refugee admissions ceiling for the U.S. at 131,000 for FY 1991. This included a ceiling of 121,000 persons for which Federal funding may be used, allocated to regional subceilings as follows: 52,000 refugees from East Asia, 50,000 from the Soviet Union; 5,000 from Eastern Europe; 6,000 from the Near East/South Asia; 4,900 from Africa; and 3,100 from Latin America/Caribbean.

An additional 10,000 refugee admission numbers are contingent on private sector funding. (It is expected that 3,000 of these 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 permanent residence status of aliens who have been granted asylum in the United States, as justified by humanitarian concern or otherwise in the national interest.

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

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

- Present and former political prisoners, persons in imminent danger of loss of life and other persons of compelling concern to the United States in countries of Latin America and the Caribbean, and their accompanying family members.

- Persons in Cuba who are (1) in immediate danger of loss of life and for whom there appears to be no alternative to resettlement in the United States, or (2) are of compelling concern to the United States, such as former or present political prisoners, dissidents, or human rights and religious activists, or (3) were employed by the United States Government for at least one year prior to the claim for refugee status; and their accompanying family members.

- Persons in the Soviet Union and Romania.

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 4.6 percent in FY 1990 compared with FY 1989, continuing the reversal of the downward trend from 1984 to 1988. By the end of the year, approximately 957,300 had been resettled in the country. At that time, about five percent had been in the U.S. for under one year, and 78 percent had been in the country for more than five years, long enough to become citizens. About 30 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 1990, the Vietnamese made up 62 percent of the total while 22 percent were from Laos, and about 16 percent were from Cambodia. About 43 percent of the refugees from Laos are from the highlands of that nation and are culturally distinct from the lowland Lao.

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 1990, the median age of the resident population of people who had arrived as refugees was 27, with no age difference between men and women. Approximately 2.2 percent of the refugees were preschoolers in late 1990, 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 23 percent of the total, and an additional 19 percent are young adults aged 18-24. A total of 61 percent of the population are adults in the principal working ages (18-44). About 3.6 percent, or roughly 31,400 people, are aged 65 or older.

At 957,300 persons, the Southeast Asians have probably surpassed the numeric level of the Cubans, who have been the largest of the refugee groups admitted since World War II. Most Cubans entered in the 1960s and are well established in the United States. Many have become citizens. Since 1975, about 41,000 Cuban refugees have arrived, which is less than five 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 37 and 52 percent of the population are males.

Approximately 220,000 Soviet refugees arrived in the United States between 1975 and 1990; the peak periods have been 1979-1980 and 1988-1990. Those permitted to emigrate by the Soviet authorities have been primarily Jews and Armenians, and more recently, Pentecostal Christians. Women are 51 percent of 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.

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

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

the Refugee Act number more than 37,000, with the largest numbers having arrived in 1982 and 1983. More than 35,000 Romanian refugees have entered since April 1, 1980, along with 10,000 refugees from Czechoslovakia, 6,000 from Hungary, and lesser numbers from the other Eastern European nations. By the end of FY 1990, the refugee population from Afghanistan was more than 27,000 while that from Ethiopia exceeded 24,000. More than 32,000 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 6.

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. Growth in the State populations of Southeast Asian refugees during FY 1990 was due primarily to new arrivals from overseas, as the reported secondary migration during FY 1990 was low relative to the size of the population.

Because the INS Alien Registration of January 1981 was the most recent relatively complete enumeration of the resident refugee population, it was the starting point for the current estimate of their geographic distribution. (These 1981 data appeared in the ORR Report to the Congress for FY 1982.). The baseline figures as of January 1981 were increased by the known resettlements of new refugees between January 1981 and September 1990, 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 4.

At the close of FY 1990, 20 States were estimated to have in excess of 10,000 residents who arrived as Southeast Asian refugees. These States were:

STATE	NUMBER	PERCENT*
California	378,900	39.6%
Texas	71,800	7.5
Washington	45,200	4.7
Minnesota	35,000	3.7
New York	34,400	3.6
Pennsylvania	30,400	3.2
Massachusetts	30,200	3.1
Illinois	30,000	3.1
Virginia	24,300	2.5
Oregon	21,300	2.2
Florida	16,400	1.7
Wisconsin	16,300	1.7
Louisiana	15,800	1.7
Colorado	13,000	1.4
Michigan	13,000	1.4
Ohio	13,000	1.4
Georgia	12,600	1.3
Maryland	11,300	1.2
Kansas	11,300	1.2
Iowa	10,600	1.1
TOTAL	**834,800**	**87.2%**
Other	122,500	12.8%
TOTAL	**957,300**	**100.0%**

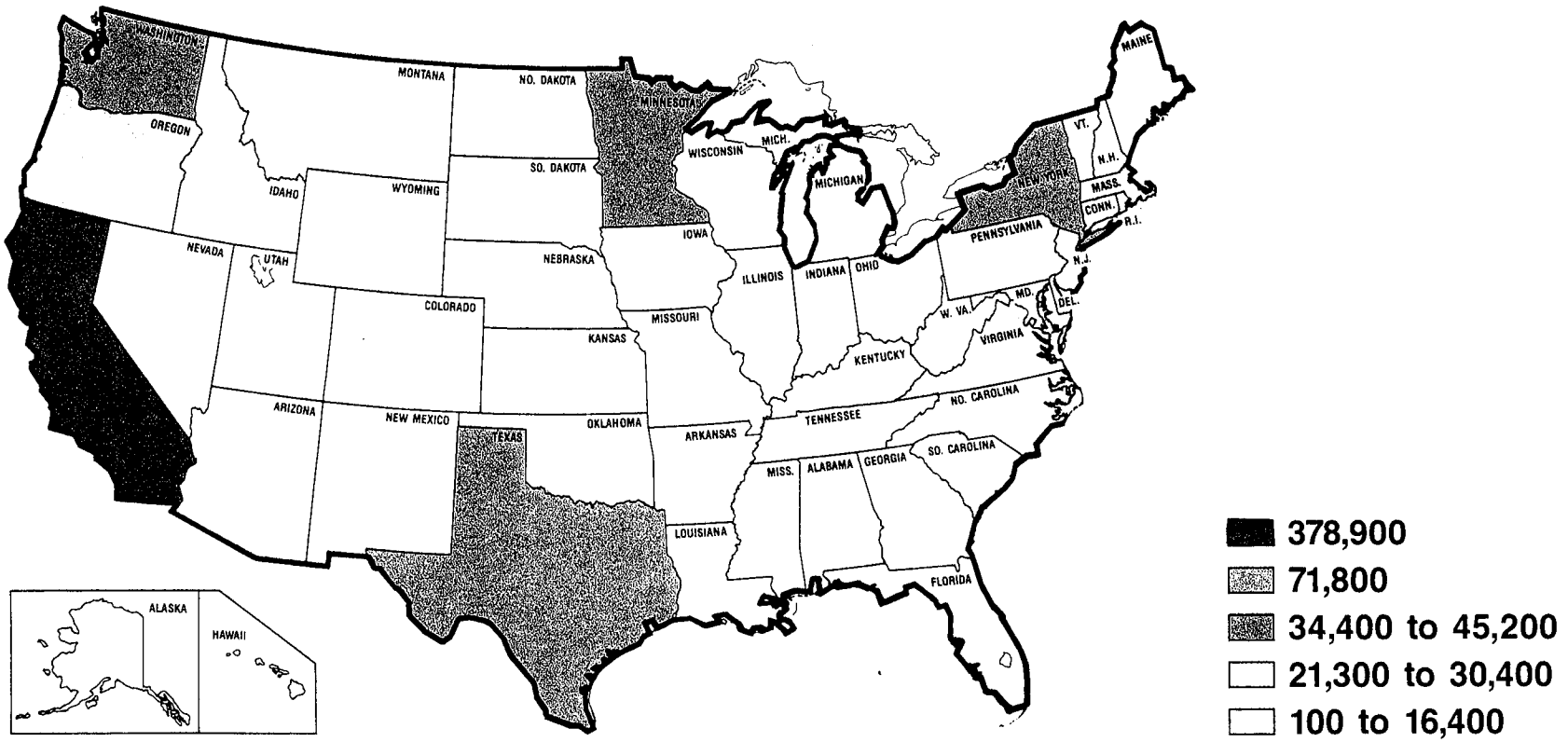
This list of 20 States is nearly unchanged from one year earlier, at the close of FY 1989. California, Texas, and Washington have held the top three positions since 1980. Minnesota continued to hold fourth place over New York. Illinois dropped from sixth place to eighth place behind Pennsylvania and Massachusetts; all three States have refugee populations just over 30,000. Virginia with more than 24,000 and Oregon with more than 21,000 round out the top ten States.

The proportion of Southeast Asian refugees living in California is now estimated at 39.6 percent, about the same proportion as estimated since 1987. Over a seven-year period from 1983 to 1990, ORR data show a declining trend in secondary migration to California so that most of the State's growth in refugee population now can be attributed to initial placements of new arrivals who are joining established relatives. Almost all of these 20 States maintained steady growth and a constant share of the refugee population. Similarly, the Southeast Asian refugee populations of most States grew slightly or remained relatively stable during FY 1990.

* Percentages were calculated from unrounded data. Rankings are based on unrounded data.

ESTIMATED SOUTHEAST ASIAN POPULATION

1975 TO SEPTEMBER 30, 1990
TEN TOP STATES



Total All States: 957,300

Ten Top States: 701,500 (73.3%)

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, 1990, 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, 1990. 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. Thirteen 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 1990 covered approximately 23 percent of the refugee population of less than 3 years' residence in the U.S. This coverage is about half of that obtained in previous years, because ORR reimbursement for cash and medical assistance covered a smaller proportion of the three-year population in June, 1990 than in earlier years. Probably for the same reason, the volume of reported migration was considerably reduced in 1990.

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 69,003 refugees, 23 percent of the refugee population whose residence in the U.S. was less than 3 years as of the reporting date. Of these refugees, 83 percent were still living in the State in which they were resettled initially, and the resettlement site of an additional eight percent was not established. The reported interstate migrants numbered 5,584. Of this migration, 21.8 percent, representing 1,215 people, was into the State of Washington from other States. California received 716 in-migrants, or 12.8 percent of the reported migration, while Texas received 12.3 percent and New York 7.3 percent. This was the first time that California did not dominate the secondary migration statistics, and indeed the in-migration to California was almost fully offset by out-migration. Washington has been an increasingly popular destination for secondary migration for several years.

Almost every State experienced both gains and losses through secondary migration. On balance, 13 States gained net population through secondary migration. The States losing the most people through out-migration were, in order, California, Texas, New York, Florida, and New Jersey. 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 619 people, and was the source of 11.1 percent of the reported out-migration. Examination of the detailed State-by-State matrix showed two major migration patterns: a movement into Washington and California from all other parts of the U.S., and a substantial amount of population

exchange between contiguous or geographically close States. The first pattern is consistent with the historical pattern of migration by the refugees from Southeast Asia and the second is predictable from general theories of migration.

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 1988, 1989, and 1990 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.

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 1990, 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 1990, ORR completed its 19th 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 1985 through April 1990 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 1990

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 1990 survey indicate a labor force participation rate of 36 percent for those in the sample aged 16 years and older as compared with 66 percent for the U.S. population as a whole. Of those in the labor force — that is, those working or seeking work — approximately 92 percent were employed as compared with 94.5 percent for the U.S. population.

Thus, for refugees who entered the U.S. after April 1985, labor force participation was considerably lower than for the overall United States population and the unemployment rate was about half again 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 1985 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 1990 had a labor force participation rate of 21 percent and an unemployment rate of 31 percent. Those arriving in earlier years showed increasing rates of labor force participation and decreasing unemployment rates, with unemployment rates by the third year as low as those in the general population.

A comparison of data from ORR's 1990 and previous annual surveys illustrates refugee labor force participation rate trends over time. Generally, annual cohorts

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* A technical description of the survey can be found on page 95 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 1986 arrivals during their first year in the U.S. was 31 percent, rising slowly to 37 percent in 1990. 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, 37 percent in 1988 and 1989, and 36 percent in 1990.

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 to 11 percent, but it dropped again to eight percent in 1990. Employment trends over time are observable when examined by year of entry. For 1986 arrivals, unemployment decreased from 25 percent in 1986 to eleven percent in 1987 and to five percent in 1990. For 1987 arrivals, it decreased from 32 percent in 1987 to 11 percent in 1988 and to two percent in 1990. The 1989 arrivals, whose unemployment rate in 1989 was 27 percent, saw their rate nearly halved to 14 percent in 1990.

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; 16.4 percent held similar jobs in the United States in 1990. Conversely, far more Southeast Asian refugees hold blue collar jobs in the U.S. than they did in their countries of origin. The survey data indicate, for example, a doubling of those in skilled blue collar occupations and a seven-fold increase of those in semi-skilled jobs over the proportions in those jobs in Southeast Asia. Over the past six 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 33.1

Current Employment Status of Southeast Asian Refugees,* 1990

Year of Entry	Labor Force Participation (Percent) In 1986	In 1987	In 1988	In 1989	In 1990	Unemployment Rate (Percent) In 1986	In 1987	In 1988	In 1989	In 1990	Response Rate** 1990
1990	–	–	–	–	21	–	–	–	–	31	98
1989	–	–	–	21	35	–	–	–	27	14	92
1988	–	–	20	30	33	–	–	21	24	5	85
1987	–	22	30	35	30	–	32	11	10	2	79
1986	31	32	33	38	37	25	11	7	7	5	76
1985	25	32	32	37	34	20	9	5	12	6	72
Total*** Sample	41	39	37	37	36	16	12	8	11	8	82
U.S.**** Rates	65	66	66	66	66	7	6	5	5	5.5	–

*Household members 16 years of age and older.

**Proportion of original sample of 774 successfully located and interviewed, by year of entry. The total number interviewed, 633, was 82 percent of the original sample. See Technical Note, page 95.

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

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

percent in 1990 while white collar employment has leveled off after a drop in 1985 due to the sampling changes discussed earlier.

Current and Previous Occupational Status, 1990

Occupation	In Country of Origin	In U.S.
Professional/Managerial	7.1%	1.7%
Sales/Clerical	20.9%	14.7%
(TOTAL WHITE COLLAR)	(28.0%)	(16.4%)
Skilled	10.2%	24.5%
Semi-skilled	4.3%	33.1%
Laborers	0.6%	5.3%
(TOTAL BLUE COLLAR)	(15.1%)	(62.9%)
Service workers	18.9%	19.7%
Farmers and fishers	38.0%	1.0%

Factors Affecting Employment Status

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

For those under the age of 25, the pursuit of education was the overriding concern. For those between the ages of 25 and 44, family needs also became a major concern, and for those over the age of 44, 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. Educational pursuits as a reason for not seeking work were cited more often than in the previous four years. This category was possibly affected by the 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 remained stable in all age groups. The response category "other," which includes responses in which more than one listed reason is cited as well as reasons not listed, was cited less often in 1990 than in the three prior surveys by all age categories.

Reasons for Not Seeking Employment*, 1990

Age Group	Percent Citing: Limited English	Education	Family Needs	Health	Other
16-24	4.3%	84.9%	7.2%	1.4%	2.2%
25-34	9.8%	34.9%	32.6%	12.1%	10.6%
35-44	14.9%	24.1%	33.2%	19.9%	7.9%
Over 44	10.1%	12.7%	8.5%	59.5%	9.2%

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 21 percentage points lower than that for the overall United States population, compared with a gap of 30 points for the entire sample. Refugees who said they spoke no English had a labor force participation rate of only five percent and an unemployment rate of 13 percent.

Effects of English Language Proficiency, 1990

Ability to Speak and Understand English	Labor Force Participation	Unemployment	Average Weekly Wages**
Not at all	5.0%	13.3%	$166.28
A little	33.5%	9.4%	$211.86
Well	52.3%	6.7%	$244.21
Fluently	44.7%	0.0%	$237.25

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

* 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.

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

Achieving Economic Self-Sufficiency

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

Refugees in the survey are asked to assess their English language competency at the time of their arrival. These self-assessments have proved to be somewhat unstable over time, with some refugees apparently overestimating their English ability initially and then re-evaluating it at a lower level when interviewed in their second or third year. For example, in 1989, 14 percent of the newest arrivals reported that they spoke English well or fluently upon arrival, but in 1990, only five percent of the 1989 arrivals claimed that degree of fluency in English. Overall, many fewer claimed to be fluent in English than had been the case in 1989, but the pattern was similar to that reported in 1988 and earlier years. In 1988, 57 percent of the newest arrivals said they spoke no English on arrival, but in 1990 only 36 percent of the newest arrivals gave a similar report. The difference in educational level between 1985 and later arrivals is slight, averaging about four to six years for each cohort except the 1990 arrivals, who averaged 7.5 years of education.

Background Characteristics at Time of Arrival by Year of Entry for Refugees 16 Years of Age or Over, 1990

Year of Entry	Average Years of Education	Percent Speaking No English	Percent Speaking English Well or Fluently
1990	7.5	36.4%	1.0%
1989	5.6	53.5%	4.9%
1988	5.0	47.8%	1.9%
1987	5.0	50.6%	1.7%
1986	5.1	50.9%	3.1%
1985	4.3	57.5%	1.8%

Note: These figures refer to self-reported characteristics of incoming refugees at time of arrival in the United States and should not be confused with the **current** characteristics of these refugees. All figures are based on responses of refugees 16 years and older at the time of the 1990 survey who arrived from 1985 to 1990.

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 90.) 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 is like the 1989 pattern and 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. (These figures appear in the table on page 97.)

Households that receive no cash assistance are smaller by 1.4 persons than assisted households and have, on an average, 4.4 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-fifth of all members of households receiving only cash assistance income are under six years of age, and almost half are under 16.

- Only 6.3 percent of members of households not receiving cash assistance are under six years of age. Since these households have an average size of 4.4 members, this can be interpreted to mean that only 28 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 five previous surveys, the 1990 survey showed no significant change in household reliance on cash assistance. Of the households surveyed in 1990, 33.6 percent were self-sufficient compared with 33.1 percent in 1989, 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 was stable: 17 percent of the

1990 and 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 1990 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 down (see table, page 90), producing a drop in the pool of unemployed refugees who are seeking work and a slight increase 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 17 and November 2, 1990, was the 19th in a series conducted since 1975. It was designed to be representative of Southeast Asians who arrived as refugees between May 1, 1985, and April 30, 1990, 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 1990 sample included 774 persons of whom 187 were first selected for the 1986 survey, 142 in 1987, 139 in 1988, 168 in 1989, and 138 in 1990. A total of 633 interviews were completed, or 81.8 percent of the full sample.

Of the 470 refugees sampled from 1986 through 1989 and interviewed in 1989, 428 (91 percent) were interviewed again in 1990. In addition, 77 refugees from the earlier samples who were not interviewed in 1989 were located and interviewed in 1990. Of the 138 refugees first sampled for the 1990 survey, 128 (93 percent) were interviewed.

Patterns in the Adjustment of Southeast Asian Refugees Age 16 and Over* 1990

Length of Residence in Months

	0-6	7-12	13-18	19-24	25-30	31-60
Labor force participation	20.6%	27.1%	32.5%	36.4%	35.2%	32.5%
Unemployment	**	20.0%	16.1%	10.9%	2.7%	4.4%
Weekly wages of employed persons	**	$209.61	$171.15	$213.30	$206.47	$231.76
Percent in English training	52.9%	47.0%	36.1%	27.8%	29.5%	18.9%
Percent in other training or schooling	14.7%	17.5%	23.6%	23.8%	25.2%	26.4%
Percent speaking English well or fluently	5.9%	16.3%	18.3%	37.1%	35.4%	43.1%
Percent speaking no English	8.8%	21.7%	26.2%	16.6%	20.1%	13.7%

*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, 1990

Households with:	Assistance Only	Assistance and Earnings	Earnings Only	Total Sample
Average household size	5.8	6.0	4.4	5.4
Average number of wage-earners per household	0.0	1.5	2.2	1.0
Percent of household members:				
Under the age of 6	21.1%	8.9%	6.3%	14.1%
Under the age of 16	47.2%	27.1%	21.1%	35.0%
Percent of households with at least one fluent English speaker	2.2%	11.1%	9.9%	6.3%
Percent of sampled households	49.3%	17.1%	33.6%	N = 633

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 1988.

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 1988, total income received by this group of refugees increased substantially. In the aggregate, these refugees had more than $2 billion in income annually:

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* 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, 1982-1988 *

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
1988	$2,231	$1,699	$532

From 1982 to 1988, the adjusted gross incomes of tax filing units increased. The 1976-1979 cohort still earned less on average than the 1975 cohort, but its income continued to improve more rapidly. Since 1985, the median income of the 1975 cohort has surpassed that of all U.S. tax filing units:

Median Adjusted Gross Income of Tax Filing Units, Southeast Asian Refugees, 1982-1988*

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
1988	$17,560	$18,963	$15,261	1.24	$18-19,000

In 1988, more than 10,700 refugee tax filing units reported income from self-

* Refugees who arrived from 1975 through late 1979.

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

employment, which has been a traditional road to success among immigrants in the United States. They reported more than $103 million in self-employment income.

The proportion of tax returns filed showing incomes high enough to result in a tax liability continued to be about 80 percent, while the amount of tax liability showed a strong increase. The Southeast Asian refugees who arrived between 1975 and 1979, who comprise about 21 percent of all refugees admitted between 1975 and 1988, were paying over $217 million yearly in Federal income taxes by 1988.

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
1988	79.3%	80.4%	76.3%	$217.7

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 1980-1988 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
1988	$2,045,986	*	$3,529	$48,988

* 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%
1988	28.6%	19.6%

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 in-

creasing 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, which continued in 1988. 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 1990, 83,135 refugees adjusted their immigration status under this provision. A total of about 741,000 refugees have become permanent resident aliens in this way since 1981.

In addition, laws predating the Refugee Act provide for other groups of refugees (who entered the U.S. prior to enactment of the Refugee Act) to become permanent resident aliens after waiting periods of various lengths. The number of Cubans adjusting status under the Cuban Refugee Adjustment Act of 1966 was 8,383 in FY 1990. 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 534,000 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 1990 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 1990, the maximum of 5,000 political asylees were granted permanent resident alien status. This represents the seventh consecutive year in which the maximum number was reached. In order to alleviate a large backlog of persons eligible under this provision, Congress has raised the maximum of adjustments to 10,000 per year, effective with FY 1991.

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 1989, the most recent year for which data are available, approximately 190,000 former Southeast Asian refugees became U.S. citizens. This represents about 27 percent of those eligible for naturalization by the close of FY 1989. However, this figure is considered to be a low estimate since it does not include some categories of naturalization: persons becoming citizens under special provisions of the law, such as marriage to a U.S. citizen, or administrative certificates of citizenship issued to young children whose parents are naturalized. On average, the Southeast Asians who become naturalized citizens are doing so in their seventh or eighth year of residence in the U.S.

By way of contrast, during the decade of the 1980s, about 112,000 Cubans became U.S. citizens, but all except 23,000 of them had arrived in the U.S. before 1975. This total represents a mixture of Cubans who arrived as immigrants, as entrants in 1980, as refugees during the 1980s, or as refugees in earlier decades. Because the history of Cuban refugee migration is longer and more complicated than that of the Southeast Asians, their naturalization rate cannot be estimated from the published data with reasonable confidence. However, most Cubans who were naturalized in the 1980s had waited for a relatively long time to do so, more than 12 years on average.

The other large refugee group of the 1970s and 1980s, the Soviets, show a higher propensity to naturalize than the Southeast Asians or the Cubans. During the 1980s, nearly 50,000 persons born in the U.S.S.R became citizens, and this represents almost half of those who arrived from 1975 through 1984 as refugees. The Soviets who naturalized during most of the 1980s did so on average during their sixth year in the U.S., but by the end of the decade this average had lengthened to the eighth or ninth year.

IV. REFUGEE RESETTLEMENT – DIRECTIONS FOR THE FUTURE: The Director's Message

Message from Chris Gersten, Director of the Office of Refugee Resettlement

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. ORR provides funds to States for cash and medical assistance grants to needy refugee families during their initial months in the U.S. if they are not otherwise eligible for assistance under other State programs. 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 121,000 refugees in FY 1991, the admissions ceiling authorized by President Bush. Regional allocations provide for a ceiling of 4,900 refugees from Africa; 52,000 from East Asia; 50,000 from the Soviet Union; 5,000 from Eastern Europe; 6,000 from the Near East/South Asia; and 3,100 from Latin America/Caribbean. Up to 10,000 additional refugees will be admitted under a Private Sector Initiative not designated for any specific country or region. It is anticipated that approximately 30 percent of these privately-funded refugees will be Cubans who have fled their homeland and are currently living in countries of first asylum.

One of the goals of ORR is to address the hardships imposed on States resulting from uncertainty related to CMA* funding. Toward that end, ORR has increased its monitoring of CMA expenditures in order to advise States as early as possible of the status of the CMA funding situation. ORR has also convened a CMA workgroup, made up of State Coordinators, ACF regional representatives, and

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* Cash/Medical/Administration, including funds for cash assistance, medical assistance, aid to unaccompanied minors, SSI supplemental payments, and administrative expenses related to the refugee program.

ORR staff members to develop and consider various options to improve the provision of cash and medical assistance in future years.

A priority for ORR in FY 1991 will be to continue to reduce welfare dependency in States with large numbers of refugee welfare recipients and to promote assistance to special populations through the national discretionary program.

Another goal of ORR is to work with the Office of Family Assistance, another component office of the Administration for Children and Families, to provide timely, effective services to refugees under the new Job Opportunities and Basic Skills Training (JOBS) program. In FY 1991, ORR will promote joint projects that combine Key States Initiative (KSI) and JOBS funding in certain States with high refugee welfare dependency.

National Resettlement Trends

The proportion of refugees admitted from the Soviet Union and Eastern Europe increased in FY 1990, representing 47 percent of total refugee arrivals, compared with 45 percent the year before. The proportion of Southeast Asian refugees and Amerasian immigrants was 42 percent of total FY 1990 arrivals compared to 43 percent the previous year. For FY 1991, both groups are expected to be admitted in about the same proportion as in FY 1990.

Overall, refugee admissions from Eastern Europe declined by nearly one third from the year before: differences among nations in this region were dramatic. Admissions from nations which experienced significant democratization (Poland, Czechoslovakia, Hungary) dropped more than 60 percent. On the other hand, admissions from Albania, Bulgaria, and Romania – countries which have experienced continued turmoil – increased more than 20 percent.

As do regular immigrants, refugees tend to concentrate their settlement in a few States. This concentration lessened a bit for the second straight year – the top 10 States accounted for 73.3 percent of all arrivals in FY 1990 as opposed to 76.8 percent the year before, while the top 15 States received 82.5 percent compared with 85.1 percent the year before. As in past years, California has been the residence of choice for newly arriving refugees, with about 25 percent (31,024) of new arrivals resettling in California. This is largely due to the sizeable 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 al-

ready there. In FY 1991, California should continue to receive the highest number of Southeast Asian arrivals.

California's share of new refugee arrivals (25 percent) declined somewhat from FY 1989 when it received 29 percent, and both figures mark a substantial drop from FY 1988, when 45.6 percent of new arrivals went to California. New York resettled the second highest number, 19 percent of new arrivals in FY 1990 (23,299), representing a slight increase from FY 1989, when it received 18.7 percent (20,033). Florida (6,903) was third with 5.6 percent of new arrivals followed by Texas (5,704) with 4.7 percent and Massachusetts (4,655) with 3.8 percent. Ten other States had more than 2,000 arrivals.

The following sections highlight new and ongoing initiatives which represent ORR's priorities in FY 1991 for the refugee program.

Incentives To Increase Self-Sufficiency

In keeping with its primary goal of assisting refugees in attaining economic self-sufficiency, ORR provides funds for innovative programs which help refugees to become independent of public assistance. Under the discretionary grant program, social service funds are awarded for initiatives that increase refugee self-sufficiency and reduce welfare dependency through employment. Under the Wilson/Fish program, Federal funds are used for alternative approaches to providing cash and medical assistance in order to promote early self-sufficiency. The Director of ORR is committed to promoting self-sufficiency projects and encourages States, voluntary agencies, and other interested parties to provide new approaches to achieving economic independence for welfare-dependent refugees.

- **Wilson/Fish Demonstration Projects**

Under the Wilson/Fish demonstration authority, Federal funds may be used to demonstrate alternative approaches to the provision of cash and medical assistance, social services, and case management, for the purpose of achieving earlier self-sufficiency.

In FY 1991, ORR will continue to fund the Oregon Refugee Early Employment Project (pp. 40 - 43), which integrates the delivery of cash assistance with case management, social services, and employment services in an effort to increase refugee employment and reduce reliance on cash assistance. The results have been

encouraging so far with Oregon reaching its goal of placing 75 percent of employable refugees in jobs within 18 months.

ORR has also awarded a grant to the United States Catholic Conference to fund a Wilson/Fish project in San Diego to serve 1,000 refugees. USCC is the first private organization which has been awarded funds to operate an alternative program of refugee resettlement. ORR has actively promoted Wilson/Fish demonstration projects as a means of improving refugee self-sufficiency and believes that a successful outcome in this project will demonstrate the ability of non-profit organizations to develop alternative programs.

- **Key States Initiative (KSI)**

ORR will continue to respond to the persistence of high welfare dependency in selected States with larger refugee populations and high welfare dependency. Under the Key States Initiative (pp. 44 - 46), States have designed strategic plans to reduce dependency for targeted populations in selected communities through the provision of special work incentives and services.

The KSI programs have had successful results over the past three years. Job placements and welfare terminations have increased dramatically in some KSI programs, generating significant welfare cost savings. In the State of Washington, refugees who reduced or ended reliance on public assistance received reimbursement for job-related expenses, such as transportation and child care. To date, the program costs of $624,942 have produced total welfare savings of $1,682,253, resulting in net savings of $1,057,311. Because of the success of this initiative, the State is developing a Wilson/Fish demonstration project which will incorporate the key elements of the KSI program.

The Wisconsin KSI has placed over 1,500 long-term welfare recipients in jobs, resulting in self-sufficiency for 616 refugee families and grant reductions of $2.8 million, for a net gain of $800,000 over the $2 million spent in KSI funding during the first 30 months.

The Minnesota and New York KSIs have also shown significant improvement in terms of welfare reductions and grant savings. In the past year, New York reduced welfare grants by $589,000 with its KSI grant of $500,000. In the second year of its KSI program, Minnesota's grant reductions ($799,442) outpaced KSI costs ($472,231) by 69 percent.

In FY 1991, ORR expects that its cooperative agreements with these four States will result in further welfare grant terminations due to employment and subsequent significant cost reductions as well. ORR plans to expand the number of States providing services to refugees under KSI.

- **Planned Secondary Resettlement (PSR)**

ORR also continues to place a high priority on assisting interested refugees in communities with poor employment opportunities to relocate to communities which have healthy local economies and better employment prospects. The Planned Secondary Resettlement program (pp. 49 - 51) has relocated over 1,500 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 – welfare utilization has decreased to almost zero, even though many PSR families had been long-term AFDC recipients.

ORR intends to increase the PSR program in FY 1991. Three new relocation sites, funded in FY 1990, will begin operations in FY 1991: Honolulu, Hawaii; Columbia, South Carolina; and Garden City, Kansas. In addition, as part of a Hmong national strategy to reduce welfare dependency, over 20 Hmong communities have made a commitment to act as relocation sites over the next few years.

Refugee Populations Of Special Concern

- **Former Reeducation Camp Detainees**

ORR expects about 15,000 former Vietnamese reeducation detainees and their families to arrive during FY 1991, with more expected in future years. This population is expected to have a variety of special problems, creating a need for special social services beyond the initial resettlement period.

To respond to their special circumstances, ORR will continue to supplement current social service funds in States and counties expected to receive a significant number of detainees.

These funds are targeted at providing the following services: (1) orientation, for establishing realistic expectations in the U.S.; (2) counseling, including peer support groups; (3) employment services, such as language training and job development;

and (4) mental health services, with emphasis on developing linkages with community mental health services.

ORR will closely monitor this program and evaluate its ability to assist reeducation camp detainees adjust to American life.

- **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. We currently anticipate 15,000 arrivals in FY 1991 and 5,000 in FY 1992.

ORR will extend its participation in a national planning effort for clustering free cases in selected locations. This planning effort involves coordination with the Department of State, national voluntary agencies, State refugee coordinators, refugee leaders, and various other organizations.

ORR will again make 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. A conference for Amerasian resettlement with an emphasis on social adjustment and early self-sufficiency strategies is planned.

FY 1991 will see the beginning of a demonstration project undertaken by the Mohawk Valley Resource Center for Refugees in Utica, New York (p. 52). Under this project, Amerasian youth will arrive directly from Vietnam, bypassing the extended training and adaptation period at the Philippine Regional Processing Center. ORR will monitor this demonstration project to determine whether this approach helps Amerasians to adjust to American life more quickly.

- **Hmong Refugees**

ORR will continue to place a priority on efforts to improve the self-sufficiency of Hmong refugees. During the past year, a coalition of Hmong leaders throughout the country, with support from ORR, have worked to develop a national plan of action to increase self-sufficiency and to reduce welfare dependency in Hmong communities over the next three years. In March 1991, representatives of 75 Hmong communities will meet in Fresno, California, to ratify the national plan and prepare for its implementation. ORR will work with the Hmong leadership and

State and county officials throughout FY 1991 to implement many of the strategies identified in the plan.

- **Refugee Women**

ORR plans to extend its Refugee Women's Initiative (pp. 55 - 56) which seeks to improve service delivery to refugee women. The FY 1991 notices of proposed allocations for social service and targeted assistance funding contain language that requires States to ensure that refugee women have the same opportunities as men to participate in training and instruction and encourages strategies which address the employment potential of both men and women in a refugee family.

The notices contain language promoting the use of bilingual women on service agency staffs to ensure adequate service access by refugee women. Language also encourages States and counties to treat day care services as a priority employment-related service in order to allow women with children the opportunity to participate in employment services to accept or retain employment.

The FY 1991 social service notice further requires that, within a year after publication of the final notice, refugee mutual assistance associations (MAAs) must include both refugee men and women on their governing boards in order to be eligible for MAA incentive funds.

ORR will continue to look for methods to increase the availability of services which enable refugee women to contribute to family self-sufficiency.

- **Refugee Crime Victimization**

One of the most serious problems in a number of refugee communities is the growing incidence of crime. Especially disturbing is the targeting of refugees by Southeast Asian gangs, a problem aggravated by reluctance of the victims of crime to contact local authorities or to cooperate with police investigations. Police officers generally are not fluent in the native language of the victim, while refugees, especially recent arrivals, have difficulty communicating in English and are reluctant to contact police.

In FY 1991, ORR will continue to provide funds for community meetings which bring together police and refugee leaders. Involving refugee leaders and police in productive joint activities increases the reporting of crime by refugees and their willingness to serve as witnesses for police investigations. It also familiarizes law enforcement officials with different populations that currently may be underserved.

In addition, ORR will convene a national conference in Washington, D.C., on refugee crime. The goals of the conference are to spotlight the efforts of communities which participated in local workshops during the past three years and to develop networking and action plans in communities and agencies now ready to identify problems and take action.

Private Sector Initiative

The high cost of reception, transportation, and resettlement of refugees has prompted interest in alternative methods of funding refugee admissions. 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 involvement of refugee communities and sufficient support to cover the reasonable costs of such admissions. Admissions under this program have grown dramatically in the past several years, with 1,400 Cuban refugees admitted in FY 1989 and 3,000 Cuban and 7,800 Soviet refugees admitted in FY 1990.

For FY 1991, the admission ceiling is set at 10,000 privately funded refugees. ORR expects that most of these refugees will be funded by the Cuban and Ethiopian communities. All 50,000 refugees expected from the Soviet Union will be admitted under the publicly-funded admissions numbers.

ORR strongly endorses the Private Sector Initiative and is committed to encouraging the involvement of the private sector in refugee resettlement, wherever possible. To this end, ORR will continue to work with the U.S. Coordinator for Refugee Affairs and the State Department in promoting this program.

A major obstacle encountered in the past has been the difficulty in finding affordable health care coverage for privately-funded refugees. To remedy this, ORR intends to explore alternative methods to cover health care costs through public and private cooperation.

APPENDIX A

TABLES

TABLE 1

Refugee and Amerasian Arrivals in the United States by Month:
FY 1990
NUMBER OF ARRIVALS

Month	Southeast Asian Refugees a/	Amerasian Immigrants b/	All Other Refugees a/	Total
October	1,511	221	3,451	5,183
November	1,201	338	10,072	11,611
December	4,129	599	5,619	10,347
January	2,571	638	6,994	10,203
February	2,012	442	8,686	11,140
March	4,461	1,771	11,608	17,840
April	2,887	1,218	6,724	10,829
May	2,828	1,278	6,459	10,565
June	5,769	1,611	2,879	10,259
July	2,871	1,162	1,563	5,596
August	2,692	1,248	2,220	6,160
September	5,826	2,781	4,121	12,728
TOTAL	38,758	13,307	70,396	122,461

FY 1990: October 1, 1989--September 30, 1990.

a/ This column includes refugees resettled under the private sector initiative.

b/ 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.

TABLE 2

Total Refugee and Amerasian Arrivals by State of Initial Resettlement: FY 1990

State	Total Arrivals	Percent
Alabama	271	0.2%
Alaska	69	a/
Arizona	1,522	1.2%
Arkansas	122	a/
California	31,024	25.3%
Colorado	1,195	1.0%
Connecticut	1,639	1.3%
Delaware	61	a/
District of Columbia	853	0.7%
Florida	6,903	5.6%
Georgia	2,123	1.7%
Hawaii	334	0.3%
Idaho	320	0.3%
Illinois	4,534	3.7%
Indiana	354	0.3%
Iowa	960	0.8%
Kansas	799	0.7%
Kentucky	574	0.5%
Louisiana	711	0.6%
Maine	363	0.3%
Maryland	2,507	2.0%
Massachusetts	4,655	3.8%
Michigan	2,266	1.9%
Minnesota	2,243	1.8%
Mississippi	111	a/
Missouri	1,623	1.3%
Montana	102	a/
Nebraska	651	0.5%
Nevada	282	0.2%
New Hampshire	285	0.2%
New Jersey	2,862	2.3%
New Mexico	320	0.3%
New York	23,299	19.0%
North Carolina	887	0.7%
North Dakota	157	0.1%
Ohio	2,277	1.9%
Oklahoma	444	0.4%

TABLE 2

Total Refugee and Amerasian Arrivals by State of Initial Resettlement: FY 1990

State	Total Arrivals	Percent
Oregon	2,330	1.9%
Pennsylvania	4,265	3.5%
Rhode Island	662	0.5%
South Carolina	87	a/
South Dakota	247	0.2%
Tennessee	939	0.8%
Texas	5,704	4.7%
Utah	746	0.6%
Vermont	247	0.2%
Virginia	2,117	1.7%
Washington	4,070	3.3%
West Virginia	53	a/
Wisconsin	1,240	1.0%
Wyoming	12	a/
Guam	6	a/
Other	34	a/
TOTAL	122,461	100.0%

a/ Less than 0.1 percent.

TABLE 3

Southeast Asian Refugee and Amerasian Arrivals by State of Initial Resettlement: FY 1990

Country of Citizenship

State	Cambodia	Laos	Vietnam	Amerasian a/ Immigrants	Total
Alabama	5	12	71	143	231
Alaska	0	2	7	9	18
Arizona	9	63	408	427	907
Arkansas	0	26	50	25	101
California	675	4,226	11,302	2,516	18,719
Colorado	119	70	359	110	658
Connecticut	25	87	284	157	553
Delaware	0	0	1	0	1
District of Columbia	26	62	166	361	615
Florida	49	61	753	372	1,235
Georgia	96	74	510	494	1,174
Hawaii	3	48	142	139	332
Idaho	10	18	21	20	69
Illinois	38	89	404	322	853
Indiana	0	1	65	11	77
Iowa	42	222	335	167	766
Kansas	42	83	343	153	621
Kentucky	25	32	174	180	411
Louisiana	0	40	437	160	637
Maine	25	1	38	60	124
Maryland	13	5	440	349	807
Massachusetts	300	96	1,129	418	1,943
Michigan	6	96	428	281	811
Minnesota	59	874	382	223	1,538
Mississippi	0	0	85	26	111
Missouri	35	33	300	393	761
Montana	0	18	3	6	27
Nebraska	10	58	287	143	498
Nevada	5	4	60	17	86
New Hampshire	0	2	65	13	80
New Jersey	33	12	524	158	727
New Mexico	0	0	84	119	203
New York	54	111	1,022	1,025	2,212
North Carolina	68	95	271	293	727
North Dakota	6	0	31	74	111

TABLE 3

Southeast Asian Refugee and Amerasian Arrivals by State of Initial Resettlement: FY 1990

State	Country of Citizenship				
	Cambodia	Laos	Vietnam	Amerasian a/ Immigrants	Total
Ohio	21	211	185	74	491
Oklahoma	0	13	232	143	388
Oregon	2	141	414	250	807
Pennsylvania	91	125	694	590	1,500
Rhode Island	72	116	32	0	220
South Carolina	9	0	37	9	55
South Dakota	0	14	26	7	47
Tennessee	44	135	299	157	635
Texas	57	259	2,426	1,343	4,085
Utah	32	21	183	167	403
Vermont	0	0	12	62	74
Virginia	73	65	938	361	1,437
Washington	146	261	1,138	709	2,254
West Virginia	0	0	11	34	45
Wisconsin	0	737	97	31	865
Wyoming	0	0	3	6	9
Guam	0	0	6	0	6
Other	0	0	0	0	0
TOTAL	2,325	8,719	27,714	13,307	52,065

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

TABLE 4

Eastern European a/ and Soviet Refugee Arrivals by State of Initial Resettlement:
FY 1990
Country of Citizenship

State	Bulgaria	Czechoslovakia	Hungary	Poland	Romania	USSR	Total
Alabama	0	0	0	0	0	40	40
Alaska	0	0	0	0	2	47	49
Arizona	77	4	11	7	229	176	504
Arkansas	0	0	1	7	0	5	13
California	85	75	30	156	806	7,362	8,514
Colorado	0	4	0	14	9	361	388
Connecticut	2	2	27	93	116	746	986
Delaware	1	0	0	5	0	53	59
Dist Columbia	4	1	21	5	12	27	70
Florida	16	15	8	41	145	883	1,108
Georgia	0	1	6	0	78	644	729
Hawaii	0	0	0	0	0	0	0
Idaho	21	0	1	1	83	126	232
Illinois	4	15	6	412	513	2,533	3,483
Indiana	5	0	0	8	2	232	247
Iowa	0	0	3	10	12	125	150
Kansas	0	0	0	0	0	154	154
Kentucky	0	0	0	0	6	158	164
Louisiana	0	0	0	0	4	32	36
Maine	23	0	0	5	34	97	159
Maryland	8	1	0	43	22	1,298	1,372
Massachusetts	2	96	7	63	15	2,415	2,598
Michigan	6	1	0	94	359	886	1,346
Minnesota	0	0	2	12	10	611	635
Mississippi	0	0	0	0	0	0	0
Missouri	11	1	0	20	110	511	653
Montana	0	0	0	0	0	71	71
Nebraska	0	0	0	2	1	143	146
Nevada	0	0	0	6	0	15	21
New Hampshire	0	7	0	0	155	41	203
New Jersey	10	13	0	94	86	1,552	1,755
New Mexico	0	4	0	0	0	22	26
New York	36	25	24	318	539	19,107	20,049
North Carolina	0	0	0	9	6	86	101
North Dakota	0	0	0	0	0	9	9

TABLE 4

Eastern European a/ and Soviet Refugee Arrivals by State of Initial Resettlement: FY 1990 Country of Citizenship

State	Bulgaria	Czechoslovakia	Hungary	Poland	Romania	USSR	Total
Ohio	0	7	3	7	71	1,628	1,716
Oklahoma	0	0	0	10	3	26	39
Oregon	9	3	3	0	196	1,272	1,483
Pennsylvania	3	2	28	63	127	2,392	2,615
Rhode Island	0	0	36	3	2	397	438
South Carolina	0	0	0	0	0	30	30
South Dakota	0	5	2	10	9	82	108
Tennessee	0	0	0	4	22	167	193
Texas	1	5	9	31	102	833	981
Utah	0	8	0	3	4	317	332
Vermont	12	17	0	0	58	84	171
Virginia	2	1	0	3	18	342	366
Washington	1	18	31	59	116	1,318	1,543
West Virginia	0	0	0	0	0	8	8
Wisconsin	4	0	0	2	3	338	347
Wyoming	0	0	0	3	0	0	3
Guam	0	0	0	0	0	0	0
Other	0	0	0	0	0	0	0
TOTAL	343	331	259	1,623	4,085	49,802	56,443

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

TABLE 5

Latin American, Ethiopian and Near Eastern Refugee Arrivals by State of Initial Resettlement:
FY 1990
Country of Citizenship

State	Cuba a/	Nicaragua	Ethiopia	Afghanistan	Iran	Total
Alabama	0	0	0	0	0	0
Alaska	0	0	0	0	2	2
Arizona	0	14	55	25	12	106
Arkansas	0	0	7	0	0	7
California	158	80	712	712	1,974	3,636
Colorado	0	16	75	38	6	135
Connecticut	8	22	30	0	8	68
Delaware	0	0	0	0	1	1
Dist Columbia	6	1	116	28	0	151
Florida	4,065	281	110	19	36	4,511
Georgia	8	0	120	57	17	202
Hawaii	0	0	0	0	2	2
Idaho	3	0	0	15	0	18
Illinois	27	7	81	16	48	179
Indiana	0	0	23	6	1	30
Iowa	0	0	17	0	4	21
Kansas	0	0	0	15	9	24
Kentucky	0	0	0	0	0	0
Louisiana	5	26	4	0	1	36
Maine	0	0	58	18	0	76
Maryland	12	11	203	42	42	310
Massachusetts	8	6	56	0	29	99
Michigan	4	0	32	0	5	41
Minnesota	2	0	57	5	0	64
Mississippi	0	0	0	0	0	0
Missouri	25	0	120	16	11	172
Montana	0	4	0	0	0	4
Nebraska	0	0	0	7	0	7
Nevada	87	17	48	16	3	171
New Hampshire	0	0	0	0	1	1
New Jersey	204	32	55	54	31	376
New Mexico	63	25	0	1	1	90
New York	58	16	114	163	637	988
North Carolina	3	1	24	15	10	53
North Dakota	0	0	30	0	4	34

TABLE 5

Latin American, Ethiopian and Near Eastern Refugee Arrivals by State of Initial Resettlement: FY 1990 Country of Citizenship

State	Cuba a/	Nicaragua	Ethiopia	Afghanistan	Iran	Total
Ohio	1	0	65	0	3	69
Oklahoma	4	0	2	11	0	17
Oregon	0	0	19	5	4	28
Pennsylvania	0	1	70	44	16	131
Rhode Island	1	0	0	0	3	4
South Carolina	0	0	1	0	1	2
South Dakota	0	0	75	7	6	88
Tennessee	10	13	54	13	2	92
Texas	47	30	434	32	68	611
Utah	0	0	0	0	11	11
Vermont	0	0	1	0	1	2
Virginia	0	6	95	160	46	307
Washington	6	19	143	45	43	256
West Virginia	0	0	0	0	0	0
Wisconsin	0	5	7	9	2	23
Wyoming	0	0	0	0	0	0
Guam	0	0	0	0	0	0
Other	34	0	0	0	0	34
TOTAL	4,849	633	3,113	1,594	3,101	13,290

a/ Cuban figures include 2,944 persons resettled under the private sector initiative.

TABLE 6

Applications for Refugee Status Granted by INS
FY 1980 – FY 1990a/

Country of Chargeability	FY 1980–FY 1987	1988	1989	1990	Total
Afghanistan	21,618	2,222	1,770	1,593	27,203
Albania	349	72	47	98	566
Angola	488	13	19	60	580
Benin	0	0	0	4	4
Bulgaria	1,000	140	110	322	1,572
Burundi	0	3	3	3	9
Cambodia	112,229	3,962	2,114	260	118,565
Cameroon	0	0	0	3	3
China	1,156	0	2	6	1,164
Cuba	6,320	2,277	2,517	1,318	12,432
Czechoslovakia	8,225	671	925	341	10,162
Egypt	120	0	0	0	120
El Salvador	96	11	8	15	130
Ethiopia	18,463	1,200	1,697	3,061	24,421
Ghana	0	0	0	7	7
Greece	421	0	0	0	421
Hong Kong	1,731	46	102	208	2,087
Hungary	4,135	781	1,075	274	6,265
Iran	17,843	6,172	5,132	3,312	32,459
Iraq	6,617	37	111	47	6,812
Laos	105,222	15,322	10,780	9,060	140,384
Lebanon	448	0	1	0	449
Lesotho	26	2	2	2	32
Liberia	0	0	0	4	4
Libya	17	0	1	0	18
Macau	81	0	0	1	82
Malawi	45	4	6	0	55
Mozambique	79	12	4	3	98
Namibia	86	3	0	0	89
Nicaragua	36	164	323	527	1,050
Peru	0	0	0	3	3
Philippines	96	0	0	0	96
Poland	29,392	3,343	3,585	1,483	37,803
Romania	26,285	2,802	3,173	3,561	35,821
Somalia	1	8	14	33	56
South Africa	163	25	21	34	243
Sudan	32	0	1	7	40
Syria	745	0	1	0	746

TABLE 6

Applications for Refugee Status Granted by INS FY 1980 – FY 1990a/

Country of Chargeability	FY 1980–FY 1987	1988	1989	1990	Total
Tanzania	0	1	0	0	1
Turkey	721	0	0	0	721
USSR	29,358	18,833	39,704	52,866	140,761
Uganda	43	26	40	27	136
Vietnam	236,802	22,120	22,198	21,078	302,198
Yugoslavia	71	3	1	6	81
Zaire	120	7	18	70	215
All Others	341	0	0	0	341
Total	631,021	80,282	95,505	99,697	906,505

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 7

Asylum Applications (Cases) Approved by INS FY 1980 – FY 1990 a/

Country of Nationality	FY 1980–FY 1987	FY 1988	FY 1989	FY 1990	Total
Afghanistan	1,257	36	19	19	1,331
Albania	2	0	0	1	3
Angola	6	2	2	1	11
Argentina	30	0	0	0	30
Australia	0	1	0	0	1
Bahrain	0	0	1	1	2
Bangladesh	2	1	2	1	6
Benin	0	1	0	0	1
Bolivia	0	0	1	0	1
Bulgaria	51	11	14	20	96
Burkina Faso	0	0	1	0	1
Burma	2	0	10	10	22
Cambodia	18	2	4	7	31
Cape Verde	1	0	1	0	2
Chad	0	0	0	1	1
Chile	29	6	9	1	45
China	134	60	98	505	797
Colombia	6	0	10	15	31
Costa Rica	6	0	0	0	6
Cuba	255	30	77	158	520
Czechoslovakia	172	13	47	17	249
Egypt	46	1	3	3	53
El Salvador	729	110	337	226	1,402
Ethiopia	1,621	441	456	349	2,867
Fiji	0	0	0	1	1
Germany (East)	22	3	4	3	32
Ghana	48	27	6	4	85
Greece	0	0	1	0	1
Guatemala	20	24	67	58	169
Guinea	2	0	0	1	3
Guyana	9	0	0	0	9
Haiti	56	6	3	2	67
Honduras	9	10	14	5	38
Hungary	263	24	31	11	329
India	1	3	3	0	7
Iran	17,824	764	602	218	19,408
Iraq	215	18	12	13	258
Israel	2	0	0	3	5

TABLE 7

Asylum Applications (Cases) Approved by INS
FY 1980 – FY 1990 a/

Country of Nationality	FY 1980–FY 1987	FY 1988	FY 1989	FY 1990	Total
Italy	2	1	0	0	3
Jordan	4	0	1	3	8
Kenya	2	1	1	1	5
Kuwait	0	0	1	0	1
Laos	17	4	7	29	57
Lebanon	83	56	58	67	264
Lesotho	0	0	0	1	1
Liberia	19	3	14	8	44
Libya	277	62	35	13	387
Malawi	6	2	1	0	9
Mauritania	0	0	0	2	2
Mexico	7	0	0	0	7
Morocco	1	0	0	3	4
Mozambique	0	0	0	1	1
Namibia	3	1	0	0	4
Nicaragua	5,290	2,786	3,617	1,444	13,137
Nigeria	1	1	2	1	5
Pakistan	40	33	14	8	95
Panama	0	26	183	128	337
Peru	3	1	17	17	38
Philippines	115	4	5	3	127
Poland	3,155	433	285	39	3,912
Romania	739	345	575	180	1,839
Saudi Arabia	0	1	0	0	1
Seychelles	9	0	0	0	9
Singapore	1	0	1	1	3
Somalia	86	55	119	199	459
South Africa	79	13	14	8	114
Sri Lanka	1	1	1	6	9
Sudan	1	0	0	8	9
Suriname	1	0	0	19	20
Syria	200	25	21	52	298
Taiwan	3	1	0	2	6
Togo	0	0	0	1	1
Turkey	8	1	0	0	9
USSR	212	43	109	246	610
Uganda	140	15	7	2	164
United Arab Emirates	0	0	0	1	1

TABLE 7

Asylum Applications (Cases) Approved by INS
FY 1980 – FY 1990 a/

Country of Nationality	FY 1980–FY 1987	FY 1988	FY 1989	FY 1990	Total
United Kingdom	0	1	0	0	1
Venezuela	1	0	1	0	2
Vietnam	106	8	7	9	130
Yemen (Aden)	2	1	0	0	3
Yemen (Sanaa)	9	0	1	0	10
Yugoslavia	63	6	4	9	82
Zaire	9	2	5	5	21
Zambia	0	1	0	0	1
Zimbabwe	2	3	0	2	7
Stateless	5	1	1	1	8
All Others	326	0	0	0	326
Total Cases	33,866	5,531	6,942	4,173	50,512
Total Persons	b/	7,340	9,229	5,672	b/

a/ Approvals under P.L. 96–212, section 208.
b/ Not available.
Source: Immigration and Naturalization Service, unpublished tabulations.

TABLE 8

Southeast Asian Refugee Arrivals in the United States
1975 through September 30, 1990

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
October 1, 1989--September 30, 1990	38,758
TOTAL	957,316

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 9

Estimated Southeast Asian Refugee Population by State: September 30, 1989, and September 30, 1990 a/

State	9/30/89	9/30/90	Percent 9/30/90
Alabama	3,400	3,500	0.4
Alaska	100	100	c/
Arizona	7,600	8,000	0.8
Arkansas	3,300	3,300	0.4
California	362,300	378,900	39.6
Colorado	12,500	13,000	1.4
Connecticut	8,200	8,600	0.9
Delaware	300	300	c/
District of Columbia	1,800	1,900	0.2
Florida	15,700	16,400	1.7
Georgia	12,000	12,600	1.3
Hawaii	8,000	8,200	0.9
Idaho	1,900	1,900	0.2
Illinois	29,500	30,000	3.1
Indiana	4,400	4,500	0.5
Iowa	10,100	10,600	1.1
Kansas	10,900	11,300	1.2
Kentucky	3,200	3,400	0.3
Louisiana	15,300	15,800	1.7
Maine	1,700	1,800	0.2
Maryland	10,800	11,300	1.2
Massachusetts	28,600	30,200	3.1
Michigan	12,500	13,000	1.4
Minnesota	33,600	35,000	3.7
Mississippi	1,900	1,900	0.2
Missouri	8,400	8,700	0.9
Montana	1,000	1,100	0.1
Nebraska	2,700	3,000	0.3
Nevada	2,500	2,600	0.3
New Hampshire	1,000	1,000	0.1
New Jersey	8,400	8,800	0.9
New Mexico	2,300	2,400	0.3
New York	33,100	34,400	3.6
North Carolina	6,900	7,400	0.8
North Dakota	1,000	1,000	0.1
Ohio	12,600	13,000	1.4
Oklahoma	9,400	9,600	1.0
Oregon	20,600	21,300	2.2

TABLE 9

Estimated Southeast Asian Refugee Population by State: September 30, 1989, and September 30, 1990 a/

State	9/30/89	9/30/90	Percent 9/30/90
Pennsylvania	29,500	30,400	3.2
Rhode Island	7,600	7,800	0.8
South Carolina	2,500	2,600	0.3
South Dakota	1,100	1,100	0.1
Tennessee	6,400	6,800	0.7
Texas	69,100	71,800	7.5
Utah	9,400	9,600	1.0
Vermont	700	700	c/
Virginia	23,200	24,300	2.5
Washington	43,300	45,200	4.7
West Virginia	400	400	c/
Wisconsin	15,400	16,300	1.7
Wyoming	200	200	c/
Guam	300	300	c/
Other Territories	b/	b/	c/
TOTAL	918,600	957,300	100.0%

a/ The September 1989 estimates were constructed by taking the January 1981 INS alien registration, adjusting it for under-registration, adding persons who arrived from January 1981 through September 1989, and adjusting the totals so derived for secondary migration. The September 1990 estimates were constructed by taking the September 1989 estimates, adding arrivals during FY 1990, and adjusting those totals for secondary migration. Estimates of secondary migration rates were developed from data submitted by the States. Population estimates are rounded to the nearest hundred, and percentages are calculated from unrounded data. No adjustments have been made for births and deaths among the refugee population. 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, 1990 a/

State	Non-Movers	Out-Migrants	In-Migrants	Net Migration
Alabama b/	43	39	81	42
Alaska c/	c/	17	0	(17)
Arizona b/	2,093	179	109	(70)
Arkansas b/	221	34	71	37
California	7,239	619	716	97
Colorado b/	689	78	55	(23)
Connecticut	125	70	8	(62)
Delaware	22	3	8	5
District of Columbia	49	203	5	(198)
Florida	1,093	344	84	(260)
Georgia	305	130	27	(103)
Hawaii	182	26	16	(10)
Idaho	91	46	11	(35)
Illinois	1,658	177	117	(60)
Indiana	86	30	3	(27)
Iowa	575	135	25	(110)
Kansas	402	113	34	(79)
Kentucky	185	63	2	(61)
Louisiana b/	1,033	73	232	159
Maine	174	17	11	(6)
Maryland b/	1,383	147	189	42
Massachusetts	1,775	147	225	78
Michigan b/	884	112	84	(28)
Minnesota	695	102	97	(5)
Mississippi	35	17	6	(11)
Missouri	313	140	9	(131)
Montana	64	4	1	(3)
Nebraska	248	69	14	(55)
Nevada	110	14	8	(6)
New Hampshire	140	40	0	(40)
New Jersey	659	279	85	(194)
New Mexico	114	29	13	(16)
New York	14,030	384	410	26
North Carolina	209	63	74	11
North Dakota	66	27	1	(26)
Ohio	436	103	38	(65)
Oklahoma b/	338	48	48	0
Oregon	1,546	153	186	33

TABLE 10

Secondary Migration Data Compiled from the Refugee State-of-Origin Report: June 30, 1990 a/

State	Non-Movers	Out-Migrants	In-Migrants	Net Migration
Pennsylvania	2,133	203	163	(40)
Rhode Island b/	1,457	47	173	126
South Carolina b/	14	19	1	(18)
South Dakota	115	43	1	(42)
Tennessee	166	93	15	(78)
Texas b/	3,098	443	687	244
Utah	482	97	34	(63)
Vermont	142	24	1	(23)
Virginia b/	774	107	153	46
Washington b/	9,637	153	1,215	1,062
West Virginia	8	6	0	(6)
Wisconsin	268	37	38	1
Wyoming	0	0	0	0
Other c/	c/	38	0	(38)
TOTAL	57,604	5,584	5,584	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 6/30/90. Persons without social security numbers or other information to document State of arrival, a total of 5,815, 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/ Reporting base included refugees receiving social services without cash or medical assistance.

c/ Not participating in the refugee program.

TABLE 11

Cash Assistance by Nationality: June 30, 1990

States	COUNTRY OF NATIONALITY												
	Cambodia	Laos	Vietnam	USSR	Poland	Other East Europe	Cuba	Afghan-istan	Iran	Iraq	Ethiopia	Other	TOTAL
Alabama	0	6	25	0	0	0	0	0	3	0	0	0	34
Arizona	0	0	54	42	0	50	0	0	6	0	18	0	170
Arkansas	0	15	48	0	0	0	0	0	0	0	0	1	64
California	1,298	2,132	5,409	1,903	47	264	39	228	788	17	262	241	12,628
Colorado	24	25	152	81	4	0	0	3	0	0	16	19	324
Connecticut	7	20	73	65	2	13	0	2	0	0	2	26	210
Delaware	0	0	3	24	0	0	0	13	2	0	0	1	43
Dist. Columbia	5	9	46	0	0	0	0	0	0	0	0	0	60
Florida a/	0	0	444	0	0	0	746	0	0	0	0	518	1,708
Georgia	14	9	249	12	0	0	0	9	5	0	17	2	317
Hawaii	1	30	145	0	0	0	0	0	0	0	0	4	180
Idaho	4	0	4	29	5	16	0	5	0	0	0	2	65
Illinois	64	12	383	929	10	142	39	23	34	13	70	56	1,775
Indiana	4	4	41	18	9	0	0	6	1	0	6	0	89
Iowa	8	60	152	25	0	1	0	0	0	0	13	0	259
Kansas	26	46	169	30	1	0	0	18	0	0	35	7	332
Kentucky	17	0	105	42	0	0	0	0	0	0	0	0	164
Louisiana	2	3	194	0	0	0	0	7	0	0	0	0	206
Maine	14	0	45	77	4	13	0	8	2	0	17	5	185
Maryland	3	0	351	54	0	0	0	6	13	0	27	0	454
Massachusetts	551	53	310	699	12	39	31	3	12	0	26	10	1,746
Michigan	6	100	168	140	55	81	2	0	1	7	25	3	588
Minnesota	45	327	314	128	6	2	2	4	5	0	41	11	885
Mississippi	0	0	48	0	0	0	0	0	0	0	0	0	48
Missouri a/	0	0	194	197	0	0	0	0	0	0	78	0	469
Montana	0	13	0	40	0	0	0	0	0	0	0	0	53
Nebraska	0	27	151	0	0	0	0	28	0	0	0	17	223
Nevada	4	0	27	15	0	0	23	13	5	0	17	7	111
New Hampshire	0	1	51	31	0	54	0	0	1	0	0	0	138
New Jersey	13	1	294	213	6	5	46	0	4	0	9	3	594
New Mexico	1	4	90	7	0	0	31	4	0	0	0	12	149
New York	125	122	1,365	10,334	1,256	441	0	278	328	0	0	191	14,440
North Carolina	18	49	96	0	0	4	0	4	0	0	1	1	173

TABLE 11

Cash Assistance by Nationality: June 30, 1990

States	COUNTRY OF NATIONALITY												
	Cambodia	Laos	Vietnam	USSR	Poland	Other East Europe	Cuba	Afghan-istan	Iran	Iraq	Ethiopia	Other	TOTAL
North Dakota	19	0	0	8	4	0	0	0	0	0	2	0	33
Ohio	9	47	119	212	2	14	0	0	6	0	17	83	509
Oklahoma	0	0	184	8	0	0	0	1	0	0	0	0	193
Oregon	7	32	334	1,272	0	125	0	2	0	0	14	3	1,789
Pennsylvania	88	84	515	1,311	18	9	1	25	0	0	38	26	2,115
Rhode Island	62	65	7	202	0	19	0	0	0	0	0	0	355
South Carolina	0	0	9	0	0	0	0	0	0	0	0	0	9
South Dakota	0	0	11	32	1	4	0	13	5	0	20	0	86
Tennessee	14	28	73	9	0	0	0	7	2	0	8	2	143
Texas a/	0	0	1,246	29	0	3	0	0	5	12	61	50	1,406
Utah	29	2	132	244	15	7	0	0	0	8	1	0	438
Vermont	0	0	66	26	0	43	0	0	0	0	0	0	135
Virginia	20	9	345	16	0	0	0	64	24	0	42	24	544
Washington	110	271	963	455	49	68	0	15	32	0	104	20	2,087
West Virginia	0	0	8	0	0	0	0	0	0	0	0	0	8
Wisconsin	1	318	18	0	0	0	0	0	0	0	0	48	385
Wyoming	0	0	0	0	0	0	0	0	0	0	0	0	0
TOTAL	2,613	3,924	15,230	18,959	1,506	1,417	960	789	1,284	57	987	1,393	49,119
Percent	5.32%	7.99%	31.01%	38.60%	3.07%	2.88%	1.95%	1.61%	2.61%	0.12%	2.01%	2.84%	100.0%

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

TABLE 12

Placement and Status of Unaccompanied Minor Refugees and Entrants by State: September 30, 1990

State	Total Placements	Total In Care	Reunited	Emancipated & Other
Alabama	23	3	0	20
Arizona	164	75	11	78
California	795	158	186	451
Colorado	97	2	14	81
Connecticut	48	21	3	24
Dist. of Columbia	201	56	16	129
Florida	129	18	13	98
Georgia	5	2	0	3
Hawaii	64	0	7	57
Illinois	682	156	114	412
Indiana	8	0	0	8
Iowa	594	107	60	427
Kansas	91	22	11	58
Louisiana	72	6	18	48
Maine	16	4	0	12
Maryland	54	16	2	36
Massachusetts	278	116	6	156
Michigan	507	196	48	263
Minnesota	911	246	76	589
Mississippi	153	61	16	76
Missouri	13	2	1	10
Montana	61	0	9	52
New Hampshire	94	16	4	74
New Jersey	360	111	8	241
New Mexico	4	2	0	2
New York	1,861	619	292	950
North Carolina	76	20	12	44
North Dakota	85	34	2	49
Ohio	89	28	7	54
Oklahoma	1	0	0	1
Oregon	554	110	86	358
Pennsylvania	410	116	71	223
Rhode Island	19	0	0	19
South Carolina	40	7	3	30
Texas	47	25	7	15

TABLE 12

Placement and Status of Unaccompanied Minor Refugees and Entrants by State: September 30, 1990

State	Total Placements	Total In Care	Reunited	Emancipated & Other
Utah	190	72	24	94
Vermont	68	7	4	57
Virginia	537	225	42	270
Washington	640	195	87	358
Wisconsin	114	7	12	95
TOTAL	10,155	2,861	1,272	6,022

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-Mankarios was sworn in as Coordinator in June, 1989.

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

Specifically, the Coordinator is charged with:

- 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 interdepartmental discussions and Congressional consultations on the level of refugee admissions for FY 1990. After the consultations were completed, the President established a ceiling of 125,000 refugee admissions for FY 1990.

During the latter months of FY 1990, 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. After the formal consultations with the Congress, the President established a ceiling of 131,000 for FY 1991.

FY 1990 saw an expansion in the utilization of privately funded refugee admission numbers. Of the overall admissions ceiling of 125,000 refugees, 14,000 numbers were reserved for the Private Sector Initiative (PSI) administered by the Coordinator. Under this program, an agreement was signed with the Council of Jewish Federations providing for admission of up to 10,000 qualified Soviet Jews, and an agreement was signed with the Cuban American National Foundation providing for the admission of up to 3,000 qualified Cuban refugees. For the first time, the program expanded to encompass other nationalities as well, with programs begun for Ethiopian and Vietnamese refugees.

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.

During the year the Coordinator also chaired meetings of the interagency Policy Coordinating Committee on Refugees, and in March, she made an extensive trip to southern Africa to evaluate international assistance programs in the region. In FY 1990, the Coordinator began planning and preparations for the first annual Refugee Day which was held on October 30, 1990. The President issued a proclamation for the observance and the Congress passed a joint resolution.

Bureau for Refugee Programs

Department of State

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

During FY 1990, 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 122,325 refugees admitted to the U.S. in FY 1990, over 3,000 entered through the Private Sector Initiative Program, and up to 8,000 Soviet refugees were resettled through private funding by the Jewish community. In addition, the 122,325 admissions include 13,247 Amerasian immigrants and accompanying family members, who are entitled to the same benefits as refugees. Charts detailing FY 1990 refugee admissions by geographic area can be found on the following pages.

U.S. Program Worldwide

Of the $500 million obligated by the Bureau for Refugee Programs in FY 1990 (including funds appropriated under the Migration and Refugee Assistance, Dire Supplemental, and Emergency Refugee and Migration Assistance appropriations), approximately $227 million went to refugee assistance and relief activities. Of this amount, $59 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 assis-

tance to refugees and others suffering from the effects of drought and civil conflict in Africa and resulting from the Iraqi invasion of Kuwait.

The United States again provided the largest share of financial support for the 1990 programs of the Office of the United Nations High Commissioner for Refugees ($117 million), as well as for other international relief organizations such as the International Committee of the Red Cross ($32 million) and the United Nations Relief and Works Agency in the Near East ($57 million).

In addition to the regional assistance funds provided, a total of $41 million was obligated in FY 1990 for other activities, such as the Refugees to Israel program and contributions to the International Organization for Migration and the ordinary budgets of the International Committee of the Red Cross.

Approximately $232 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, Kenya, and Sudan, and individual voluntary agencies in Europe), overseas English language and cultural orientation programs, transportation arranged through the International Organization for Migration, and the reception and placement grants to U.S. voluntary agencies for support of initial resettlement activities in the United States.

U.S. DEPARTMENT OF STATE
BUREAU FOR REFUGEE PROGRAMS

Summary of Refugee Admissions
Fiscal Year 1990

COUNTRY OF CHARGEABILITY	FY90 REFUGEE ADMISSIONS CEILING	FY TOTAL ADMITTED INTO U.S. AS OF RPT	ADMISSIONS BY MONTH											
			OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUNE	JULY	AUG	SEPT
AFRICA	3,500													
ANGOLA		59	0	0	1	1	27	0	0	0	23	0	7	0
BENIN		10	0	0	0	0	0	4	0	0	6	0	0	0
BURUNDI		3	0	0	0	3	0	0	0	0	0	0	0	0
CAMEROON		3	0	0	0	0	0	3	0	0	0	0	0	0
CHAD		1	0	0	0	0	1	0	0	0	0	0	0	0
ETHIOPIA		3,228	174	317	189	202	361	443	388	393	235	8	146	372
GHANA		11	0	0	0	1	1	2	3	0	4	0	0	0
LIBERIA		3	0	0	0	0	0	0	0	2	0	0	1	0
MOZAMBIQUE		3	0	0	0	0	0	0	0	0	1	0	0	2
SOMALIA		25	0	0	0	0	3	0	4	1	0	0	0	17
SOUTH AFRICA		34	2	2	0	4	6	0	2	2	6	0	0	10
SUDAN		7	0	0	0	0	0	0	5	0	0	0	0	2
UGANDA		27	0	0	0	5	5	2	6	7	2	0	0	0
ZAIRE		79	0	10	7	19	15	1	4	0	3	0	0	20
TOTAL AFRICA	3,500	3,493	176	329	197	235	419	455	412	405	280	8	154	423
EAST ASIA - 1ST ASYL	25,000													
BURMA		3	0	0	0	0	0	0	0	2	0	0	0	1
CAMBODIA		2,166	33	9	1,168	284	200	220	30	11	17	5	15	174
CHINA (MAINLAND)		52	4	6	20	2	0	4	4	2	6	1	0	3
LAOS														
HIGHLAND		5,207	197	116	586	250	146	1,648	94	479	709	89	148	745
LOWLAND		3,564	163	69	684	176	74	610	120	196	648	76	41	707
SUBTOTAL LAOS		8,771	360	185	1,270	426	220	2,258	214	675	1,357	165	189	1,452
VIETNAM		13,887	847	517	1,060	649	794	797	1,316	966	2,895	1,179	908	1,959
TOTAL EAST ASIA	25,000	24,879	1,244	717	3,518	1,361	1,214	3,279	1,564	1,656	4,275	1,350	1,112	3,589
ODP	26,800													
AMERASIAN IMMIGRANT		13,247	222	344	603	594	752	1,342	1,186	1,275	1,590	1,170	1,359	2,810
REFUGEE		13,485	315	467	536	1,186	703	1,119	1,266	1,191	1,504	1,476	1,557	2,165
TOTAL ODP	26,800	26,732	537	811	1,139	1,780	1,455	2,461	2,452	2,466	3,094	2,646	2,916	4,975
EASTERN EUROPE	6,200													
ALBANIA		98	0	3	1	13	0	35	0	0	5	4	15	22
BULGARIA		332	1	8	32	0	18	68	18	50	78	25	6	28
CZECHOSLOVAKIA		345	14	9	58	35	38	68	32	43	31	5	7	5

U.S. DEPARTMENT OF STATE
BUREAU FOR REFUGEE PROGRAMS

Summary of Refugee Admissions
Fiscal Year 1990

COUNTRY OF CHARGEABILITY	FY90 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
HUNGARY		274	41	47	101	24	9	12	17	1	22	0	0	0
POLAND		1,491	80	550	186	128	84	156	62	49	70	22	30	74
ROMANIA		3,650	184	346	371	172	313	446	357	241	394	163	260	403
YUGOSLAVIA		6	0	0	0	0	0	0	0	0	0	6	0	0
TOTAL EASTERN EUROPE	6,200	6,196	320	963	749	372	462	785	486	384	600	225	318	532
SOVIET UNION	52,100													
DIRECT		4,248	240	261	141	268	262	179	265	238	417	337	442	1,198
NON-DIRECT		46,468	2,781	7,612	3,791	5,911	6,890	9,435	4,949	4,193	695	130	8	73
TOTAL SOVIET UNION	52,100	50,716	3,021	7,873	3,932	6,179	7,152	9,614	5,214	4,431	1,112	467	450	1,271
LATIN AMERICA	2,400													
ARGENTINA		2	0	0	0	0	0	0	0	0	0	2	0	0
CUBA		1,750	0	159	53	104	105	78	158	247	73	46	311	416
EL SALVADOR		22	4	0	0	0	0	4	0	14	0	0	0	0
NICARAGUA		532	2	6	18	0	3	53	50	196	64	58	68	14
PERU		3	0	0	0	0	0	0	0	0	3	0	0	0
TOTAL LATIN AMERICA	2,400	2,309	6	165	71	104	108	135	208	457	140	106	379	430
NEAR EAST/SOUTH ASIA	5,000													
AFGHANISTAN		1,594	42	237	87	116	85	140	188	98	178	74	69	280
IRAN		3,329	14	611	369	221	373	462	270	248	296	143	192	130
IRAQ		67	0	9	12	0	1	23	1	1	0	2	4	14
LIBYA		1	0	0	0	0	0	0	0	0	0	0	1	0
TOTAL NEAR EAST/SOUTH	5,000	4,991	56	857	468	337	459	625	459	347	474	219	266	424
PRIVATE SECTOR INIT.	4,000													
PSI CUBANS		3,003	44	0	47	0	2	1	0	473	404	578	696	758
PSI VIETNAMESE		6	0	0	0	0	0	0	0	0	0	0	0	6
TOTAL PRIVATE SECTOR I	4,000	3,009	44	0	47	0	2	1	0	473	404	578	696	764
GRAND TOTAL	125,000	122,325	5,404	11,715	10,121	10,368	11,271	17,355	10,795	10,619	10,379	5,599	6,291	12,408

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	45,680 *	8,948	39,553	2,605	6,980	1,550	107,238
1990	3,493	51,611 *	6,196	50,716	2,309	4,991	3,009	122,325
TOTAL	24,060	981,765	105,604	219,568	37,146	65,625	5,292	1,439,060

* 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 processes refugees' subsequent adjustment of status to lawful permanent resident.

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.

Based on cumulative statistics through July, the Service estimates that, during FY 1990, INS officers assigned to INS overseas offices conducted approximately 138,000 refugee determination interviews and approved for admission into the United States 106,000 persons of 34 different nationalities. As in FY 1989, much of INS' FY 1990 refugee workload resulted from the continuing demand for refugee status on the part of Soviet citizens. During the course of the fiscal year, INS examiners in Rome and Moscow conducted approximately 80,000 Soviet refugee interviews, approving in excess of 60,000 applications for refugee status.

Although the majority of Soviet refugees who entered the United States in FY 1990 were processed in Rome, this fiscal year saw the phase-out of the Vienna-Rome pipeline, the traditional avenue of exit for Soviets seeking refugee status in the United States. As of October 1, 1989, all Soviets who wished to be considered for refugee status in the United States were required to be processed within the Soviet Union, unless they possessed Soviet exit permits dated September 30, 1989,

or earlier, and an Israeli visa dated prior to November 6, 1989. During FY 1990, the Service had six refugee officers stationed in Moscow processing 4,000 to 5,000 Soviet refugee applicants each month.

FY 1990 also saw the publication of new asylum regulations which will guide INS processing of applicants seeking refugee status from within the United States. These regulations created a corps of specialized adjudicators, to be based in seven cities across the United States, but supervised directly by INS headquarters in Washington. The new asylum regulations also call for the establishment of a documentation center to provide information on conditions in refugee producing countries. Continuing training initiatives during FY 1990 and the initiation of the INS documentation center are intended to enhance the professionalism of both asylum adjudications and the interviews of refugee applicants.

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 in the Department of Health and Human Services, where it maintained a liaison office. The 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 1990 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 1990, the Centers for Disease Control (CDC) continued its legislated responsibility of evaluating and sustaining the quality of the medical screening examinations provided to refugees seeking to resettle in the United States. The program included inspection of refugees and their medical records at U.S. ports of entry and the continuation of the health data collection and dissemination system.

The CDC continued to station one public health advisor in Bangkok, Thailand, to operate a regional program to monitor and evaluate the medical screening examinations provided to refugees in Southeast Asia. Additionally, a public health advisor continued working from Frankfurt, Germany, to perform similar duties related to refugees coming to the United States from Europe, Africa, the near East, and South Asia.

During FY 1990, CDC quarantine officers at major U.S. ports of entry inspected all arriving refugees. As part of the stateside follow-up, CDC collected and disseminated copies of refugee health and immunization documentation to State and local health departments and provided information to instruct refugees to report to the appropriate health department.

Quarantine officers paid particular attention to refugees with 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 data base of demographic and medical data on refugees was continued in FY 1990. In addition to documentation of excludable conditions, data collected include the number of Indochinese refugees who: (a) completed tuberculosis chemotherapy before departure for the United States; (b) received tuberculin skin tests and are started on preventive therapy; (c) were screened for hepatitis B surface antigenicity; (d) received hepatitis B vaccine; and (e) were placed on prophylaxis for Hansen's disease.

The CDC data base on refugee arrivals continued to be used by the Office of Refugee Resettlement (ORR) as the primary source of arrival and destination statistics. This data base includes the results of medical screening for 984,462 refugees who have entered this country since October 1979.

In FY 1990, a short-course tuberculosis treatment program was continued in Southeast Asia for U.S.-bound refugees. This program was expanded in Vietnam for refugees departing under the Orderly Departure Program (ODP). It is estimated that more than 500 ODP refugees benefited from this treatment in FY 1990.

Virtually all refugees from Southeast Asia with tuberculosis are completing treatment before arriving in the United States. Additionally, more than 250 family contacts of tuberculosis patients received preventive therapy during the first 6 months of FY 1990. These measures greatly reduced the workload of local health depart-

ments in the U.S. who provide tuberculosis treatment and follow-up services to Southeast Asian refugees.

The CDC continued to review the medical screening examinations provided to ODP refugees in Vietnam. Technical advice is provided as necessary by both CDC and the International Organization for Migration (IOM). Significant improvements in medical screening activities occurred and the program of re-examining refugees during their transit in Bangkok was eliminated.

The overseas hepatitis B surface antigen (HBsAG) screening program for pregnant females and unaccompanied minors also continued in Southeast Asia. During the first six months of the fiscal year, 822 persons were tested and 19.3 percent were identified as positive. All newborns were started on the series of three injections of hepatitis B vaccine. The CDC continued to notify State and local health departments and refugee sponsors of those refugees with positive tests.

The hepatitis B immunization program for Southeast Asian refugee children under the age of seven was continued in FY 1990. By the end of the fiscal year, about 75 percent of these children were receiving at least two doses of this vaccine. In the United States, hepatitis B vaccine continued to be offered by health care providers to foster family members who become household contacts to unaccompanied minors identified as being HBsAG carriers.

Domestic Health Assessments

Health assessment services continued to be provided to newly arrived refugees in FY 1990. 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, CDC again administered the Health Program for Refugees. Addressing unmet public health needs associated with refugees; identifying health problems which might impair effective resettlement, employability, and self-sufficiency; and referring refugees with such problems for appropriate diagnosis and treatment continue to be the goals of the program. During FY 1990, continued emphasis was given to identifying refugees eligible to receive preventive treatment for tuberculosis infection.

In FY 1990, grants were awarded to 44 States and local health departments. 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 ten most impacted States, which resettled 80 percent of all

arriving refugees in FY 1990, received 72 percent of the $3,770,500 in grant funds awarded. Two CDC public health advisors continued to consult with 44 State and local grantees in the conduct of refugee health screening activities.

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

Grantees reported that 51,190 refugees were contacted and offered health assessment services. The number of refugees receiving an assessment was 42,666, or 83.4 percent of those contacted. Among those refugees who received a health assessment, 70 percent had one or more medical or dental health conditions identified that required treatment and/or referral for specialized diagnosis and care.

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

The CDC continued to work with project areas to encourage them to develop systems for effective tracking and reporting of 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 1990, the hepatitis B screening and vaccination programs for pregnant refugee women, their newborns, and susceptible household contacts was continued. CDC awarded $400,000 to State and local health departments for this purpose. Nationwide, hepatitis B prevention activities have been integrated into nutrition, family planning, and prenatal programs to ensure that as many refugees as possible are identified, located, and provided hepatitis prevention services. Computerized registries of hepatitis B carriers facilitated the process in some States. Cumulative data from project areas indicated that 14 percent (14,627 of 102,220) of those refugees that were screened for hepatitis B carrier status have been found to be HBsAG positive. Of the total refugees screened, 26,101 were pregnant women. Of the pregnant refugees screened, 4,654 (18 percent) had a positive HBsAG result. A total of 4,281 newborns and 9,065 household contacts have been vaccinated as a result of HB screening activities.

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 ten (10) 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: 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 1990, five refugees were newly admitted to the Gillis W. Long Hansen's Disease Center because of complications in their response to treatment. In addition, eleven refugees were readmitted 16 times 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 Maternal and Child Health Bureau continued to target, identify, and address health care problems of both Southeast Asian refugees and health care providers in the resettlement areas.

Guidance materials 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. Some represented aggressive efforts to identify women early during pregnancy, others offered genetic counseling and screening for thalassemia. The projects also disseminate information and coordinate referrals to outside agencies and share information with other service providers throughout the U.S. communities.

Alcohol, Drug Abuse, and Mental Health Administration

National Institute of Mental Health

The activities of the Refugee Mental Health Program (RMHP) were altered considerably during FY 1990. The Refugee Assistance Program-Mental Health (RAP-MH), which was funded by ORR, ended in the latter part of FY 1989, and limited activities continued in FY 1990 in the in the form of distribution of professional materials by the Technical Assistance Center at the University of Minnesota.

The objectives of the RAP-MH program were to (1) ensure a system of mental health services for refugees; (2) promote mental health and support linkages with appropriate services; and (3) incorporate refugee mental health services within the State system of care and promote refugee self-sufficiency.

In the year since the end of that program, NIMH continues to receive numerous inquiries from the field, including requests from academic and practice sites for materials and training opportunities. The requests center on both clinical issues of assessment, diagnosis, treatment, and prevention as well as consultation on the development of service system modifications to incorporate refugees into mainstream systems of care. Specifically, NIMH worked with ORR during FY 1990 to develop a training curriculum directed at the mental health needs of Amerasian youth and their families and Vietnamese reeducation camp political prisoners. A collaborative effort was developed between ORR and RMHP, NIMH as well as the Asian American Research Center at UCLA, to conduct a model training program during FY 1991. This training would involve developing curricula and other materials, conduct a training conference in southern California, and evaluate the effectiveness of that conference. Subsequently, the refined training would be conducted at additional sites around the country where large numbers of Amerasian youth and families of Vietnamese reeducation camp political prisoners live.

In the latter part of FY 1990, NIMH conducted a meeting involving nationwide experts to assist in the development of an agenda for refugee mental health research. A report of the findings of this group will be forthcoming during the first quarter of FY 1991, and will guide further efforts towards promoting original and sophisticated research in refugee mental health.

Staff from RMHP have presented papers and conducted consultations at a number of sites through the year. They include university colloquia, published professional papers, and attendance at numerous professional meetings serving both as presenters and panel members. Since the end of the RAP-MH funding, NIMH staff have attempted to address the consultative and technical assistance needs of the field. Interest remains high in such services and staff responded in creative ways in view of very limited funding for this activity.

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 forty-one member agencies and affiliates across the country. All member agencies of ACNS provide extensive services to refugees in their local communities. Thirty-four 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 100,000 refugees from Southeast Asia, Eastern Europe, the Soviet Union, the Near East, South Asia, Africa, and Latin America, assisting them to become productive members of American society. In addition to serving refugees directly resettled by ACNS, all member agencies provide services to the larger refugee and immigrant communities in their areas.

Resettlement Program

During FY 1990, ACNS and its member agencies resettled the following numbers of refugees:

African	398
European	340
Latin American	129
Near Eastern	259
Soviet	320
Southeast Asian	6,022
Total	**7,468**

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, provided by either agency staff or volunteers, are used. Although a combination of services such as English language training or counseling are usually needed and provided, a major focus is on appropriate job placement as quickly as possible for all employable refugees.

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

In an attempt to maintain quality resettlement among its affiliates, ACNS carried out on-site monitoring of local agencies which collectively resettled more than 21 percent of the ACNS caseload in FY 1990. These visits helped ACNS to meet its Cooperative Agreement requirements with the Department of State and also to appreciate the practical, human problems of local resettlement.

ACNS also completed a program funded by the Office of Refugee Resettlement to provide extended counseling and orientation services to Hmong refugees resettled

in the Central Valley of California through its affiliate, Lao Family Community of Fresno. The goal of the program was 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.

Also during FY 1990, ACNS conducted a matching grant program with several of its affiliates which was approved and funded by the Office of Refugee Resettlement. The program's goal is early self-sufficiency of refugee cases through employment.

In the summer of 1990, ACNS concluded an agreement with the American Fund for Czechoslovak Refugees (AFCR) and the Department of State under which ACNS is assuming responsibility for the AFCR resettlement program. Thus, ACNS adds nine new locations to our resettlement network.

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 1990 under a 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

The AFCR was founded in 1948 to assist Czechoslovak refugees escaping from their homeland after a communist coup d'etat organized by Moscow.

Since its establishment, the AFCR has operated in Europe, working with private funds only. Later, it started to contract 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 countries of the free world. 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 25,300 Czechoslovak and other Central and Eastern European refugees and approximately 21,400 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 Western European countries of first asylum, mostly in West Germany, Austria, England, Norway, France, Italy, and in Africa and South America.

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 since the 1950's. 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 Department of State funding with private funds. Private funds are also used to assist in local integration those Czechoslovak refugees who decide not to emigrate from countries of first asylum 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 the period from October 1, 1989 through June 30, 1990:

Southeast Asians	464
Czechoslovaks	135
Romanians	212
Soviets	165
Bulgarians	30
Hungarian	1
Total	**1,007**

As the attached table shows, the Vermont Refugee Resettlement Program resettled the largest number of AFCR's refugees—200 (54 Romanians, 52 Soviets, 25 Czechoslovaks, 11 Bulgarians and 58 Southeast Asians, mostly Amerasians), followed by Refugee Center, Lincoln, Nebraska with 179 refugees (160 Southeast Asians and 19 Europeans). AFCR's regional office in Manchester, New Hampshire resettled 169 refugees (97 Romanians, 30 Soviets, 8 Czechoslovak and 34 Southeast Asians). The largest number of Czechoslovaks—89—was resettled by AFCR's regional office in Brookline, Massachusetts.

The table also shows that with some exceptions, the AFCR placed most of its refugees in small States with good employment possibilities: New Hampshire, Idaho, Vermont, Nebraska, Colorado, Kentucky This in accordance with its policy, which has always emphasized early employment of all employable refugees upon arrival.

The AFCR terminated its domestic resettlement on June 30, 1990. The Board of Directors arrived at that decision after the events in Czechoslovakia last November, considering its original purpose – assistance to Czechoslovak refugees from communist-dominated Czechoslovakia – fulfilled.

On the basis of an agreement, approved by the Bureau for Refugee Programs, the American Council for Nationalities Service (ACNS) took over the entire AFCR's network and caseload.

AMERICAN FUND FOR CZECHOSLOVAK REFUGEES, INC.

RESETTLEMENT STATISTICS - FY 1990

OFFICE/AFFILIATE	CZECHOSLOVAKS	ROMANIANS	HUNGARIANS	BULGARIANS	SOVIETS	SOUTH EAST ASIANS	TOTAL
AFCR, BOSTON	89	0	0	0	13	0	102
AFCR, MANCHESTER, NEW HAMPSHIRE	8	97	0	0	30	34	169
AFCR, TWIN FALLS, IDAHO	0	57	1	19	23	0	100
VERMONT REFUGEE RESETTLE. PROGRAM, VERMONT	25	54	0	11	52	58	200
REFUGEE CENTER, LINCOLN, NEBRASKA	0	1	0	0	18	160	179
WESTERN KENTUCKY MUTUAL REF. ASSISTANCE, KY.	0	0	0	0	0	13	13
KHMER ASSOCIATION, AURORA, COLORADO	0	0	0	0	29	77	106
YMCA, MINNEAPOLIS, MINNESOTA	0	0	0	0	0	62	62
NEW YORK CITY LOCAL	12	3	0	0	0	60	75
OTHER (USCC)	1	0	0	0	0	0	1
TOTAL	135	212	1	30	165	464	1,007

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 375,000 refugees to the United States. In the past fiscal year, the following numbers of refugees were resettled:

Afghanistan	148
Albania	7
Angola	14
Bulgaria	19
Cambodia	109
Cuba	130
Czechoslovakia	9
El Salvador	6
Ethiopia	467
Hungary	22
Iran300	
Iraq10	
Laos	582
Nicaragua	91
Poland	43
Romania	794
Soviet Union	2,404
Uganda	11
Vietnam	1,944
Other	26
Total	**7,136**

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.

Episcopal Migration Ministries

Organization and Structure of Episcopal Migration Ministries

Episcopal Migration Ministries (EMM) is the official channel through which the Episcopal Church responds to the relief, resettlement, protection, and development needs of refugees, immigrants, migrants, displaced persons, and asylum seekers throughout the world. National offices are located at the Episcopal Church Center, 815 Second Avenue, New York, NY 10017, along with other offices of the Episcopal Church under the administrative authority of the Presiding Bishop. 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 by and through the 98 domestic dioceses of the Episcopal Church, whose jurisdiction covers all 50 States and Puerto Rico. In FY 90, the resettlement program operated in 62 affiliate sites. The EMM domestic resettlement program is largely based on a volunteer sponsor model, using the time, skills and donated resources of community volunteers, parishes, and dioceses. The volunteer model enables the participation of a broad network of active dioceses without unnecessary administrative expenses and encourages local diocesan support for program oversight costs.

Refugee services are carried out by a Diocesan Refugee Coordinator (DRC). 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. DRCs in 42 dioceses were paid by their diocese or the national office for their work in this ministry. The remaining DRCs volunteered their time and expertise.

As part of their ministry, DRCs develop "parish sponsorships", in which specific congregations agree to sponsor a refugee(s) and assist in family reunifications. DRCs provide pre-arrival training, ensure the provision of care services, and monitor all placements.

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

The goals of the Episcopal Migration Ministries are to –

- Encourage the active participation of the Church-at-large in resettlement services to ensure that an appropriate and capable sponsor is found for every refugee in need, and thereby enable refugees to become self-sufficient and contributing members of the American community as soon as possible after arrival.

- Work for the protection, dignity, and future of refugees and displaced persons throughout the world through the 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).

- 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 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 1,200 refugees as well as with emergency grants upon the diocesan bishop's request. In 1990, the Dioceses of Olympia (Seattle), Los Angeles, Rochester, and Western New York received impact aid grants totalling $130,700.

Grants to support diocesan refugee ministries are made from church dollars 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 $44,500 were awarded in FY 1990 for domestic programs. An additional $173,624 was provided to refugees in emergency situations overseas.

EMM provided over $79,900 in **church** monies for enabling grants for individual refugees and displaced persons in need of emergency assistance. Many thousands of dollars of additional monies were awarded by individual dioceses and parishes. Also granted was $140,400 to support ecumenical programs working with refugees.

The national offices of the Episcopal Church provide substantial in-kind assistance through the provision of offices, supplies, and support services.

Specific Resettlement Activities During FY 1990

Sponsorship Activity

During FY 1990, a total of 2,831 refugees were resettled and immigrants were assisted in family reunification through Episcopal Migration Ministries. In addition, 324 immigrants were served by our DRCs, for which no Reception and Placements grants were received. EMM has the capacity to develop sponsors for most every nationality and ethnic group. The following represents the country of origin for refugees resettled by EMM in 1990:

Refugees	
Angola	8
Ethiopia	116
Ghana	2
Liberia	2
S. Africa	6
Uganda	3
Zaire	2
Soviet Union	1,128
Albania	2
Bulgaria	2
Czechoslovakia	6
Hungary	14
Poland	26
Romania	94
China	2
Cambodia	97
Laos (Hmong)	4
Laos	121
Vietnam	325
Vietnam (Orderly Departure Program)	36
Vietnam (Re-Education Camp Detainees)	199
Vietnam (Amerasians)	401
Cuba	87
Nicaragua	67
Afghanistan	26
Iran55	
Total	**2,831**

Immigrants	
Cambodia	22
Burma	3
Cuba	10
Iran2	
Poland	3
Vietnam	284
Total	**324**

Amerasian Placements

With the emphasis on relocation of Amerasians, EMM trained DRCs from 16 sites to meet the special needs of this group. In FY 1990, 401 Amerasians were relocated by the EMM network.

Matching Grant Program

EMM continues to participate in the highly successful Matching Grant program, working through the Council of Jewish Federations. Thirty-three dioceses are now conducting Matching Grant sponsorships with intensive case management to enable early employment so that enrollment on 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.

Immigration Counseling Network

Through the 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.

Response to Asylum Seekers

Through fully Church-funded support, EMM has provided sponsorships to Central Americans and others who had been adjudicated as asylees or appellants by the government. Twenty were welcomed by parishes around the country, helped to find jobs, and integrated into various communities.

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 some communities have developed into centers for certain ethnic groups, such communities must make unique provisions for the social and cultural needs of those groups.

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, need to 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 provide 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 1990 are listed by region of origin:

Africa	1
Near East	1,318
Southeast Asia	291
USSR/EE	39,064
Total	**40,674**

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

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

The IRC acts as the primary sponsor for each refugee it resettles. As such, it assumes as needed the responsibility for pre-arrival services, reception at the airport, provision of housing, household furnishings, food, and clothing, as well as direct

financial help. Each refugee is provided with health screening, orientation to the community, and job counseling as necessary. 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 western New York, New Jersey, and Miami, Florida. The average number of permanent staff in each office is five to six.

During FY 1990, the International Rescue Committee resettled the following number of refugees:

Vietnamese	5,616
Laotians	1,069
Cambodians	274
Other Indochinese	7
Poles	355
Czechoslovaks	80
Romanians	656
Hungarians	94
Soviets	616
Bulgarians	95
Albanians	16
Iranians	429
Iraqis	14
Afghans	189
Ethiopians	630
Other Africans	18
Cubans	258
Nicaraguans	121
Total	**10,537**

Iowa Department of Human Services

Bureau of Refugee Services

The State of Iowa's longstanding commitment to refugee resettlement continued through FY 1990 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 10,600 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 1990, the Bureau resettled 487 refugees. The Bureau also continued to resettle Amerasians and their family members, an initiative which began during FY 1989. The Bureau placed 78 Amerasians and family members throughout Iowa during FY 1990. A total of 35 former re-education camp detainees and family members were also resettled during FY 1990. Several groups of former Vietnamese military members now living in Iowa have been instrumental in the resettlement of the former re-education camp detainees. The breakdown by ethnic group and country of origin of the refugees resettled by the Bureau are as follows:

Laotian (Laos)	129
Tai Dam (Laos)	5
Hmong (Laos)	0
Vietnamese (Vietnam)	312
Khmer (Cambodia)	35
Romanian (Romania)	3
Polish (Poland)	3
TOTAL	**487**

The refugee sponsor program has always been the cornerstone of Iowa's resettlement program. During FY 1990, 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 1990 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 1989, approximately half of the sponsors in FY 1990 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 1990, Bureau staff made a total of 862 job placements, an average of 72 per month. 30,029 service contacts, averaging 2,502 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 their first 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, Proteus, 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 30, 1990, 541, or 5.1 percent of the 10,600 refugees in Iowa, were receiving refugee 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	209	2.0
Foster Care for Unaccompanied Refugee Minors	98	.9
Aid to Dependent Children	14	.1
Medical Assistance	218	2.1
SSI medical	2	.003
TOTAL	**541**	**5.1%**

Lutheran Immigration and Refugee Service

Lutheran Immigration and Refugee Service (LIRS) is the official agency of Lutheran churches in the United States for ministry with refugees, asylum seekers, undocumented persons, and immigrants. It is a cooperative, non-profit agency of the Evangelical Lutheran Church in America, the Lutheran Church-Missouri Synod, and the Latvian Evangelical Lutheran Church in America, which together represent 8 million members, or 95% of all Lutherans in the United States.

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

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

LIRS monitoring systems are designed to foster early employment, meet individual needs, coordinate with community resources, and prevent duplication of services. Coordinating with church, public and private organizations that carry related responsibilities is also important to us. Experience has shown us that building on-going community support enhances well-being and brings benefits to all concerned.

To build on community connectedness, LIRS resettles refugees where local sponsorships and employment opportunities offer the best chance for early self-sufficiency and where the population includes other people from the refugees' own ethnic background. "Free" cases--those without family or other contacts in the U.S.--are not placed in areas like California that already have large refugee populations.

Lutherans have traditionally welcomed new immigrants since the 18th century. In 1939, the work was organized on a national scale to help World War II refugees. Today LIRS resettles not only northern Europeans, but also people from Southeast Asia, the Soviet Union, the Near East, Africa, and Latin America.

In 51 years of service, more than 180,000 refugees have been given a new start in this country through LIRS. This includes more than 5,000 unaccompanied minors placed in foster care since 1979.

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

National administration takes place at 390 Park Avenue South, New York, New York 10016-8803. With a 30-member staff, this national office manages the refugee resettlement program (26 regional offices); the unaccompanied minor refugee program (22 regional offices); the Joint Voluntary Agency in Hong Kong; the matching grant program (5 sites); and the Amerasian special initiative. The agency also manages a number of non-government funded programs.

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

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

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

Thousands of dedicated **church and community volunteers** are the local sponsors who provide direct assistance to the refugees. They arrange for cultural orientation, housing, food, clothing, transportation, health care, schooling, and jobs for the refugee family immediately after arrival. New arrivals therefore receive both material and emotional support, which is needed so much, especially after arrival.

While **church sponsorships** are emphasized, LIRS also uses **agency 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.

In FY 1990, LIRS has both grown and diversified. Here are some of the highlights of our work:

- **Refugee resettlement**, performed under a cooperative agreement with the Department of State, continued as LIRS's largest program. In FY 1990, LIRS resettled 9,100 refugees.

- **Soviet Pentecostal** refugees, now one-quarter of LIRS's total caseload, are resettled in 13 LIRS cluster sites nationwide. The largest one, in Portland, Oregon, co-sponsored a conference in February 1990 with LIRS to strengthen work with this group. An array of service providers attended, including members of other national voluntary agency systems.

- Lutherans continued to play a leadership role in **Amerasian** resettlement, managing cluster sites in: Arizona, Colorado, Florida, Georgia, New Jersey, North Carolina, Pennsylvania, Texas (two sites) and Washington, D.C. Sites are also being planned for Kansas, Ohio, and South Dakota.

- LIRS's Utica, New York affiliate, serving more Amerasian families than any other single national voluntary agency affiliate, developed a new, comprehensive adjustment program in the United States for Amerasians arriving directly from Vietnam. This first-of-its-kind "**Amerasian Residential Project**," is receiving support from the Office of Refugee Resettlement, foundations and the private sector. It will train and house Amerasians and their families for three months, with vocational training, language training, and cultural orientation for final resettlement in one of six LIRS Amerasian cluster sites.

- LIRS will begin to place free cases in **South Carolina**, a State that has suffered for lack of arrivals. This effort is being done with support and encouragement from the State's refugee coordinator.

- Our **North Dakota** affiliate led efforts to have the first week of October 1990 declared "Refugee Awareness Week" by the governor of the State. The week-long event featured a benefit concert, church services dedicated to the theme of

refugees, and special dinners thanking sponsors and employers. It was covered extensively by the press in Bismarck and Fargo.

- LIRS continues in the Federal **match grant** program, which 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. North Dakota was added as a new match grant site in 1991.

- The LIRS 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 with 22 partner agencies. In FY 1990, this program served 284 children.

- The Lutheran network resettled a significant number of **political prisoners from Vietnam.** (April 1990 LIRS arrival Thanh Cao was honored by President George Bush at the first annual refugee day in Washington, D.C. on October 30, 1990 for "outstanding achievement and humanitarian service." A former army interpreter for the U.S. in Vietnam, Mr. Cao became a regular volunteer with the Lutheran office in Washington, D.C. to help other new arrivals from Vietnam.)

- **Leadership and cooperation** in the network continued to be a hallmark of agency work. For example, Ruth McLean, LIRS regional affiliate director in Washington, D.C., was named chair of the State Refugee Advisory Council in the State of Maryland.

LIRS Arrivals: FY 1990

Indochinese		
Vietnamese	(Boat)	997
	(ODP)	3,118
	(Land)	29
Cambodian	(C)	278
Laotian		915
Subtotal		**5,337**

European	
Armenian	5
Bulgarian	22
Czech	18
Hungarian	34
Polish	82
Romanian	314
Soviet	2,259
Subtotal	**2,734**
Indochinese	5,337
European	2,734
African	488
Near Eastern	398
Latin American	149
Total	**9,106**

Polish American Immigration and Relief Committee, Inc.

Since its founding in 1947, 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.

The processing of the prospective refugees begins in Europe and is handled by PAIRC or other voluntary agencies, whose representatives 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. and RDC in New York allots refugees to PAIRC for resettlement, PAIRC headquarters prepares for their arrival.

Upon arrival in the U.S., 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.

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 the Bureau for Refugee Programs' restrictive placement policy, refugees were resettled within the Polish communities in Connecticut, Downstate New York, New Jersey, Philadelphia, Illinois, and Northern Indiana. Refugees with close relatives and sponsors located in other parts of the U.S. were transferred to other agencies.

The Polish American Immigration and Relief Committee is a member of Inter-Action and cooperates with State and local government agencies. Because of its contacts with local public and private manpower and employment agencies, as well as Polish-American organizations and media, PAIRC is particularly well-suited to helping newly arrived Polish refugees.

In FY 1990, PAIRC resettled 230 Polish refugees, the last of those adjudicated before November 22, 1989, the Department of State closing date for Poles.

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
- Pawtucket, Rhode Island
- Salt Lake City, Utah

These offices operate under resettlement procedures and guidelines set by the national headquarters. Every office submits program and status reports, on a monthly basis, to headquarters. 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 1990, the Tolstoy Foundation resettled 1838 refugees from geographic areas as listed below.

Eastern Europe	508
Soviet Union	927
Near East	353
Africa	50
Total	**1,838**

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

The United States Catholic Conference (USCC) is the public policy and social action agency of the Catholic Bishops of the United States. Within USCC, Migration and Refugee Services (MRS) is the lead office responsible for developing Conference policy on migration, immigration, and refugee issues, as well as providing program support and regional coordination for a network of 145 diocesan refugee resettlement offices located throughout the country.

Working without regard to race, religion, or national origin, MRS resettled over 29,000 refugees in FY 1990, as follows:

Region	Refugees Resettled
East Asia	24,080
Soviet Union and Eastern Europe	2,283
Near East and South Asia	1,026
Latin America and Caribbean	986
Africa	961
Total	**29,336**

The principal actors in the MRS resettlement program have always been the staff and volunteers of the local diocesan programs. Basic services provided to refugees through MRS affiliates include securing sponsors for the refugees before their arrival, arranging for living quarters and providing for at least one month's food and rent, and welcoming refugees at the airport. After the refugees' arrival, diocesan offices provide services, which include orientation to the community, employment counseling, health screening, registration for social security, and school registration. Diocesan staff make every possible effort to encourage these newcomers to become productive members of our society.

MRS carries out its domestic resettlement activities from offices in Washington, D.C., New York City, and Miami. The Washington office is responsible for overall policy formulation and for maintaining regular contact with the Congress, the Department of State, the Department of Labor, the Department of Health and Human Services, and the Immigration and Naturalization Service. The New York

office is the agency's refugee operations center, serving as the liaison between overseas processing and the domestic resettlement system. MRS/New York also provides program support to diocesan offices through two regional offices, one in New York and one in San Francisco. To ensure effective diocesan implementation of MRS resettlement policies, these regional offices engage in monitoring and evaluation of the services provided to refugees, as well as assisting in the preparation of diocesan budgets and reports. The regional offices also present MRS policies to HHS/ORR regional offices and State refugee coordinators.

In FY 1990, MRS supervised the placement of 238 unaccompanied refugee minors in foster care settings and coordinated the services of Amerasian cluster sites in 38 cities, where the special needs of Amerasian children and their accompanying family members are being met. MRS also administers a Match Grant program, whose goal is early self-sufficiency of refugees through employment. 2,914 new clients—comprising 34 ethnic groups—entered the program during FY 1990. Of this number, 2,008 completed the program self-sufficient, for a success rate of 69%. By the close of FY 1990, a total of 32 dioceses were taking part in the Match Grant program.

Since 1988, MRS has been working, through a series of "Volunteer Demonstration Projects," to increase volunteer involvement in the refugee resettlement process in order to supplement available resources for resettlement and 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 FY 1991.

In September 1990, using the authority established through the Fish/Wilson Amendment to the 1985 Continuing Appropriations Resolution and after extensive preparation, the San Diego diocese received approval from ORR for the first Fish/Wilson demonstration project operated by a voluntary agency. This project is being run under the auspices of ORR in cooperation with the State of California and the county of San Diego.

Over the years, the developing Church structure has grown and strengthened in response to each new wave of immigrants. In the 1940s, the Church assisted displaced refugees from World War II, including many European Jews from Germany. In 1956, refugees from the Hungarian revolution were resettled. In 1960, a major effort was begun to resettle Cubans fleeing the Castro regime. Eight years later, the MRS network assisted Czechoslovakian refugees. Since 1975, MRS resettlement efforts have focused on refugees from Vietnam, Cambodia, and Laos, while, in 1980, the Cuban "freedom flotilla" brought 118,000 new refugees, the

majority of whom MRS resettled. In 1987, the Church played an integral part in assisting eligible undocumented aliens apply for legal status under the Immigration Reform and Control Act of 1986. And, in 1990, the Church took part in efforts to pass the Immigration Act of 1990, the first major reform of this nation's legal immigration laws in over 25 years. This legislation raises the overall number of legal immigrants nearly 40% above current levels, allowing the unskilled, as well as immigrants with no previous family ties to this country to come to the United States. The legislation also provides temporary protected status for Salvadorans, and provides special visa programs benefiting the Irish and other immigrant groups, provisions the Church worked very hard to have included in the final legislation.

Since this nation's birth more than 200 years ago, the Catholic Church has offered both spiritual and temporal sustenance to newcomers. At first focusing on the welfare of Catholic newcomers, and later expanding to serve large numbers of non-Catholic refugees, the Church network has evolved to meet the needs of the many ethnic groups emigrating to this country. Because of the Church's commitment to protecting the sanctity of every human life, immigrants, migrants, and refugees all can, and do, find assistance through the Catholic service network.

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

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

World Relief of the National Association of Evangelicals

During FY 1990, World Relief, the international assistance arm of the National Association of Evangelicals, resettled 7,531 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 1990, 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 1990

The World Relief resettlement program assists in the resettlement of approximately six percent of the total refugees arriving to the United States. During FY 1990, 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.

Over 2,600 Soviet Evangelical Christians arrived through World Relief this fiscal year. In an unprecedented cooperative venture between Congress, the Department of State, the Foreign Ministry of the U.S.S.R., and the International Organization for Migration, World Relief organized two charter flights to airlift Soviet Evangelicals stranded in Moscow due to processing changes initiated by the U.S. government. Nearly 700 of the stranded 6,000 arrived on two separate flights with the remaining prioritized to be moved early in FY 1991.

Refugee Arrivals for Fiscal Year 1990

Vietnamese	
First Asylum	1,039
ODP	551
Amerasian	1146
Cambodian	330
Laotian	797
African	236
Near East	175
Eastern Europeans	149
Soviets	
Armenians	53
Evangelicals Christians	2,673
Latin Americans	202
Total Refugees	**7,351**
Additional Immigrants	**631**

APPENDIX D

REFUGEE HEALTH PROJECT GRANTS

CDC Health Program for Refugees

Project Grant Awards and Project Directors

FY 1990*

Region I

Connecticut ($45,380)	James L. Hadler, M.D., M.P.H. Connecticut Department of Human Services Preventable Disease Division 150 Washington Street Hartford, Connecticut 06106
Maine ($11,006)	Joan A. Blossom, R.N., M.S. Maine Department of Human Services Bureau of Health State House, Station 11 Augusta, Maine 04333-0011
Massachusetts ($204,688)	Ms. Jennifer Cochran Massachusetts Department of Public Health Center for Disease Control 305 South Street Jamaica Plain, Massachusetts 02130
New Hampshire ($6,093)	M. Goffrey Smith, M.D., M.P.H. New Hampshire Division of Public Health Services Bureau of Disease Control 6 Hazen Drive Concord, New Hampshire 03301

* Amounts include both health assessment and hepatitis B screening and vaccination funds (new money only).

Rhode Island
($26,537)

Peter R. Simon, M.D., M.P.H.
Rhode Island Department of Health
3 Capitol Hill, Room 302
Providence, Rhode Island 02908

Vermont
($5,343)

Patricia Berry, M.P.H.
Vermont Department of Health
1193 N. Avenue, P.O. Box 70
Burlington, Vermont 05402

Region II

New Jersey
($89,264)

Kenneth C. Spitalny, M.D.
New Jersey State Department of Health
C N 369
University Office Plaza
Trenton, New Jersey 08625-0369

New York
($65,631)

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
($217,663)

Stephen Friedman, M.D.
New York City Department of Health
Health Program for Refugees
125 Worth Street, Room 630
New York, New York 10013

Region III*

District of Columbia ($40,000)	Martin E. Levy, M.D., M.P.H. D.C. Department of Human Services 1660 L Street, N.W., Room 815 Washington, D.C. 20036
Maryland ($64,697)	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 ($51,592)	Ms. Patricia Tyson Pennsylvania Department of Health Division of Rehabilitation P. O. Box 90 Harrisburg, Pennsylvania 17108
Philadelphia ($54,500)	Mr. Michael G. Lucas City of Philadelphia Department of Health Community Health Services 500 South Broad Street Philadelphia, Pennsylvania 19146
Virginia ($58,271)	Mr. Thomas T. Williams, Jr. Virginia Department of Health 109 Governor Street, Room 511 Richmond, Virginia 23219

* Delaware and West Virginia did not apply for FY 1990 funds.

Region IV*

Alabama ($15,231)	Donald E. Williamson, M.D. Alabama Department of Public Health Bureau of Disease Control 434 Monroe Street Montgomery, Alabama 36130-1701
Florida ($152,188)	John J. Witte, M.D., M.P.H. Department of Health and Rehabilitative Services 1317 Winewood Boulevard Tallahassee, Florida 32399-0700
Georgia ($89,332)	Mr. Ray P. Seabolt Georgia Department of Human Resources Primary Health Care Section 878 Peachtree Street, N.E., Room 100 Atlanta, Georgia 30309
Kentucky ($11,020)	Mr. Charles D. Bunch Barren River District Health Department 1133 Adams Street P.O. Box 1157 Bowling Green, Kentucky 42101-1157
North Carolina ($54,218)	Mr. George W. Flemming North Carolina Department of Health Division of Health Services P. 0. Box 2091 Raleigh, North Carolina 27602
Tennessee ($45,455)	Kerry W. Gately, M.D., M.P.H. Tennessee Department of Public Health/Environment Division of Tuberculosis Control Cordell Hull Bldg., Room C2-200 Nashville, Tennessee 37247-4911

* Mississippi and South Carolina did not apply for FY 1990 funds.

Region V

Illinois ($177,000)	Mr. George Rudis Illinois Department of Public Health Division of Local Health Administration 535 West Jefferson Street Springfield, Illinois 62761
Indiana ($34,871)	Mary L. Fleissner, Ph.D., M.P.H. Indiana State Board of Health Bureau of Disease Intervention 1330 West Michigan Street Indianapolis, Indiana 46206-1964
Michigan ($109,010)	Mr. Douglas Peterson Michigan Department of Public Health Bureau of Community Services 3423 North Logan Street, P.O. Box 30195 Lansing, Michigan 48909
Minnesota ($147,500)	Mr. Michael Moen, Chief Minnesota Department of Health Communicable Disease Section 717 Delaware Street, S.E., P.O. Box 30195 Minneapolis, Minnesota 55440
Ohio ($38,941)	Thomas J. Halpin, M.D. Ohio Department of Health Bureau of Preventive Medicine P.O. Box 118 Columbus, Ohio 43266-0118
Wisconsin ($97,826)	Mr. Tam C. Phan Wisconsin Department of Health Social Services, Refugee Health One West Wilson Street, P.O. Box 309 Madison, Wisconsin 53701

Region VI*

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New Mexico ($8,517)	Susan S. Ripley, R.N. New Mexico Department of Health Bureau of Infectious Diseases 1190 St. Francis Drive, P. O. Box 968 Santa Fe, New Mexico 87503
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* Arkansas and Oklahoma did not apply for FY 1990 funds.

** Nebraska did not apply for FY 1990 funds.

Missouri ($44,756)	H. Denny Donnell, Jr., M.D., M.P.H. Missouri Department of Health Section of Disease Prevention P. O. Box 570 Jefferson City, Missouri 65102

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* Wyoming did not apply for FY 1990 funds.

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* Alaska did not apply for FY 1990 funds.

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- In FY 1990, 122,000 refugees entered the U.S.: the largest number since 1981.
- Since 1975, 1,400,000 refugees have resettled in America, including more than 957,000 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 1990, more than 61,000 refugees were enrolled in employment services programs and over 38,000 were enrolled in English language training classes.

English language training helps these Ethiopian refugees adjust to America.

U.S. DEPARTMENT OF
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(Photo by Mark Halevi)

U.S. DEPARTMENT OF
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