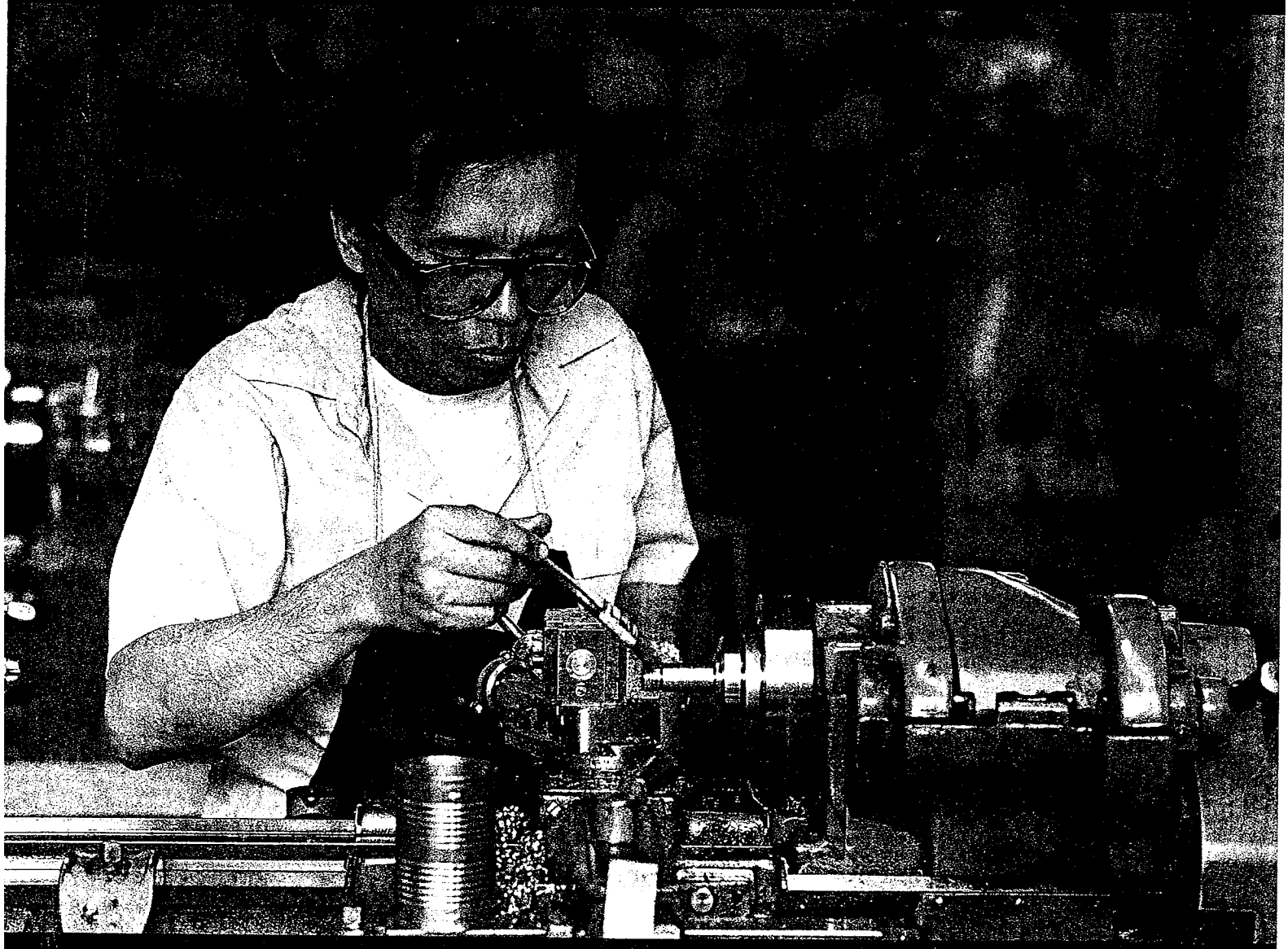
Report to the Congress

January 31, 1992

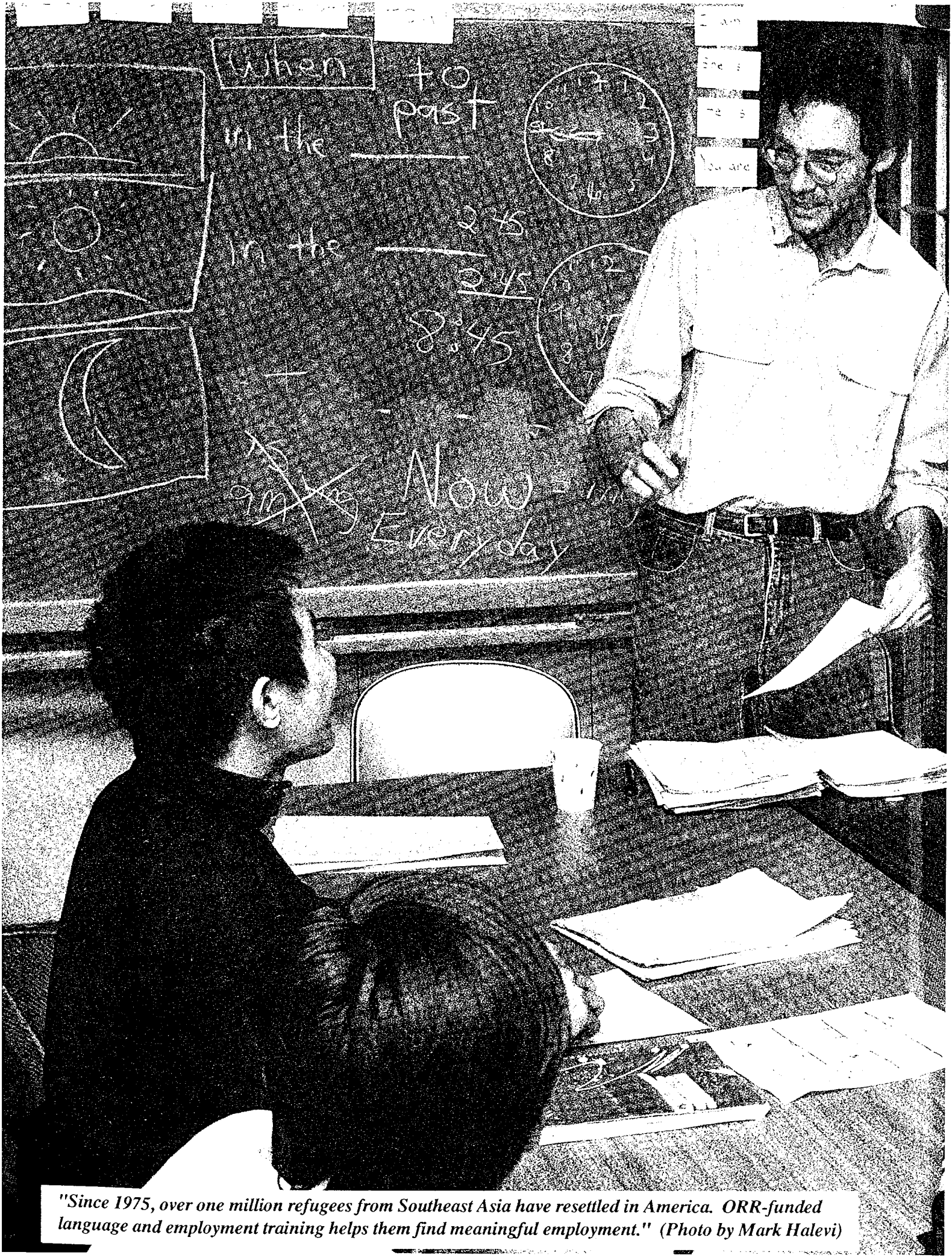


Refugee Resettlement Program

Office of Refugee Resettlement

U.S. DEPARTMENT OF
HEALTH AND HUMAN SERVICES

Administration for Children and Families
Office of Refugee Resettlement



"Since 1975, over one million refugees from Southeast Asia have resettled in America. ORR-funded language and employment training helps them find meaningful employment." (Photo by Mark Halevi)

"Since passage of the Amerasian Homecoming Act of 1986, almost 39,000 Amerasian youth and their accompanying family members have arrived in the U.S." (Photo by Mark Halevi)

Refugee Day, 1991

By the President of the United States of America

A Proclamation

The United States has long been both a symbol of hope and a source of substantial aid for refugees around the world. Through private voluntary organizations as well as government agencies, the American people have provided generous humanitarian assistance to millions of persons dislocated by natural disaster or by civil strife. We have also kept our doors open to people seeking refuge from tyranny and persecution, and we have encouraged other free nations to do likewise. By working hard to reap the rewards of freedom and opportunity, thousands of refugees have not only built new lives for themselves in the United States but also made invaluable contributions to our country.

While we have welcomed many refugees to these shores, the United States has also been working to overcome the conditions that force large numbers of people to flee their beloved homelands. We have consistently condemned political and religious persecution, and we have championed human rights while promoting the ideals of liberty, democratic pluralism, and tolerance. We have also worked to promote the peaceful resolution of conflicts and sustainable economic development in countries beset by poverty. Tragically, however, despite progress in these areas, the number of refugees worldwide has doubled during the past decade: according to the Department of State, their number has grown from 7,300,000 to an estimated 16,000,000. More than 11,000,000 of these refugees are concentrated in the Near East, in Asia, and in Africa. In all regions of the world, women and children continue to be the most seriously affected.

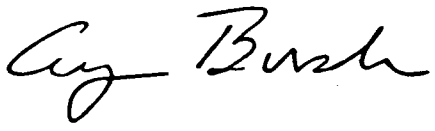
The international community must continue to uphold its fundamental responsibilities toward refugees. For our part, the United States remains firmly committed to assisting refugees and to contributing toward international relief efforts. The United States Government will continue to support the work of the United Nations High Commissioner for Refugees. Recognizing the value and the effectiveness of international cooperation on a wide range of global problems, we will also continue to urge other nations to increase their bilateral and multilateral assistance to refugees. Finally, because the refugee crisis is primarily the result of systematic government repression and bitter civil strife in some regions of the world, the United States will continue to promote respect for human rights and the rule of law, as well as the peaceful resolution of conflicts.

The demise of communism and the triumph of democratic movements around the world has brought about an era of promise and opportunity. Heartened by this knowledge, let us build on the progress we have made so that all peoples might enjoy the blessings of freedom and security in their respective homelands.

The Congress, by Senate Joint Resolution 192, has designated October 30 of each year as "Refugee Day" and has authorized and requested the President to issue a proclamation in observance of this day.

NOW, THEREFORE, I, GEORGE BUSH, President of the United States of America, do hereby proclaim October 30, 1991, as Refugee Day. I encourage all Americans to observe this day with appropriate programs, ceremonies, and activities.

IN WITNESS WHEREOF, I have hereunto set my hand this twenty-eight day of October, in the year of our Lord nineteen hundred and ninety-one, and of the Independence of the United States of America the two hundred and sixteenth.



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Report to the Congress

January 31, 1992

Refugee Resettlement Program

U.S. DEPARTMENT OF
HEALTH AND HUMAN SERVICES

Administration for Children and Families
Office of Refugee Resettlement

The Refugee Act of 1980 created the Refugee Resettlement Program to provide for the effective resettlement of refugees and to assist them to achieve economic self-sufficiency as quickly as possible. Since 1980, the domestic resettlement program has been the responsibility of the Office of Refugee Resettlement, 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 1991—from October 1, 1990, through September 30, 1991. It is the twenty-fifth in a series of reports to Congress on refugee resettlement in the U.S. since 1975—and the eleventh to cover an entire year of activities carried out under the comprehensive authority of the Refugee Act of 1980.

Admissions

- Approximately 114,000 refugees were admitted to the United States in FY 1991, including almost 1,800 under private sector funding.
- About 48 percent came from Southeast Asia, 40 percent from Eastern Europe and the Soviet Union, four percent from the Near East and South Asia, four percent from Latin America and the Caribbean, and four percent from Africa.

Initial Reception and Placement Activities

- In FY 1991, twelve non-profit organizations were responsible for the reception and initial placement of refugees through cooperative agreements with the Department of State.

Domestic Resettlement Program

- **Refugee Appropriations:** The Office of Refugee Resettlement (ORR) obligated approximately $410 million in FY 1991 for the costs of assisting refugees and Cuban and Haitian entrants. Of this, States received about $301 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 1991, ORR provided States with $67 million in formula grants for a broad range of services for refugees, such as English language and employment-related training.
- **Targeted Assistance:** In FY 1991, 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 10,350 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, 1991 was 2,461—a decrease of 400 from a year earlier.
- **Voluntary Agency Matching Grant Program:** Grants totaling over $39 million were awarded in FY 1991. 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 funded demonstration projects in Oregon, Florida, and California to help refugees find employment and reduce assistance costs. ORR awarded a planning grant to explore an alternative project in Alaska.
- **National Discretionary Projects:** ORR approved projects totaling approximately $12.5 million to improve refugee resettlement operations at the national, regional, State, and community levels. Five States participate in the Key States Initiative, a program intended to address problems of

persistent welfare dependency. Projects in another 25 States were approved as part of the Job Links program which seeks to strengthen linkages between employable refugees and potential employers in communities with good job opportunities. Other discretionary projects were concerned with planned secondary resettlement, business loans to refugee entrepreneurs, and assistance to Vietnamese reeducation camp detainees and Amerasian immigrants.

- **Key States Initiative (KSI):** Wisconsin reported 272 grant terminations and 126 grant reductions during FY 1991. In Minnesota, 206 welfare-dependent refugee families became self-sufficient, including 16 who found jobs after relocation to a community with favorable employment opportunities. In Washington, a program to reimburse job-related expenses led to welfare grant savings of over one million dollars. New York reported 299 welfare terminations due to job placements or reassessment of eligibility. A new KSI program began in Massachusetts.

- **Planned Secondary Resettlement (PSR):** As of September 30, 1991, 422 families (1,700 individuals) have relocated to self-sufficient communities, and all families found employment soon after arrival. With the exception of a mere handful of elderly refugees on SSI, welfare utilization decreased from 100 percent before relocation to zero afterwards. Welfare savings were calculated at $987 a month per family. On average, the government recoups its initial resettlement cost in just eight months.

- **Program Evaluation:** Evaluation studies of the Key States Initiative continued throughout the year.

- **Data and Data System Development:** By the end of FY 1990, ORR's computerized data system on refugees contained records on 1.3 million out of the 1.5 million refugees who have entered the U.S. since 1975.

Key Federal Activities

- **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.

- **Congressional Consultations for FY 1992 Admissions:** Following consultations with Congress, President Bush set a world-wide refugee admissions ceiling at 142,000 for FY 1992, including 10,000 refugee admission numbers contingent on private sector funding.

Refugee Population Profile

- Southeast Asians remain the largest category among recent refugee arrivals in the United States. About 995,000 refugees and 39,000 Amerasian immigrants arrived between 1975 and 1991. Vietnamese are still the majority group among the Southeast Asian refugees.

- Nearly 260,000 Soviet refugees arrived in the U.S. between 1975 and 1991. Other refugees who have arrived since 1980 include 38,000 Poles, 39,000 Romanians, 29,000 Afghans, 28,000 Ethiopians, 35,000 Iranians, and 8,000 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 1991 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 86 percent were actually able to find jobs, as compared with 94 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. Thirty-six percent of the employed adults sampled had held white col-

lar jobs in their country of origin, but only 18 percent held similar jobs in the U.S.

- As in previous surveys, English proficiency was found to affect labor force participation, unemployment rates, and earnings. Refugees who spoke no English had a labor force participation rate of eight percent and an unemployment rate of 16 percent; for refugees who claimed to speak English fluently, the labor force participation rate was 46 percent and the unemployment rate was 8.5 percent.

- Refugee households receiving cash assistance are larger than non-recipient households, have more children, and have fewer wage earners. Households not receiving any assistance averaged 2.1 wage earners—illustrating the importance of multiple wage earners within a household to generate sufficient income to be economically self-supporting.

TABLE OF CONTENTS

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 53 - 60 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 11 - 43);

- A description of the geographic location of refugees (Part II, pages 4 - 10 and Part III, pages 48 - 52);

- A summary of the results of the monitoring and evaluation of the programs administered by the Department of Health and Human Services (Part II, pages 38 - 44) and by the Department of State (which awards grants to national resettlement agencies for initial resettlement of refugees in the United States) during the fiscal year for which the report is submitted (Part II, page 11);

- A description of the activities, expenditures, and policies of the Office of Refugee Resettlement (ORR) within the Administration for Children and Families, Department of Health and Human Services, and of the activities of States, voluntary resettlement agencies, and sponsors (Part II, pages 12 - 44 and Appendices C and D);

- The plans of the Director of ORR for improvement of refugee resettlement (Part IV, pages 63 - 65);

- 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 12 - 23 and Part III, pages 53 - 56);

- Any fraud, abuse, or mismanagement which has been reported in the provision of services or assistance (Part II, pages 40 - 43);

- A description of any assistance provided by the Director of ORR pursuant to section 412(e)(5) (Part II, page 16);*

- A summary of the location and status of unaccompanied refugee children admitted to the U.S. (Part II, page 23); and

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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."

- 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 61 - 62).

In response to the reporting requirements listed above, refugee program developments from October 1, 1990, until September 30, 1991, are described in Parts II and III. Part IV looks beyond FY 1991 in discussing the plans of the Director of the Office of Refugee Resettlement to improve refugee resettlement and program initiatives which continue into FY 1992. This report is the eleventh prepared in accordance with the Refugee Act of 1980—and the twenty-fifth in a series of reports to Congress on refugee resettlement in the United States since 1975.

II. REFUGEE RESETTLEMENT PROGRAM

Admissions

The Immigration and Nationality Act as amended by the Refugee Act of 1980 establishes the framework for selecting refugees for admission to the United States. Section 101(a)(42) of the Act defines the term "refugee" to mean:

"(A) any person who is outside any country of such person's nationality or, in the case of a person having no nationality, is outside any country in which such person last habitually resided, and who is unable or unwilling to return to, and is unable or unwilling to avail himself or herself of the protection of, that country because of persecution or a well-founded fear of persecution on account of race, religion, nationality, membership in a particular social group, or political opinion, or

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

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

As part of the consultation process for FY 1991, President Bush established a ceiling of 131,000, including 10,000 numbers to be set aside for private sector admissions initiatives. (Presidential Determination No. 91-3, October 12, 1990.) The admission of the 10,000 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 131,000, approximately 114,000 refugees actually entered the United States during FY 1991, including about 1,800 entries under the 10,000 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 Act.
- The applicant must be among the types of refugees determined during the consultation process to be of special humanitarian concern to the United States.
- The applicant must be admissible under United States law.
- The applicant must not be firmly resettled in any foreign country. (In some situations, the availability of resettlement elsewhere may also preclude the processing of applicants.)

Although a refugee may meet the above criteria, the existence of the U.S. refugee admissions program does not create an entitlement to enter the United States. The annual admissions program is a legal

mechanism for admitting an applicant who is among those persons for whom the United States has a special concern, is eligible under one of those priorities applicable to his/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 1991.* 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 1991, approximately 114,000** refugees and Amerasian immigrants entered the United States, as compared with about 122,000 in FY 1990. This represents a decrease of seven percent. Of the total arrivals in FY 1991, 48 percent were from Southeast Asia, 40 percent were from Eastern Europe and the Soviet Union, four percent were from the Near East and South Asia, four 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 1991. Compared to FY 1990, this represents a sizeable increase in the proportion from Southeast Asia and from Africa, a corresponding decrease from the former Soviet Union, and a stable proportion for the other parts of the world. In terms of absolute numbers, admissions from most areas of the world were slightly higher in 1991 than in 1990, with the only decline being among refugees from the Soviet Union, where a processing backlog developed for applications for refugee status.

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 1991 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 almost 33,000 arrivals, and its share climbed modestly from 25 percent in FY 1990 to 29 percent in FY 1991. New York was a distant second with 16,300 (down sharply from 23,300 last year primarily due to the Soviet shortfall) and its proportion of arrivals fell by a quarter to 14 percent. Texas received 5,800 refugees, its highest total since the early 1980s, followed by Florida with 5,600 and Washington with 4,800. Illinois received 4,000 and Massachusetts and Pennsylvania each received about 3,400. Georgia and New Jersey rounded out the top ten with about 2,600 each.

- **Southeast Asian Refugees and Amerasian Immigrants**

In FY 1991, 37,958 Southeast Asian refugees and 16,493 Amerasian immigrants arrived in the United States for a combined total of 54,451 individuals. This represents a 4.5 percent increase from the 38,758 refugees and 13,307 Amerasians admitted from Southeast Asia during FY 1990, and the largest total since FY 1982. As of September 30, 1991, the United States has admitted 995,274 refugees and 38,885 Amerasian immigrants from Southeast Asia since the spring of 1975 (Appendix A, Table 8). Monthly arrivals of Southeast Asian refugees and Amerasian immigrants during FY 1991 averaged approximately 4,500 (Table 1).

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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 1,800 Cuban refugees who entered under the Private Sector Initiative.

Figure 1

TEN LARGEST REFUGEE SOURCE COUNTRIES

FY 1991

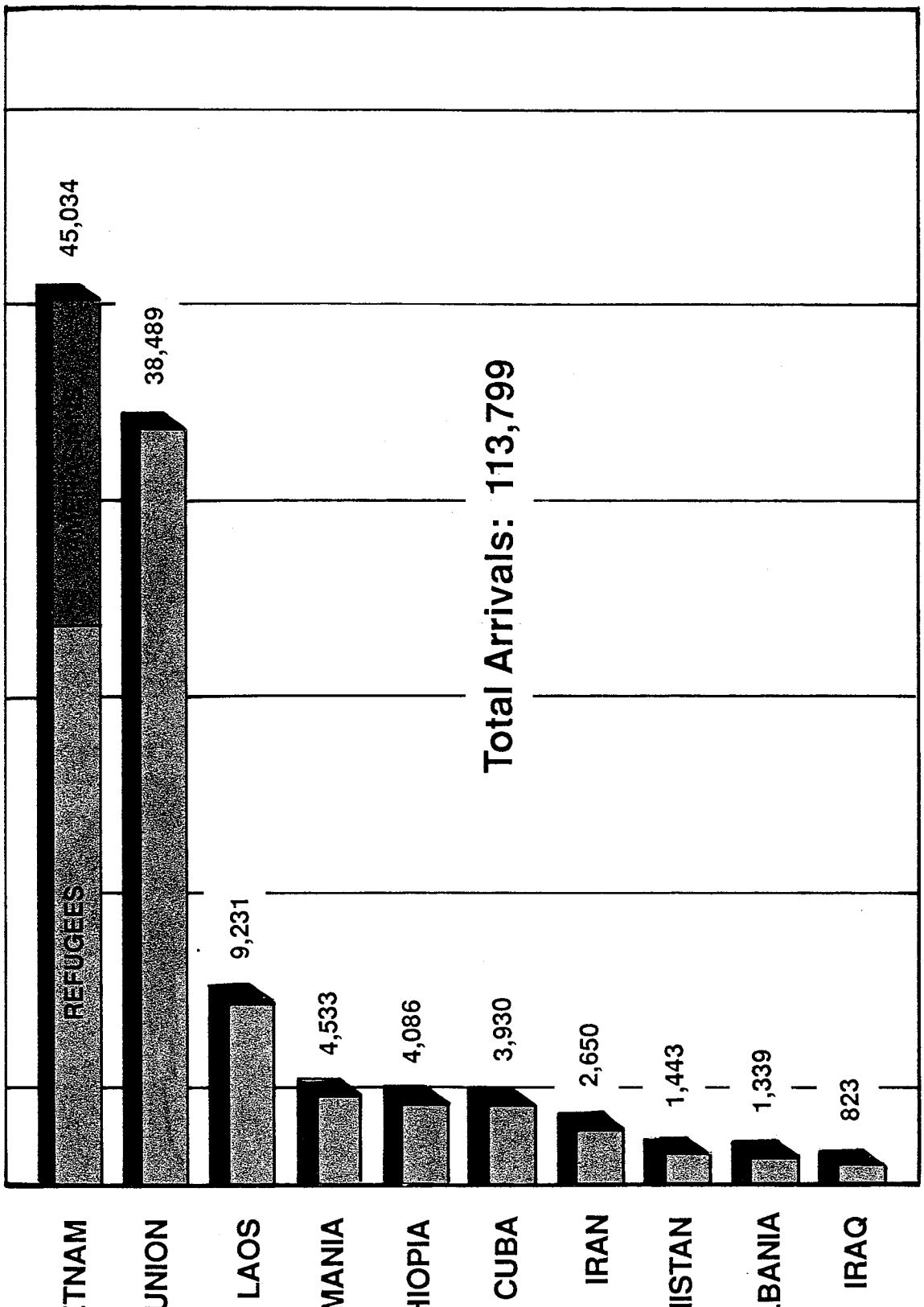
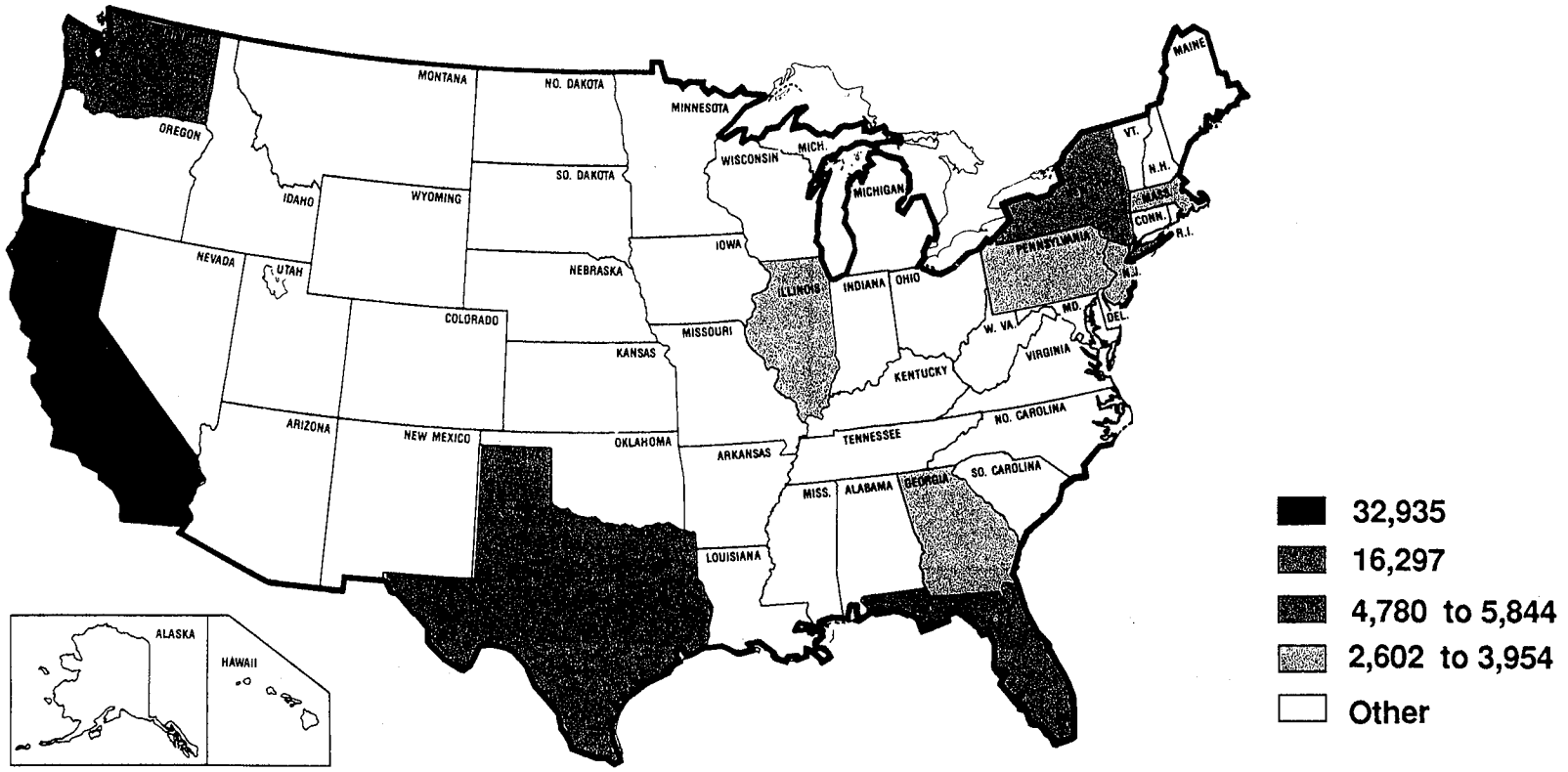


Figure 2
Refugee and Amerasian Arrivals
Ten Largest Receiving States - FY 1991



Total U.S. = 113,799
Named States = 81,443 (71%)

Amerasian arrivals increased throughout the year, averaging 1,200 per month during the first six months and 1,400 thereafter. Compared with FY 1990, 27 States and territories received a larger number of Southeast Asian refugees and Amerasians in FY 1991, while 25 received fewer. The geographic distribution of the newly resettled refugees followed 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 20,560 arrivals, 37.8 percent of the total.

Most of the nearly 39,000 arrivals who have resettled in the U.S. under the Amerasian Homecoming Act of 1988 have not joined established relatives. To provide them with specialized services and the companionship of others in the same situation, they are being placed in a number of "cluster sites" about the country. These sites 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 FY 1991 Southeast Asian refugee and Amerasian arrivals are as follows:

State	Number of New Southeast Asian Refugees and Amerasians	Percent
California	20,560	37.8%
Texas	4,419	8.1
Washington	2,250	4.1
New York	2,007	3.6
Georgia	1,733	3.7
Virginia	1,379	3.2
Massachusetts	1,377	2.5
Minnesota	1,371	2.5
Florida	1,337	2.5
Pennsylvania	1,148	2.1
Subtotal	**37,581**	**69.0%**
Other States	**16,870**	**31.0%**

Texas received the second highest number of new refugee and Amerasian arrivals from Southeast Asia, with more than 4,400, over eight percent of the total. The States of Washington and New York remained in third and fourth places, respectively, with more than 2,000 arrivals each. Georgia moved up to fifth place on the basis of increased numbers of Vietnamese, replacing Massachusetts, which dropped to seventh place, largely due to a sharp decline in arrivals from Cambodia. Virginia, Minnesota, Florida, and Pennsylvania rounded out the list of the top ten States for Southeast Asian arrivals.

In FY 1991, the proportion of refugee and Amerasian arrivals from Vietnam was about 80 percent of the arriving Southeast Asians, compared with 78.8 percent in FY 1990. The proportion from Cambodia was less than one percent in FY 1991, down from five percent in FY 1990, while the share of refugees from Laos remained at 17 percent. Vietnamese refugees were the majority group among the new Southeast Asian arrivals in most States during FY 1991 as in earlier years. However, four States had a majority from Laos. Arrivals from Laos predominated in Minnesota, Rhode Island, Wisconsin, and, among the smaller States, in Montana. While California occupied first place as a resettlement site for each of the three nationality groups, resettlement patterns by ethnicity diverged below that level. For example, Pennsylvania ranked second in Cambodians. Texas was second in rank for Vietnamese, with the States of Washington and Massachusetts in third and fourth place. As in FY 1990, 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 1991 the median age of the arriving Vietnamese refugees was 24.2 years at the time of arrival, while the refugees from Cambodia and Laos were 22.2 and 15.4 years of age, respectively. Thirty percent of the Cambodians, 22 percent of the 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 six percent of the Vietnamese were in this age group. The extremely young age of the Cambodian and Laotian populations is indicative of the high birthrates in the

refugee camps located in Southeast Asian countries of first asylum.

Slightly more than one percent of the Southeast Asians were age 65 or older. Numbers of males and females were almost equal in all populations.

- **Eastern European and Soviet Refugees**

The number of refugees arriving from the Soviet Union approximated 38,500 in 1991, a decrease of 23 percent over the year before. Since 1975, nearly 260,000 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 1991 was not met due to processing delays in granting refugee status to Soviet applicants. On the other hand, the ceiling of 5,000 set for Eastern Europe was exceeded due to unfavorable political developments in several countries which experienced considerable political turmoil and oppression after the demise of the Soviet bloc system. The total number of arrivals from Eastern Europe totaled about 6,800, a two percent increase from FY 1990.

New York was again the most common destination for Soviet refugees with 12,309 arrivals, 32 percent of the total placements. The Soviet refugee population in 1991 contained a majority of Jews, the group that also predominated in the late 1970s. California resettled 6,917 Soviets (18 percent), while Washington, Pennsylvania, Massachusetts, Illinois, New Jersey, and Ohio each resettled more than a thousand.

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 31.7 among the FY 1991 arrivals. Women slightly outnumbered men with 52 percent of the total, and their median age was higher, at 33 compared with 30.3 for the men. About 19 percent of the Soviets were children of school age, and preschool children made up 11 percent, while another 11 percent were age 65 or older. This age profile is older than that of other arriving refugee populations and is almost identical to that of the Soviets who arrived in FY 1990.

During FY 1991, the number of refugees from Eastern Europe exceeded 6,800, a slight increase from the year before. The demise of the Soviet bloc system produced uneven effects on refugee flows. Refugee arrivals have declined markedly from those former Soviet bloc nations which experienced a relatively smooth transition to democracy. Arrivals from Poland declined from about 1,600 in FY 1990 to fewer than 400 in FY 1991. Similarly, refugees from Czechoslovakia and Hungary totaled fewer than 200, down sharply from the combined total of 600 in FY 1990 and almost 2,000 in FY 1989.

Refugee arrivals continue to climb for the former Soviet bloc nations that have experienced political turmoil since the collapse of the Soviet bloc. Refugee arrivals from Romania totaled about 4,500, a ten percent increase from FY 1990. Similarly, arrivals from Bulgaria rose almost two-thirds to 563, and arrivals from Albania rose thirteen-fold to 1,339. The number of refugees from Eastern Europe resettled since 1975 now totals almost 112,000.

As in past years, California received the most Eastern European refugees in FY 1991, about 1,250. New York placed second and Illinois third, with 1,000 and 950, respectively. Together, these three States resettled about 47 percent of the refugees from Eastern Europe. California resettled the largest number of Bulgarians (126) and Romanians (1,025), New York the largest number of Albanians (436), and Illinois the largest number of Poles (109). Other States that received sizeable numbers in FY 1991 were Michigan and Florida, both with significant numbers of Albanians and Romanians, and Washington, Pennsylvania, and Oregon, all with large numbers of Romanians. Table 4 contains a complete listing by State of the numbers resettled of these four nationality groups.

In age structure, the refugee populations arriving in FY 1991 from Albania, Bulgaria, and Romania are similar to each other, with the median age of the three groups ranging from 23 to 28. Between 12 and 25 percent of these refugees are children of school age at the time of entry. The Romanians' median age

was 23.7, much younger than the Romanian refugees of earlier years. Among Romanians arriving in FY 1991, 25 percent were children of school age, while 22 percent were in the 25 to 34 age range. Only about one percent are over age 65, consistent with the other Eastern European populations, but a considerable drop from FY 1990 when about ten percent were in this age group. Fifty-six percent were male.

Among the Albanians, the median age was 25.5, and 71 percent were male. The Bulgarian population resembled the Albanians, but were slightly older (28.3). Sixty-two percent were male.

The age and sex composition of the Poles was in sharp contrast to these populations. Fifty-four percent were school age or younger. The median age was 16.3—almost as young as the Laotians. Males comprised only 36 percent of this population.

- **Latin American Refugees**

About 3,900 Cuban refugees arrived in the United States in FY 1991, a decrease of 19 percent from the number arriving in FY 1990. This figure includes nearly 1,800 Cubans who entered under the Private Sector Initiative with guarantees of privately funded resettlement support. Since 1959, more than 804,000 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 (74 percent) of the Cuban refugees settled in Florida. New Jersey, California, and New Mexico absorbed most of the rest. Table 5 shows a complete tabulation of their States of resettlement.

Most of the Cuban refugees are either long-term political prisoners or accompanying family members, and their age composition reflects this background. The Cubans' median age was 33.3 at arrival, and three percent of them were at least 65 years old. Fifty-seven percent 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 1991, the United States resettled fewer than 200 Nicaraguans in refugee status, about two-thirds fewer than the year before. The majority went to Florida and California. Since democratic elections have been held in Nicaragua, the number of persons designated as refugees has diminished sharply.

- **African Refugees**

More than 90 percent of the refugees arriving from Africa are Ethiopians. In FY 1991, almost 4,100 Ethiopians arrived with refugee status, which represents an increase of 31 percent over FY 1990. More than 28,000 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 24 percent of the FY 1991 arrivals. Significant numbers also settled in Texas (ten percent) and Georgia (six percent).

FY 1991 saw the first significant numbers of Libyans, with more than 300 refugee admissions—almost twenty times the number that arrived in the previous ten years. Small numbers of refugees were also resettled in FY 1991 from other African countries, mainly Zaire and Angola. 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 22.8 years; men averaged 23.9 years while the average age of the women was 20.3 years. Sixty percent of the arriving Ethiopians were men. Ethiopians are heavily concentrated in the young adult ages; thirty-one percent of the FY 1991 arrivals were in the 25 to 34 age group. Again, this age and sex profile is similar to that of Ethiopians who arrived in earlier years.

The Libyans differed markedly from other refugee populations. All were male, and virtually all were middle-aged. Only one refugee was younger than age twenty, and none was over age 65.

- **Near Eastern Refugees**

Iran accounted for the largest number of refugees arriving from the Near East during FY 1991 as in the seven prior years with 2,650 arrivals. This represents a drop of 15 percent from the FY 1990 level. Approximately 1,443 refugees arrived from Afghanistan, ten percent fewer than FY 1990, but the number of admissions from Iraq climbed steeply after the outbreak of the Persian Gulf war. More than 800 Iraqis were granted refugee status in FY 1991—an eightfold increase from the year before. Because of this, the total number of refugees arriving from the Near East rose slightly in FY 1991, reversing a decline since the 1987 peak.

As in previous years, California was the most usual destination for refugees arriving from the Near East: 47 percent of the Afghans and 75 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. Iraqis were much more dispersed around the country than the other groups, with 21 percent settling in California, 19 percent in Texas, and 18 percent in Illinois. Table 5 contains a complete tabulation by State of the initial resettlement locations of these three groups.

The refugees arriving from Afghanistan and Iraq during FY 1991 were as young as the Southeast Asians while the Iranian refugee population resembled that of the Soviets in its composition. The median ages of the Afghans and Iraqis were 20.4 and 20.8, respectively. The Iranian refugees were older, with a median age of 30.3. Thirty-two percent of the Afghans were children of school age, while the comparable figures were 27 percent for the Iraqis and 19 percent for the Iranians. About six percent of the Afghans, nine percent of the Iranians, but only two percent of the Iraqis, were over age 65. Fifty-seven percent of Iraqis were men; the number was about equal for the other two groups.

- **Other Refugees and Asylees**

During FY 1991, the number of applications for refugee status granted world-wide by the Immigration and Naturalization Service (INS) rose to 107,962 from the FY 1990 total of 99,697. The numbers approved by country were closely related to the numbers actually arriving, allowing for an average time lag of several months between approval of the application and arrival in the United States. Table 6 contains a tabulation of applications for refugee status granted by INS, by country of chargeability, under the Refugee Act since FY 1980.

As of March 31, 1991, INS had granted applications for political asylum status in 1,696 cases, covering 2,344 persons. A complete listing of the countries from which persons came who were granted asylum from FY 1980 through March 31, 1991 is shown in Table 7. Overall, during this eleven year period, 37 percent of all favorable asylum rulings went to Iranians and 24 percent to Nicaraguans. In the first half of FY 1991, as in the four previous years, the largest number of favorable rulings were granted to Nicaraguans, who received 32 percent of the total. Nearly 325 Ethiopians and 250 Chinese were also given political asylum as of March 31, 1991. Other countries with at least 50 asylees arriving in the U.S. were Iraq, Iran, El Salvador, Cuba, Somalia, and the Soviet Union.

Reception and Placement Activities

In FY 1991, the initial reception and placement of refugees in the United States was carried out by 12 non-profit organizations through cooperative agreements with the Bureau for Refugee Programs of the Department of State. For each refugee resettled, voluntary agencies received $588 which was to be used, along with other cash and in-kind contributions from private sources, to provide services during the refugee's first 90 days in the United States. Program participation was based on the submission of an acceptable proposal that offered a resettlement capability needed for the admissions caseload.

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 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 1991, the Bureau's monitoring program included 12 in-depth reviews of refugee resettlement in Washington (Seattle), Texas (Dallas, Ft. Worth, and Houston), New York (New York City and Binghamton), Oregon (Portland), California (Sacramento), Missouri (Kansas City), Illinois (Chicago), Rhode Island (Providence), Massachusetts (Springfield), and Pennsylvania (Erie). Follow-up visits to Washington, D.C., Michigan (Detroit), and New Mexico (Albuquerque) were also conducted. As a result of this monitoring, the strengths and weaknesses of voluntary agency programs were identified, and, where needed, corrective action was taken. Other management activities for the reception and placement program included tracking of refugee placements, oversight of sponsorship assurances, exchange of information, liaison with the private voluntary agencies, and review of voluntary agencies' financial reports.

Domestic Resettlement Program

Refugee Appropriations

In FY 1991, the refugee domestic assistance program was funded under the Departments of Labor, Health and Human Services, and Education, and Related Agencies Appropriations Act (Pub. L. No. 101-517). The total funding which the Department of Health and Human Services (DHHS) obligated to States and other grantees under the program in FY 1991 was approximately $410 million.

Approximately $230 million was used to reimburse States for the cost of cash and medical assistance provided to eligible refugees and to aid unaccompanied refugee children. Of this, approximately $32 million was used to reimburse States for the administration of the program by States and local welfare agencies.

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

In FY 1991, about $12.5 million was obligated for the national discretionary funds program. Among the projects approved by ORR were the Key States Initiative ($2.6 million), the Planned Secondary Resettlement program ($1.3 million), the Amerasian Initiative ($3.0 million), Job Links ($3.5 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 27.

ORR funded a targeted assistance program totaling $43.9 million in FY 1991. The objective of this program is to assist refugee and entrant populations in heavily concentrated areas of resettlement where State, local, and private resources have proved insufficient.

Under the matching grant program, voluntary resettlement agencies were awarded over $39 million in FY 1991 matching funds for assistance and services to resettle Soviet and other refugees. Funds were provided for this activity in lieu of regular State-administered cash assistance, case management, and employment services.

Obligations for health screening and follow-up medical services for refugees amounted to over $5.6 million in FY 1991. Funds were used by: (1) Centers for Disease Control (CDC) personnel overseas to monitor the quality of medical screening for U.S.-bound refugees; (2) Public Health Service quarantine officers at U.S. ports of entry to inspect refugees' medical records and notify appropriate State and local health departments about conditions requiring follow-up medical care; and (3) Public Health Service regional offices to award grants to State and local health agencies for refugee health assessment services.

State-Administered Program

- **Overview**

Federal resettlement assistance to refugees is provided by ORR primarily through a State-administered refugee resettlement program. Refugees who meet INS status requirements and who possess appropriate INS documentation, regardless of national origin, may be eligible for assistance under the State-administered refugee resettlement program, and most refugees receive such assistance. 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

ORR Obligations: FY 1991
(Amounts in $000)

A.	**State-administered program:**		
	1.	Cash assistance, medical assistance, unaccompanied minors, and State administration	$230,724
	2.	Social Services (State formula allocation)	66,811
	3.	Targeted Assistance (State formula allocation)	43,915
		Subtotal, State-administered program	**$341,450**
B.	**Discretionary Grants:**		
	4.	Targeted Assistance (Ten Percent)	4,893
	5.	Social Services Discretionary Grants	12,457
	6.	MAA Incentive Grants	3,485
		Subtotal, Discretionary Grants	**$20,835**
C.	**Alternative Programs:**		
	7.	Voluntary Agency Matching Grant program	39,035
	8.	Wilson/Fish projects	3,489
		Subtotal, Alternative Programs	**$42,524**
D.	**Preventive Health: Screening and Health Services**		**5,631**
		TOTAL, Refugee Program Obligations	**$410,440**

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 reset-

CMA,* Social Services, MAA Incentive Obligations, and Targeted Assistance**: FY 1991 Funds

State	Cash/Medical/ Administrative	Social Services	MAA Allocation	Targeted Assistance	Total
Alabama	$240,011	$126,783	$6,615	0	$373,409
Arizona	3,987,830	681,597	35,563	0	4,704,990
Arkansas	305,704	100,000	5,000	0	410,704
California	61,187,459	21,091,931	1,110,747	14,083,026	97,473,163
Colorado	2,487,201	601,176	31,367	207,731	3,327,475
Connecticut	3,607,983	737,408	38,475	0	4,383,866
Delaware	68,622	75,000	0	0	143,622
Dist. of Columbia	1,738,307	335,086	17,483	0	2,090,876
Florida	8,330,543	3,924,346	204,755	21,926,278	34,385,922
Georgia	3,035,626	905,720	47,257	0	3,988,603
Hawaii	1,275,911	177,980	9,286	199,513	1,622,690
Idaho	466,350	153,810	8,025	0	628,185
Illinois	9,879,265	2,538,960	132,472	744,714	13,295,411
Indiana	152,250	136,231	7,108	0	295,589
Iowa	2,586,791	469,120	24,477	0	3,080,388
Kansas	1,343,236	373,977	19,513	159,336	1,896,062
Kentucky	857,373	219,948	11,476	0	1,088,797
Louisiana	578,507	357,058	18,630	92,532	1,046,727
Maine	760,000	155,787	8,128	0	923,915
Maryland	3,037,542	1,179,501	61,541	154,153	4,432,737
Massachusetts	12,677,194	2,559,614	133,550	808,146	16,178,504
Michigan	5,802,920	1,058,211	55,213	0	6,916,344
Minnesota	7,592,158	1,682,020	87,760	886,670	10,248,608
Mississippi	788,849	94,385	5,000	0	888,234
Missouri	1,492,052	685,113	35,746	62,976	2,275,887

* Cash/Medical/Administrative, including refugee cash assistance (RCA), refugee medical assistance (RMA), aid to unaccompanied minors, and State administrative expenses. Does not include Wilson/Fish funds for cash and medical assistance ($3.5 million).

** Formula grant only. For Targeted Assistance Ten Percent funding, see pages 22-23.

State	Cash/Medical/ Administrative	Social Services	MAA Allocation	Targeted Assistance	Total
Montana	264,936	86,255	5,000	0	356,191
Nebraska	1,324,245	239,943	12,519	0	1,576,707
Nevada	336,620	193,800	10,112	0	540,532
New Hampshire	667,827	148,097	7,727	0	823,651
New Jersey	3,336,822	1,520,080	79,311	310,511	5,246,724
New Mexico	521,547	129,859	6,775	0	658,181
New York	32,537,302	10,528,498	549,331	1,324,021	44,939,152
North Carolina	1,405,000	446,488	23,296	0	1,874,784
North Dakota	523,000	100,000	5,000	0	628,000
Ohio	3,100,000	827,057	43,152	0	3,970,209
Oklahoma	948,021	220,607	11,510	0	1,180,138
Oregon	10,208,890	1,161,483	60,601	518,397	11,949,371
Pennsylvania	8,374,255	2,070,938	108,053	459,453	11,012,699
Rhode Island	1,173,313	355,520	18,549	227,545	1,774,927
South Carolina	255,984	83,179	5,000	0	344,163
South Dakota	322,987	100,000	5,000	0	427,987
Tennessee	765,643	442,752	23,101	0	1,231,496
Texas	5,602,470	2,726,388	142,251	357,995	8,829,104
Utah	2,604,370	361,453	18,859	134,851	3,119,533
Vermont	500,000	103,492	5,400	0	608,892
Virginia	5,397,780	1,011,629	52,782	337,107	6,799,298
Washington	14,248,043	2,290,227	119,494	919,974	17,577,738
West Virginia	53,674	75,000	0	0	128,674
Wisconsin	1,865,278	1,092,269	56,990	0	3,014,537
Wyoming	105,833	75,000	0	0	180,833
Total	**$230,723,524**	**$66,810,776**	**$3,485,000**	**$43,914,929**	**$344,934,229**

tlement 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 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

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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 1991, 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.

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 April 1, 1981, the Federal government reimbursed States for their full costs for the AFDC and Medicaid programs and the SSI State supplement and funded the RCA and RMA programs with no time limitation.

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

- Effective April 1, 1982, the period of eligibility for RCA and RMA was 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 (Pub. L. No. 100-202). The duration of eligibility for RCA and RMA was retained at 18 months, but Federal reimbursement of refugee GA and GMA costs was limited to the 19th month through the 24th month.

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

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

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

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

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

- On September 11, 1991, States were informed that the amount appropriated in FY 1992 for CMA would be $234,216,000, which would be sufficient to provide RCA and RMA for only eight months, instead of twelve months. Accordingly, States were instructed that the eligibility period for RCA and RMA for new arrivals would change from twelve months to eight months, effective October 1, 1991. The change in eligibility period did not affect the program for unaccompanied minors. As in FY 1991, CMA funds in FY 1992 will be available to fund allowable costs in only the following priority areas: (1) the unaccompanied minors program, including administrative costs; (2) RCA and RMA and related administrative costs (excluding case management costs) during a refugee's first eight months in the U.S.; and (3) administrative costs incurred for the overall management of the State's refugee program.

Cash Assistance Utilization

Based on information provided by States in their Quarterly Performance Reports to ORR, the number of refugees reported as receiving Refugee Cash Assistance was almost unchanged from the year before. The table on pages 20 and 21 shows RCA utilization reported by States as of September 30, 1991 and one year earlier, at the close of FY 1990, and two years earlier, at the close of FY 1989.

The number of refugees receiving RCA on September 30, 1991 was 37,455. This compares with 38,407 on RCA reported as of September 30, 1990 and 23,618 on RCA reported as of September 30, 1989. The increase in RCA recipients between FY 1989 and FY 1991 does not necessarily indicate increased dependency for refugees, however. It could reflect the higher admission numbers and the changes in family composition of newer arrivals.

Previously, ORR calculated a dependency rate which included refugee receipt of AFDC and the State supplement to Federal SSI. As of September 30, 1989, the dependency rate for refugees who had arrived during the preceding 24 months was 48.5 percent. However, CMA appropriation levels have curtailed Federal reimbursement of the State costs of refugee recipients of categorical public assistance programs. Since ORR collects data only on those recipients for whom Federal refugee program funding is provided, we are no longer able to provide figures on refugee utilization of the categorical public assistance programs.

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 1991; States reported on their cash and medical assistance caseloads as of June 30, 1991.

Reports covered refugees in the U.S. for no more than twelve months. Because of the change in the reimbursement period for AFDC, these figures cannot be compared meaningfully with those from prior years. Some States included AFDC and SSI recipients in their welfare utilization reports, as in past years. Other States excluded these recipients, because reimbursement for their welfare costs may no longer be claimed. The reported figures thus understate refugee welfare utilization, perhaps sig-

nificantly. ORR is exploring alternative methods of data collection which would supplement current State reports of welfare utilization.

Table 10 (Appendix A) summarizes the findings of the 1991 data collection with all 49 participating States* and the District of Columbia reporting. A cash assistance caseload of 45,966 is covered.** Of that caseload, the largest single group was reported to be the Vietnamese, who comprised about 47 percent of the reported caseload while they are about 40 percent of the time-eligible population. Southeast Asians of all nationalities comprised 55 percent; they are about 48 percent of the time-eligible population.

Soviet refugees were the second largest group, representing about 30 percent of the caseload and about 27 percent of the time-eligible population. Other refugees from Eastern Europe were more than three percent of the caseload and nearly six percent of the population. Refugees from the Near East make up over four percent of the caseload and also about four percent of the population. Other single nationality groups contribute only small fractions to the national caseload.

Welfare utilization rates of time-eligible refugees calculated by nationality range between 18 and 50 percent. In the six 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 welfare utilization is assumed to be distributed in these States in the same proportion as their Southeast Asian arrivals in 1989-91, the best estimates of nationwide welfare utilization rates are about 45 percent for Vietnamese and 44 percent for Lao (including Hmong). The high rate for the Vietnamese probably reflects the large proportion of Amerasian youths admitted in FY 1991. For the fourth consecutive year, the calculated utilization rate for Cambodians appears to exceed 100 percent. It is likely that some cash assistance recipients of other nationalities are erroneously classified as time-eligible Cambodians in some States.

The welfare utilization rate for the Soviets is the highest of any large group (50 percent) and represents a dramatic increase from the previous year (34 percent). This was probably due to their unusual arrival pattern. Soviet arrivals slowed to a trickle in the summer of 1990; a subsequent surge in arrivals in the winter and early spring of 1991 contributed to heavy welfare utilization during the early summer months of 1991 when these figures were recorded.

Among the other nationality groups, refugees from Afghanistan have a utilization rate of 46 percent, while the utilization rate for Ethiopians is 30 percent. Refugees from Iran show a utilization rate of 34 percent. Cubans with refugee and entrant status have a very low utilization rate (18 percent), probably due to the large proportion of arrivals under the Private Sector Initiative. The reported figures for Polish refugees do not appear valid enough to permit calculation of a meaningful utilization rate. Refugees from Eastern Europe (other than Poland) show a utilization rate of about 20 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 1991, as in previous fiscal years, ORR allocated social service funds on a formula basis. Under this formula, almost $67 million of the social service funds were allocated directly to States according to their propor-

* Alaska did not participate in the Refugee Resettlement Program during FY 1991.

** Cash assistance utilization is based on the time-eligible population at the end of the fiscal year. For FY 1991 and FY 1990, the time-eligible population included all refugees in the U.S. 12 months or less, 45,966 and 49,119, respectively. 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 13 - 18.

Refugee Cash Assistance (RCA) Trends

Adjusted for Secondary Migration

a/ State	Refugee/ Entrant Arrivals FY 1989	RCA b/ Recipients As of 9/30/89	Refugee/ Entrant Arrivals FY 1990	RCA b/ Recipients As of 9/30/90	Refugee/ Entrant Arrivals FY 1991	RCA b/ Recipients As of 9/30/91
Alabama	42	46	313	50	305	136
Arizona	934	45	1,452	155	1,456	486
Arkansas	123	16	159	25	207	26
California c/	32,671	7,111	31,121	8,205	33,318	9,387
Colorado	1,055	356	1,172	386	1,260	503
Connecticut	1,029	170	1,577	258	1,180	360
Delaware	35	18	66	15	23	17
Dist.Columbia	463	9	655	44	990	239
Florida	4,768	1,575	6,643	1,354	5,286	2,025
Georgia	1,341	224	2,020	430	2,595	520
Hawaii	257	119	324	177	264	152
Idaho	173	48	285	39	263	99
Illinois	4,840	977	4,474	1,456	4,045	1,663
Indiana	176	35	327	82	320	76
Iowa	697	139	850	209	1,016	197
Kansas	421	169	720	336	593	406
Kentucky	187	98	513	110	623	155
Louisiana	386	55	870	217	912	298
Maine	160	55	357	178	227	170
Maryland	2,100	313	2,549	428	2,067	660
Massachusetts	5,073	1,145	4,733	1,595	3,371	1,072
Michigan	1,647	349	2,238	496	2,178	633
Minnesota	2,929	573	2,238	550	1,888	453
Mississippi	54	80	100	90	83	131
Missouri	899	172	1,492	292	1,437	340
Montana	27	44	99	32	98	93
Nebraska	273	52	596	201	897	399
Nevada	207	42	276	81	319	121
New Hampshire	170	60	245	110	187	64
New Jersey	2,086	298	2,668	584	2,341	598

Refugee Cash Assistance (RCA) Trends

Adjusted for Secondary Migration

a/ State	Refugee/ Entrant Arrivals FY 1989	RCA b/ Recipients As of 9/30/89	Refugee/ Entrant Arrivals FY 1990	RCA b/ Recipients As of 9/30/90	Refugee/ Entrant Arrivals FY 1991	RCA b/ Recipients As of 9/30/91
New Mexico	176	46	304	124	368	204
New York	19,667	3,807	23,325	11,566	15,865	7,394
North Carolina	553	69	898	201	1,517	215
North Dakota	85	25	131	40	185	47
Ohio	1,169	249	2,212	352	1,570	206
Oklahoma	398	50	444	189	516	235
Oregon d/	1,686	939	2,363	1,195	1,890	1,149
Pennsylvania	3,529	812	4,225	1,695	3,202	1,230
Rhode Island	600	203	788	293	439	219
South Carolina	63	3	69	3	136	11
South Dakota	83	9	205	49	288	150
Tennessee	491	88	861	231	976	190
Texas	4,035	837	5,948	1,483	6,249	1,951
Utah	462	164	683	313	564	187
Vermont	162	26	224	91	208	122
Virginia	1,351	420	2,163	563	2,023	578
Washington	4,697	1,161	5,132	1,653	6,870	1,720
West Virginia	10	0	47	6	27	6
Wisconsin	2,253	315	1,241	175	1,077	162
Wyoming	21	2	12	0	11	0
Total	106,714	23,618	122,407	38,407	113,730	37,455

a/ Caseload data are derived from Quarterly Performance Reports submitted for all time-eligible refugees and entrants by 49 States and the District of Columbia (Alaska does not participate in the program). The arrival figures have been adjusted for secondary migration (see Table A-11, Appendix A)

b/ For all years, the period of eligibility for RCA was twelve months.

c/ California's time-eligible population includes 276 refugees participating in the Wilson/Fish demonstration project in San Diego as of September 30, 1991.

d/ Oregon's totals includes 652 refugees participating in the Refugee Early Employment Project (REEP) as of September 30, 1989; 904 participating as of September 30,1990; and 1,011 participating as of September 30, 1991.

tion of all refugees who arrived in the United States during the three previous fiscal years. States with small refugee populations received a minimum of $75,000 in social service funds.

Additionally, about $3.5 million of available social service funds were allocated to States for the purpose of providing funds to refugee and entrant mutual assistance associations (MAAs) as an incentive to include such organizations as social service providers. The funds were allocated on the same three-year proportionate population basis as were the regular social service funds. States which chose to receive these optional funds were provided the allocation upon submission of an assurance that the funds would be used for MAAs.

Almost $12.5 million in social service funds (15 percent of the total social services funds available) were used on a discretionary basis to fund a variety of initiatives and individual projects intended to reduce refugee welfare utilization and to address the needs of special populations. A description of these activities is provided, beginning on page 27.

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 1991, ORR continued to require States with welfare utilization rates at 55 percent or higher as of September 30, 1989 to use at least 85 percent of their 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 regulations, such as orientation, translation, social adjustment, transportation, and day care.

- **Targeted Assistance**

In FY 1991, ORR obligated $48,794,366 for targeted assistance activities for refugees and entrants. Of this, $25,373,070 was awarded by formula to the 20 States eligible for targeted assistance grants on behalf of their 44 qualifying counties. (This formula was unchanged from previous years except to expand the formula data base to include refugees arriving through September 30, 1990.) Another $18,541,859 was specially earmarked and awarded to Florida to provide health care to eligible refugees and entrants through Jackson Memorial Hospital and to the Dade County public school system in support of education for refugee and entrant children.

The targeted assistance program funds employment and other services for refugees and entrants who reside in local areas of high need. These areas are defined as counties or contiguous county areas where, because of factors such as unusually large refugee or entrant populations, high refugee or entrant concentrations in relation to the overall population, and high use of public assistance, there exists a need for supplementation of other available service resources to help the local refugee or entrant population obtain employment with less than one year's participation in the program. The table on page 24 shows the cumulative funds awarded by formula to eligible States under the targeted assistance program since FY 1983.

The conference report language on the targeted assistance appropriation provided that ten percent of the total appropriated for targeted assistance ". . . be used for grants to localities most heavily impacted by the influx of refugees such as Laotian Hmong, Cambodians and Soviet Pentecostals, including secondary migrants . . . to be awarded to communities not presently receiving targeted assistance . . . as well as those who do . . . ." These funds ($4.9 million) were awarded competitively under a separate program announcement, entitled FY 1991 Targeted Assistance Ten Percent Discretionary Grants for High Impact Areas.

A total of 276 proposals were submitted in response to the announcement. Thirty-six projects from 14 States were funded in the four categories stipulated

in the announcement. A breakout of the awards by State follows.

Targeted Assistance Ten Percent Discretionary Awards

California	$1,713,217
Wisconsin	489,062
Massachusetts	469,375
Minnesota	398,879
New Jersey	392,175
Texas	260,655
Rhode Island	247,023
Washington	193,917
Colorado	184,804
Pennsylvania	162,000
Nebraska	121,095
Oregon	110,307
Alabama	88,189
Illinois	61,987
Total	**$4,892,685**

- **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 greatly decreased during FY 1991 due to new overseas screening policies, dropping from an average of 40 per month in FY 1990 to 14 per month during FY 1991. Also, the number leaving the program by virtue of reaching the age of majority accelerated. Faced with the likelihood of a continued diminishing caseload, ORR, in cooperation with national voluntary agencies and the States, continues to phase out the program in an orderly manner and to place incoming children in programs which both provide ethnic-specific services and are cost-effective.

Since January 1979, a total of 10,350 children have entered the program. Of these, 1,307 subsequently were reunited with family and 6,582 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, 1991 was 2,461, a decrease of 400 from the 2,861 in care a year earlier. Unaccompanied children are located in 34 States and the District of Columbia.

In progress reports on 2,077 children in 27 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 194 of the 2,077 are at the elementary level, 1,615 at the secondary level, 195 at the post-secondary level, and 73 not in school. Caseworker ratings by percentage were as follows:

	Unsatisfactory	Satisfactory	Superior
English language	25.0%	60.3%	14.7%
General education	27.7	62.2	10.1
Social adjustment	32.0	63.0	5.0
Health	42.8	56.4	.8

Summary of Targeted Assistance Funding

FY 1983 - FY 1991

State	Formula Award	Special Funds	Total Awards
California	$126,635,832	$1,200,000*	$127,835,832
Colorado	2,060,359		2,060,359
Dist. Columbia	109,476		109,476
Florida	86,385,485	102,012,030**	185,482,201
Hawaii	2,567,693		2,567,693
Illinois	11,365,531		11,365,531
Kansas	2,718,966		2,718,966
Louisiana	1,821,440		1,821,440
Maryland	2,294,525		2,294,525
Massachusetts	7,292,290	900,000***	8,192,290
Minnesota	8,062,440		8,062,440
Missouri	899,281		899,281
New Jersey	5,441,699		5,441,699
New York	10,545,063		10,545,063
Oregon	6,539,554	500,000****	7,039,554
Pennsylvania	4,687,219		4,687,219
Rhode Island	3,147,500		3,147,500
Texas	5,156,990		5,156,990
Utah	1,624,405		1,624,305
Virginia	5,678,466		5,678,466
Washington	9,996,944		9,966,944
Total	**$286,379,823**	**$104,612,030**	**$390,991,753**

Note: Does not include Targeted Assistance Ten Percent funds.

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

** FY 83-91: To address the impact of the Cuban/Haitian entrants of 1980 (exclusive of impact aid): Jackson Memorial Hospital, $56,181,855; Dade County Education, $45,830,175.

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

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

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 1991, five participating voluntary agencies operated matching grant programs which provided resettlement services to over 39,000 refugees in 80 locations. The local matching grant programs vary greatly in size. The largest program, administered by the New York Association for New Americans (NYANA), an affiliate of the Council of Jewish Federations (CJF), resettled approximately 13,000 refugees through the matching grant program during calendar year 1991. Although not nearly as large as the NYANA program, other large programs (between 1,000 and 3,000 refugees resettled) are operated in San Francisco, Los Angeles and Boston.

In FY 1991, Congress appropriated $39,035,493 for this program. A list of the agencies participating in the program and the FY 1991 funds awarded to them follows:

Agency	Federal Grant
Council of Jewish Federations	$34,938,093
United States Catholic Conference	2,985,272
International Rescue Committee	294,170
Lutheran Immigration & Refugee Service	492,578
American Council for Nationalities Service	325,380
Total	**$39,035,493**

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 1991 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 $5.6 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 $450,000 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.

Wilson/Fish Demonstration Projects

The Wilson/Fish Amendment to the Immigration and Nationality Act, contained in the FY 1985 Continuing Resolution on Appropriations, enables ORR to develop alternative projects which promote early employment of refugees. It provides to States, voluntary resettlement agencies, and others the opportunity to develop innovative approaches for the provision of cash and medical assistance, social services, and case management. No separate funding is appropriated: funds are drawn instead from normal cash and medical assistance grants and social services allocations. For this reason, projects are considered "budget neutral."

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

- Preclusion of otherwise eligible refugees from public assistance, with cash and medical assistance provided instead through specially-designed alternative programs;
- Elimination or modification of work disincentives, such as the 100-hour rule in the AFDC-UP program, whereby work effort of as 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. The California project began to phase out on January 1, 1990 and completed operations on March 31, 1990. In the summer of 1990, ORR approved a grant to the United States Catholic Conference for a demonstration project, operated by Catholic Community Services of San Diego, beginning September 1, 1990. In FY 1991, ORR awarded a Wilson/Fish grant to the Cuban Exodus Relief Fund (CERF) and a planning grant to Alaska Refugee Outreach (ARO).

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

The Oregon project, Refugee Early Employment Project (REEP), completed its sixth year of activity in FY 1991. 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 (eight months for receipt of cash assistance). Refugees who normally are eligible for assistance under AFDC continue to be eligible for that program and do not participate in REEP.

Overall costs (cash assistance, medical assistance, State and local administration, and services) for the REEP project during FY 1991 were $5,663,733. The unit cost of providing cash assistance, medical assistance, administrative costs, case management, and employment services for each REEP participant (including both cash assistance and medical assistance only participants) was $2,551.

During this past year, 835 REEP participants, of whom 96 percent were receiving cash assistance, entered employment. During the first nine months of the fiscal year, REEP reported a 75 percent job retention rate for these individuals. The employment costs of the program were $937 per job placement and $417 per REEP participant.

- **United States Catholic Conference — San Diego**

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

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

During the first year of operation, consistent with ORR cash assistance reimbursement policies, CCSSD served refugees otherwise eligible for the RCA program for their first 12 months in the United States. One of the goals of the project was to reduce from nine months to five months the mean length of time that sponsored refugees receive cash assistance. One hundred-sixty refugees were enrolled during the first four months of the project, 31 of whom moved and four of whom were deferred from participation. The 125 employable refugees who completed 12 months in the U.S. utilized cash assistance an average of 6.7 months, excluding the first month of support provided under the Department of State reception and placement agreement. Ninety (72 percent) of the refugees became self-sufficient before the end of the 12 months. The average time of cash assistance utilization for these refugees was 5.6 months, excluding the first month provided by the R&P agreement. Thus, for early participants in the project, the average length of time for receipt of cash assistance was reduced by approximately two months.

- **Alaska Refugee Outreach (ARO)**

On June 21, 1991, Alaska Refugee Outreach (ARO), a local affiliate of the Episcopal Migration Ministries (EMM), received ORR's approval of its pre-application for a Wilson/Fish project to be operated in four communities in the State of Alaska. On July 1, ORR awarded ARO a planning grant in the amount of $18,625 for the development of a complete project design and grant application. An application for the Wilson/Fish project was subsequently submitted to ORR; if approved, ARO will begin implementation of its project in FY 1992.

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

In September 1991, the Cuban Exodus Relief Fund (CERF) was awarded a grant of $1.7 million for a Wilson/Fish demonstration project to resettle 1,000 Cuban refugees. This project is the second awarded to a non-profit organization and the first to resettle refugees in several States.

CERF provides medical assistance and services to these newly-arrived refugees. Refugees participating in the CERF program are precluded from accessing any public assistance for a minimum of 12 months. In agreement with the U.S. Coordinator for Refugee Affairs and ORR, CERF is allowed to use program funds to provide medical assistance for up to 1,000 refugees admitted under the Private Sector Initiative.

National Discretionary Projects

During FY 1991, the Office of Refugee Resettlement approved projects totaling $12.5 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:

- $2.6 million to support the Key States Initiative (KSI) in five States with large numbers of refugees on welfare.

- $3.5 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.

- $3.0 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.

- $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.

- $450,000 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.

- $950,000 to seven agencies to establish and administer loan programs to promote microenterprises and self-employment among refugees.

- **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 1991, ORR extended its cooperative agreements with four States—New York, Minnesota, Wisconsin, and Washington—and entered into a new cooperative agreement with a fifth, Massachusetts. 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 1991 to the five States are as follows:

Massachusetts	$420,000
Minnesota	500,000
New York	500,000
Washington	450,509
Wisconsin	750,000
Total	**$2,610,509**

KSI Outcomes

The Washington State KSI Project is a statewide program administered by the Department of Social and Health Services, Division of Refugee Assistance, that promotes economic independence for refugees through early employment.

The project, which completed its fourth year of operation in FY 1991, is designed to assist refugees to seek and maintain early employment by providing reimbursement for employment-related expenses. Payments are limited to each individual's grant reduction and to actual work-related expenses. This strategy has proven very effective and is attractive to clients who would not otherwise have been able to maintain employment. The program helps clients by easing the transition from welfare to self-sufficiency at a time when wages are insufficient to make them fully self-supporting. As a means to upgrade working refugees, training and education expenses can also be claimed for reimbursement.

During the fourth year of operation, 625 clients were served, resulting in welfare grant savings totaling $1,073,233. (This amount does not include savings accruing in months in which clients did not request reimbursements.) After taking into consideration the reimbursement outlays, net savings for the year reached $670,283.

Eighty-eight percent of the participants were welfare recipients and 12 percent were grant diversion clients (new arrivals who never accessed cash assistance). Of the welfare participants, 66 percent were from

both the Aid to Families with Dependent Children (AFDC) and the Family Independence Programs (FIP). The remaining 33 percent were Refugee Cash Assistance recipients.

The majority of participants had families ranging from three to ten persons, and the monthly gross salary averaged around $1,387 per month. By the end of the fourth project year, 85 percent of the participants were completely self-sufficient, no longer receiving any financial assistance from the State. The reversion rate (those who returned to assistance after leaving the program) for the year was 5.9 percent.

Washington's KSI has been demonstrated to be successful, primarily because of the tangible financial support refugees may receive through this project. These incentives have helped the larger refugee families and the working poor to move out of public assistance and become self-sufficient.

New York's KSI is limited to New York City. It addresses the problem there that refugees on RCA and General Assistance (GA) were routinely determined unemployable and "banked" with the large welfare caseload. KSI is based on a cooperative arrangement with New York City's Human Resources Administration (HRA) providing for mandatory referral of RCA and GA recipient refugees to a KSI office where bi-lingual staff assess their employability and the basis on which they receive welfare.

KSI both weeds out those who no longer qualify for welfare and assists those who can be employed to find jobs or to prepare for jobs. The key is that refugees receive mandatory reassessment and those determined to be eligible for assistance and employable either become immediately involved in employment services (job development, job counseling, referral, placement and follow-up services) or they are referred to job preparation services, such as English language training, if that is determined to be a prerequisite to their employment. But non-participation is not an option. This works only because sanctions are enforced by HRA as part of its cooperation with KSI. One result of the mandatory reassessment process is that significant numbers have voluntarily dropped off of assistance because they were already employed or otherwise no longer eligible or have been dropped from the rolls through sanctioning.

The KSI clients are now being integrated throughout the city refugee services system, because the KSI agency refers clients to the other agencies contracted by the State to provide refugee services in the city and tracks their progress through services and employment. In FY 1992, KSI will expand to involve more service agencies and to include refugees on AFDC who are "banked" and not actively receiving services in the State's JOBS (Job Opportunities and Basic Skills Training) program.

In FY 1991, 299 refugees were removed from welfare due to employment or through re-assessment of eligibility.

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

- A system of accountability in which the State holds its provider agencies accountable for achieving a certain number of self-sufficiencies, defined as welfare grant terminations and grant reductions due to increased employment. The level of KSI and refugee social service funding for each MAA is determined each year on the basis of the degree to which the MAA achieved its self-sufficiency goals for the previous year.

- A set of service strategies designed to help a generally unskilled population to obtain jobs at supportable wages. Strategies include: family-focused case management and self-sufficiency planning; a multiple wage-earner emphasis to place both husbands and wives in jobs; aggressive job development targeting jobs paying $5.50 per hour and above; on-the-job training and short-term skills training; intensive after placement follow-up and support services to help families retain employment; and motivational counseling involving Hmong leaders as role models and motivators.

- An emphasis on coupling the Wisconsin KSI model with the State's JOBS program in counties with significant numbers of refugee JOBS clients. The Wisconsin refugee office places a priority on assisting KSI service providers to secure JOBS subcontracts to serve refugee JOBS clients. In FY 1991, six out of 11 MAAs were successful in obtaining JOBS subcontracts.

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

Program outcomes in FY 1991 included 311 full-time and 98 part-time job placements at an average hourly wage of $5.92 and $4.20, respectively. This resulted in 272 welfare grant terminations and 126 grant reductions for the year. Over the four-year period of operation, the Wisconsin program has placed over 1,800 refugees into employment, resulting in a total of 888 families becoming self-supporting and terminating welfare.

In FY 1991, ORR supported the continuation of the Minnesota KSI in the amount of $500,000. The FY 1991 program reflected changes implemented in the FY 1990 project and resulted in self-sufficiency for 206 welfare-dependent refugee families.

Beginning with the FY 1990 program, the State made major changes in the provision of services to refugees. The State has significantly reduced the number of service providers, eliminating those with poor job placement records. English language training is no longer funded. The program focuses almost exclusively on employment services and support services eliminating barriers to employment and targets all employable members of large welfare-dependent families with a multiple-wage earner strategy. Service providers are required to meet specified goals for numbers of families becoming self-sufficient under performance-based contracts. This has been implemented in the Twin Cities and Rochester.

In 1992, the targeted assistance program in Ramsey County will be incorporated into the new services plan and will include self-sufficiency performance goals. The program performance goal, exclusive of targeted assistance programs, is annualized welfare savings of $780,500—to be achieved by terminating 279 cases from current welfare rolls.

A companion effort to help families become self-sufficient consists of in-State secondary resettlement to selected communities in outlying areas. Sixteen Hmong families have become self-sufficient by relocating from the Twin Cities to Marshall, where full-time employment and affordable housing were available.

The principal target populations continue to be Hmong and Cambodian populations with large families, low literacy levels and prolonged dependency on welfare.

The Massachusetts Key State Initiative (KSI) has two basic components:

- Reorganization of employment services to focus on family strategies for self-sufficiency and early employment.

- Transfer of the administration of refugee cash and medical assistance from the State welfare agency to community-based case management agencies that are responsible for refugees from arrival through employment and self-sufficiency.

The goal of the Massachusetts KSI is to focus employment funds on refugees most in need of services by reducing refugee utilization of public assistance through the use of early employment as the primary component of a family self-sufficiency plan. Under the KSI model, most training and educational services will not be available until after employment begins. The KSI model assumes that early employment is possible for a certain number of refugees coming to Massachusetts and that accepting an entry level job is feasible when coupled with job advancement and enhancement services and other post-placement services and benefits. KSI provides for welfare assistance while the first job is being sought and as a safety net if the client becomes unemployed or receives marginal income from employment. Entering work early minimizes the amount of cash

assistance used. Some of the savings may be converted into employment services for refugees with more severe barriers to employment.

The single point of accountability for refugee early employment and self-sufficiency in the KSI model will be the case manager. In addition to their reception and placement responsibilities, these case managers will determine eligibility for cash and medical assistance, oversee an assessment and the development of an employment plan, guide refugee family members toward employment and self-sufficiency, and administer incentives and sanctions where appropriate.

When it is fully operational, the Massachusetts KSI hopes to place half of newly-arriving refugee families in jobs by the end of the sixth month in the U.S. and 80 percent by the end of the first year.

- **Job Links**

ORR awarded a total of $3,467,185 in 25 grants to States under the Job Links discretionary program.

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

General program objectives include the following:

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

A total of $932,700 was awarded to nine States based on applications submitted in FY 1990, for which insufficient funds were available during that year.

Eighteen States submitted applications for funding under the FY 1991 program announcement. Of these, 16 were found eligible for a total of $2,534,485. A list of grantees and the activities funded follows.

Job Links

FY 1990 Applicants		
Kentucky (Louisville, Bowling Green)	Employment services, ELT, job upgrading	$105,600
North Dakota (Fargo, Bismarck)	Job development, ELT, job readiness workshops	42,000
Mississippi (Biloxi)	Job training with JTPA, job upgrading, job development, counseling, support services.	47,000
Tennessee (Murfreesboro, Nashville)	Job bank, counseling, interpretation, support services	143,000
Maine (Portland)	ESL, employment services, support services case management, mental health services	44,000
Maryland (Baltimore)	ELT, support services	122,600
Pennsylvania (Dauphine and Lancaster Counties)	VESL, skills training, support services	138,500
Alabama (Bayou la Batre)	Multi-service center, day care	140,000
Kansas (Dodge City, Garden City, Liberal)	Case management, workplace orientation, ESL, support services	150,000
	Total, FY 1990 Applicants	**$932,700**
FY 1991 Applicants		
Arizona (Phoenix)	Job development and placement	$99,960
Idaho (Twin Falls)	Case management, adjustment, employment services, skills training, support services, ELT	205,430
Georgia (Atlanta area)	Computerized job bank, job coaching services, child care	250,000
Oklahoma (Tulsa, Oklahoma City)	Employment enhancement, group training, job search, short-term vocational training, ELT for teachers and students	220,000

New Mexico (Albuquerque)	Case management; job development, placement and follow-up; job orientation; ESL; transportation	$170,000
Iowa (Sioux City, Davenport)	VESL, day care, employment services	249,909
Connecticut (Statewide)	Job development, counseling, support services	100,000
Alabama (Bayou la Batre)	Multi-service center with ESL, day care	220,000
Tennessee (Nashville, Memphis)	Job upgrading, counseling, employment services VESL, support services	250,000
South Dakota (Sioux Falls)	Employment services, ELT, support services	75,795
Montana (Missoula, Billings)	Job development, ELT	91,883
Vermont (Statewide)	Employment services, vocational education, support services	48,740
North Carolina (Charlotte, Morganton, Greensboro)	Employment services, adjustment, support services, mental health services	160,061
North Dakota (Bismarck, Fargo)	Case management, employment services job development, support services	78,707
Kentucky (Louisville, Bowling Green, Lexington)	Skills training, counseling, ELT, OJT employment services	214,000
Maine (Portland)	Employment services, job readiness, support services	100,000
	Total, FY 1991 Applicants	**$2,534,485**
	Job Links Total, FY 1990 and 1991 Applicants	**$3,467,185**

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

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

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

Eligible grantees include States and public and private non-profit organizations that 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 1991, there were nine PSR grantees: five mutual assistance associations, three voluntary agencies, and one State agency. In FY 1991, seven new grants, totaling $1,329,439, were awarded to relocate 716 refugees as follows:

Grantee	Amount
Montana Association for Refugee Services 1201 Grand Avenue Billings, Montana 59102 (Hmong)	$207,582
Asian Community Services 145 New Street Decatur, Georgia 30030 (Hmong, Lao)	181,000
Inter-Religious Council 910 Madison Street Syracuse, New York 13210 (Hmong)	150,000
Khmer Association 1437 South Zeno Way Aurora, Colorado 80017 (Cambodian)	175,857
Hmong American Planning and Development Center 921 W. Highway 303, Suite P Grand Prairie, Texas 75051 (Hmong, Lao)	240,000
Lutheran Family Services of North Carolina 131 Manley Avenue Greensboro, North Carolina (Lao, Cambodian)	210,000
Southeast Asian Mutual Assistance Association 103 North 9th Street Garden City, Kansas 67846 (Lao)	165,000
Total	**$1,329,439**

The State of Hawaii (Lao); Catholic Social Services of Charlotte, North Carolina (Lao); and Lutheran Family Services of Columbia, South Carolina (Lao) continued to implement PSR projects through FY 1991 with FY 1990 funding.

PSR Outcomes for Families Resettled since FY 1983

Number of PSR Participants — As of September 30, 1991, 422 families (1,700 individuals) have relocated from high welfare areas to self-sufficient communities through the PSR program.

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

Family Income — Average monthly income has increased dramatically after relocation. Monthly family income ranged from an average of $1,830 for FY 1991 projects to $2,300 for projects with several years of experience. The average family income for all projects was $1,952 per month.

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

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

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

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

- **Microenterprise Development Initiative**

In FY 1991, ORR began an initiative to promote microenterprises and self-employment among refugees. Funding of approximately $950,000 was awarded to seven agencies to establish and administer microenterprise loan programs. These projects are intended for refugees on public assistance, or at risk thereof, who are newly arrived in the U.S., who possess few personal assets, or who lack a credit history that meets commercial lending standards. The program participants should be engaged in some entrepreneurial activity, regardless of how modest in size. Market-rate loans for microenterprises, not to exceed $5,000, may be used to start or to expand small business ventures.

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

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

Grants were awarded as follows:

Grantee	Amount
Church Avenue Merchants Block Association Brooklyn, NY	$126,000
Coastal Enterprises, Inc. Wiscasset, Maine	174,600
Center for Southeast Asian Refugee Resettlement San Francisco, California	125,000
Economic and Employment Development Center Los Angeles, California	153,100
Institute for Social and Economic Development Iowa City, Iowa	199,984
International Institute of the East Bay Oakland, California	54,300
International Refugee Center of Oregon Portland, Oregon	115,000
Total	**$947,984**

- **Hmong Self-Sufficiency Project**

In FY 1991, ORR provided a second year of funding in the amount of $100,000 to the Merced County Human Services Agency to continue its Hmong self-sufficiency project. Modeled after the Wisconsin Key States Initiative, the Merced project uses a set of employment strategies aimed at reducing welfare dependency through increased employment. Services are provided to a predominantly Hmong population through a Hmong mutual assistance association (MAA), Lao Family Community of Merced. The ORR funds are matched by $100,000 in County targeted assistance funds. The MAA is accountable for achieving 50 self-sufficiencies (welfare grant terminations) and 44 grant reductions due to employment.

- **Hmong National Strategy Implementation**

A Hmong national plan of action was developed in FY 1991 to increase self-sufficiency and improve the future prospects of Hmong refugees through improved education. The plan was the product of a unified effort, involving a coalition of Hmong communities nationwide, to address the problem of welfare dependency in impacted Hmong communities. The plan was ratified by 48 Hmong communities at a national Hmong conference in Fresno, California in March 1991. The plan contains specific actions that Hmong have agreed to undertake, as well as identifying the types of assistance needed from Federal, State, and local government, to carry out a national strategy.

Conference delegates elected a 12-member Hmong National Strategy Coordinating Committee to oversee the implementation of the national plan and to serve as liaison with ORR over the next several years. The Committee's main task is to assist each Hmong community to develop a timetable and local plan for implementing different parts of the Hmong national plan. To support the Committee in its first year of activities, ORR awarded $97,439 in discretionary funds to the Committee's fiscal agent, the Association for the Advancement of Hmong Women in Minnesota. The Committee is providing $135,650 in in-kind contributions to this project.

- **Amerasian Initiative**

The Office of Refugee Resettlement continued for another year its cooperative agreement with InterAction to assist in the resettlement of almost 16,500 Vietnamese Amerasians and family members who entered the United States in FY 1991. (Amerasians are children born in Vietnam to Vietnamese mothers and American fathers and are admitted to the United States under the Amerasian Homecoming Act of 1988 (Pub. L. No. 100-202) as immigrants, but are entitled to the same social services and assistance benefits as refugees.)

The national voluntary resettlement agencies have designated approximately 50 communities for clustering resettlement of free case Amerasians (those not joining established relatives). 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 1991, ORR made $2,963,679 available to InterAction under the cooperative agreement. With this, together with $593,232 awarded in FY 1988, $960,555 in FY 1989, and $2,176,675 in FY 1990, 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 $35,000 were Boston and Springfield, Massachusetts; Portland, Maine; Buffalo, Rochester, Syracuse, Utica, Binghamton, and the Bronx, New York; Newark and Trenton, New Jersey; Philadelphia and Pittsburgh, Pennsylvania; the Washington D.C. area; Richmond, Virginia; Greensboro, North Carolina; Jacksonville and Orlando, 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, Orange County, Los Angeles, and Oakland, California; Portland, Oregon; Seattle and Tacoma, Washington; Honolulu, Hawaii; Burlington, Vermont; Hartford, Connecticut; St. Louis and Kansas City, Missouri; Sioux Falls, South Dakota; Memphis, Tennessee; Davenport, Iowa; Wichita, Kansas; and Atlanta, Georgia.

- **Utica Amerasian Project**

ORR supported a joint project of the State of New York, the Lutheran Immigration and Refugee Service (LIRS), and the Mohawk Valley Resource Center for Refugees in Utica, New York, to undertake a demonstration stateside orientation project for Amerasians.

Besides the $100,000 awarded by ORR, the project was supported by funds from the State of New York, LIRS 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, 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 program consists of three months of highly intensive language training, cultural orientation and vocational training. The vocational training is targeted to match jobs available in the anticipated community of resettlement.

Upon graduation from the program, the Amerasians are sent to Amerasian cluster site communities in the Lutheran resettlement system, where homes, sponsors, and suitable jobs await them.

The project currently is in its second of four 75-person cycles.

The first group of 75 has graduated and dispersed to designated cluster sites. Training for the second cycle is near completion. A highlight of the second cycle was an invitation to the Amerasians from the Vietnam veterans group of Syracuse to march with them in the annual Veterans Day Parade.

- **Cambodian Network Council**

The Cambodian Network Council (CNC), a coalition of Cambodian leaders based in Washington, D.C., received a discretionary grant of $115,000 in FY 1991 to foster 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 issues of domestic resettlement.

During FY 1991, CNC continued the work of the Cambodian Network Development Project (CNDP), based in Washington, D.C., and continued to build a national coalition made up of diverse local Cambodian communities. In support of this work, CNC held a national consultation, entitled "Community Empowerment, Integration, and Identity" for over 250 participants; published a quarterly newsletter, **Community Focus**; and conducted site visits in five localities where Cambodian refugees have shown patterns of long-term welfare dependency.

Additionally, two youth leadership development seminars were held for over 250 participants in Stockton, California and Lowell, Massachusetts; and a workshop for Cambodian community leaders was held in Washington, D.C.

- **Former Reeducation Camp Detainees**

ORR continued to monitor 16 grants totaling $995,000 awarded with FY 1990 funds to provide special services to former Vietnamese reeducation camp detainees who began to arrive in the U.S. in substantial numbers during FY 1991. Based on a program review conducted for ORR by the Office of Refugee Mental Health, ORR intends to continue support for these activities during FY 1992.

Activities supported include orientation, peer support and counseling, ESL, employment services, vocational training, and adjustment and mental health services. The amounts of the grants were determined by projecting expected arrivals during FY 1991.

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**

ORR continued its interagency agreement with the Department of Justice, Community Relations Service

(CRS), to address problems of refugee crime victimization. ORR made $75,000 available to CRS to (1) convene a national workshop in Washington, D.C. on the barriers facing Southeast Asian refugee resettlement, spotlighting efforts initiated by communities which participated in local workshops during the past three years, and (2) to conduct additional regional and local workshops. During FY 1991, workshops were held in New Orleans, Boston, Houston, Chicago, Seattle/Tacoma, New York City, and Orange County in California.

- **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 vaccines. 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 to the Public Health Service to reach these groups. ORR provided $596,000 in each of Fiscal Years 1986 through 1988, $500,000 in FY 1989, $400,000 in FY 1990, and $450,000 in FY 1991. 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 1991, 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 72,099 refugees enrolled in ORR-funded employment services (excluding targeted assistance funded services), 23,683 were placed into jobs during FY 1991. The annual entered employment rate achieved by local employment providers funded through refugee social services was 33 percent. Unit costs associated with participation in employment services averaged $367 nationally. The national average cost for job placement was $1,118 per individual, a nine percent increase over job placement per capita costs in FY 1990.

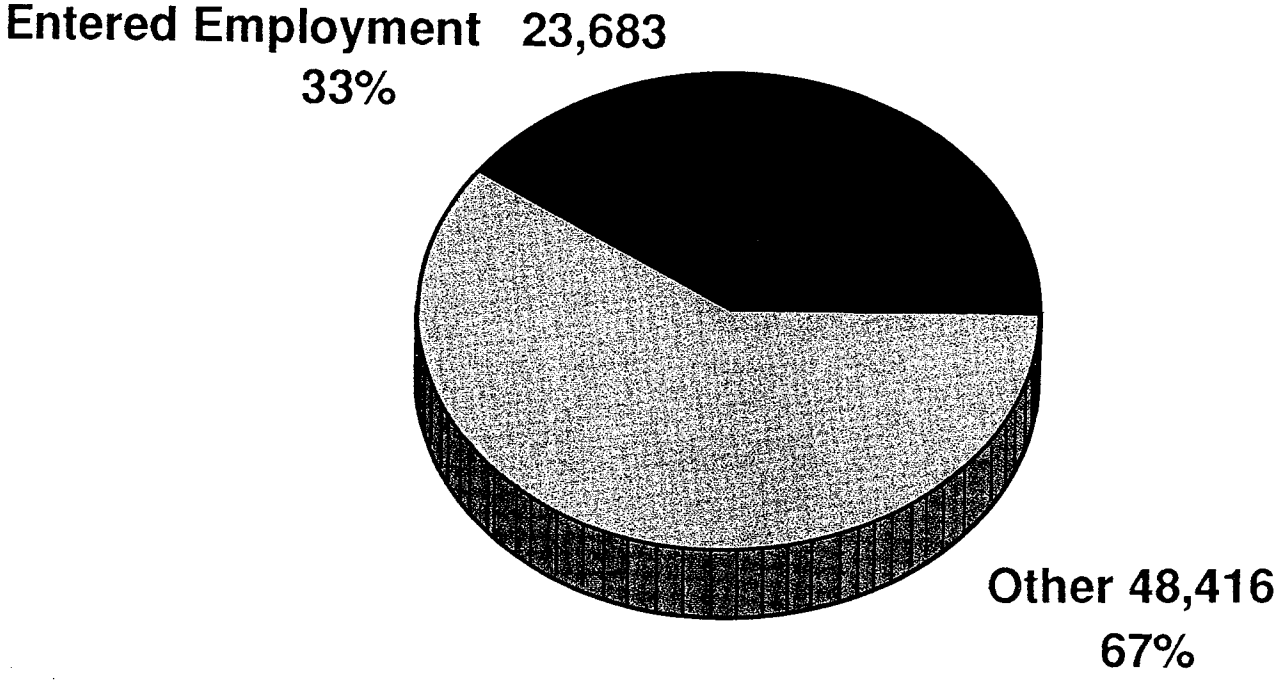
- As of September 30, 1991, the average hourly wage reported by all States for refugees placed into employment by ORR-funded employment services was $5.44.

- Over 40,000 refugees were enrolled in English language training classes during FY 1991. Of these, approximately 20,000 (or 50 percent) completed at least one level of training. Average unit costs for ESL enrollment were $292; for completion of at least one level, unit costs averaged $585.

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.

Figure 3
REFUGEE EMPLOYMENT ENTRY RATE
FY 1991

Service Participants:
72,099



- **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 1991 follows:

- **Region I (Boston)** — Region I staff reviewed State administration and program operations of the Job Links program in Maine. The review validated program reports by examining case files. The review found both State and local administration of the program to be adequate. Regional staff also reviewed the administration of the refugee resettlement program in Vermont. The review raised questions about the State's out-migration rate and helped resolve issues with respect to the timeliness and reliability of the State's program and financial reports.

- **Region II (New York)** — No submission.

- **Region III (Philadelphia)** — Regional Office efforts in FY 1991 were once again directed primarily toward monitoring reimbursement for cash and medical assistance costs under the State-administered refugee resettlement programs. Job Links program activities were reviewed in Pennsylvania and Virginia.

  Regional staff continued to review lists of cash and medical assistance recipients provided by State agencies in Maryland, Pennsylvania, Virginia, and the District of Columbia to eliminate ineligible recipients and assure the validity of claims. Expenditures and estimates were scrutinized to assure that CMA awards reflected States' needs accurately in consideration of the FY 1990 shortfall in funds to permit 100 per cent reimbursement of priority activities. These efforts resulted in submission of accurate claims and awards for FY 1991.

  The Regional Office monitored random moment sampling procedures within the Virginia Department of Social Services on a quarterly basis. Moments charged by the Commonwealth for administration of the refugee resettlement program were reviewed to ensure that they were related to bona fide, time eligible refugees. Estimated savings of $100,000 were obtained through this process.

  Job Links programs in Central Pennsylvania and the greater Richmond, Virginia area were monitored in FY 1991. The follow-up review in Pennsylvania indicated that the program continues to operate extremely well and had opened up new industries for placement of refugees through the use of vocational English language training (VELT) and aggressive follow-up with employers immediately after placement. The Virginia program, which included a Crime, Health, and Safety Education (CHASE) project also was functioning very well. A number of communities in the Richmond area were exploring replication of these activities as a result of the success enjoyed by those localities (Richmond, Henrico, and Chesterfield) where the program was centered.

  An anti-drug/violence project in Philadelphia, funded under the Targeted Assistance discretionary grant program, was also found to provide meaningful services to the community.

- **Region IV (Atlanta)** — As part of the JOBS program monitoring team, Region IV staff reviewed JOBS services for resettled refugees in four of the seven States with refugee programs.

  The monitoring reviews included the extent of JOBS services for refugees, cultural appropriateness, costs, outcomes, and coordination of the JOBS program with the refugee program in areas where there are significant numbers of refugees on AFDC. During FY 1991, JOBS services for resettled refugees were monitored as part of the JOBS reviews for the States of Georgia, Kentucky, North Carolina, and South Carolina.

  An in-depth, on-site review of Kentucky's AFDC refugees found JOBS accessibility and coordination to be equitable and proper. The reviews of services in the other three States found JOBS service accessibility and receipt for refugees at the same level as for other JOBS participants.

Region IV continued its ongoing monitoring of three Planned Secondary Resettlement grants in North Carolina and one each in Georgia and South Carolina as well as Job Links discretionary grants in six Region IV States. All grants were found to be in compliance. These discretionary grants continue to move the refugee toward self-sufficiency through cost-effective linkage with new and/or better jobs. These grants enable refugees to reverse the welfare cycle and give them the opportunity to obtain good medical insurance.

Region IV continues to conduct monitoring to ensure compliance and understanding between the grantee, the State, the private sector, and the Federal government in order to avoid fraud, abuse, mistreatment, and mismanagement.

- **ORR Florida Office (Miami)** — The office monitored the general performance of the Florida Refugee Assistance Program through a desk review of the State plan and budget estimates and on-site reviews of service providers, especially the larger contracts in the most impacted counties. Whenever possible, these reviews are made in cooperation with the State. The monitoring visits indicate that refugee and entrant eligibility is established prior to rendering services. The groups served by the employment providers include Cubans, Haitians, Nicaraguans, Romanians, Russians, Vietnamese, Ethiopians, and Afghans.

  The office assisted a team from the surveys and investigations staff of the U.S. House of Representatives. Their investigation was centered around the Mariel boatlift and its ramifications in the community. The staff were interested in costs of medical services, detention, and repatriation, both as a total and as individual averages. The office provided a list of the FY 1990 grant awards to the State, a breakdown of the FY 1990 expenditures for cash and medical assistance, and a list of providers subcontracted by the State during this same period.

  The office continues to promote early employment of newly arriving refugees through a cooperative effort with the regional office of the Social Security Administration to expedite applications for social security numbers.

  The data information unit also responded to information requests from refugee and entrant service providers, hospitals, MAAs, voluntary agencies, Federal agencies and other organizations through their interstate and intrastate operational hotlines. The data is continuously updated with information on the newest arrivals, including the small boats and rafts which arrived from Cuba in record numbers during this fiscal year. The existing data is continuously updated with latest addresses, telephone numbers, and relocations.

  During FY 1991, the ORR Florida Office continued its cooperative service with the Florida Department of Health and Rehabilitative Services, allowing a health representative to test new arrivals of various ethnic groups for tuberculosis in the regional offices. Individuals testing positive are referred to the Public Health Service for follow-up and treatment as necessary.

- **Region V (Chicago)** — No submission.

- **Region VI (Dallas)** — In FY 1991, Region VI made program planning and technical assistance visits to the State offices in Arkansas, Texas, and New Mexico. In addition, monitoring visits were made to refugee social services projects in Fort Smith, Arkansas; Albuquerque, New Mexico; San Antonio and Austin, Texas; and Lafayette, Louisiana.

  Included in the above visits were the Job Links project in Albuquerque and the Women's Initiative projects in San Antonio and Lafayette. The Lafayette project was submitted as a Best Practice.

  In July, Region VI hosted the third annual meeting of State refugee coordinators. The meeting was held in conjunction with the JOBS workshop on program component and design. State coordinators from Region VII also attended.

  Technical assistance in the development of in-service staff training programs was provided to

all refugee service providers in the region through a regional contract with a private consultant.

- **Region VII (Kansas City)** — No submission.
- **Region VIII (Denver)** — No submission.
- **Region IX (San Francisco)** — No submission.
- **Region X (Seattle)** — The Management and Data Analysis unit reviewed State performance in Washington, Oregon, and Idaho.

  The regional staff reviewed the performance of Washington's Key States Initiative (KSI) program in April 1991. This incentive program rewards refugees who opt for employment over cash assistance. Region X assisted the State in successfully completing and obtaining approval for conversion of some of the KSI features into a Wilson/Fish demonstration project.

  The Idaho Job Links program was reviewed in August and found to be highly successful in assisting refugees into early employment. The program works closely with the sponsoring voluntary agencies to move refugees into jobs and avoid welfare dependency.

  The Oregon Refugee Early Employment Project (REEP) was reviewed in May and determined to be highly successful. This project utilizes an intensive case management and alternate cash and medical delivery system to achieve early employment and welfare savings. The error rate continues to be almost zero.

  The regional staff assisted a private organization in Anchorage, Alaska Refugee Outreach, to apply for a Wilson/Fish grant to run an alternate refugee program. Alaska does not have a State-administered refugee program.

- **Audits**

The results of audits conducted pursuant to the Single Audit Act of 1984 (Pub. L. No. 98-502) and special purpose audits performed by the HHS Office of Inspector General were issued to several States administering refugee programs in FY 1991. The findings are summarized below.

- **New York** — Federal funds in the amount of $926,556 were recommended for recovery. This represented overstated claims on the quarterly expenditure report. Procedural changes of a non-monetary nature were recommended.
- **Iowa** — Auditors recommended procedures be established to ensure the accuracy of reports prior to submission.
- **Florida** — Auditors recommended that the State should (1) conduct redeterminations of eligibility in accordance with governing rules and regulations, (2) determine the total amount of Refugee and Entrant Assistance Program (REAP) funds improperly used to fund cash and medical assistance for all refugee and entrant cases and refund all disallowed costs to the Federal government, (3) ensure that financial and program reports are submitted timely, and (4) ensure that financial reports are accurate.
- **Massachusetts** — Auditors recommended that the ORI (Office of Refugees and Immigrants) review procedures for compiling fiscal data for financial status reports and the timeliness of reports submitted.
- **Virginia** — Federal funds in the amount of $1,342,855 were recommended for recovery. This represented expenditures which were not supported by documentation.
- **California** — Auditors recommended that State tracking and reporting on unaccompanied refugee minors be conducted more timely and in compliance with Federal requirements.
- **Utah** — Auditors recommended that the State obtain prior approval to allocate capital improvements exceeding $25,000 to granting agencies. Auditors also recommended that the State request prior approval from grantor agencies before charging the cost of training leading to college degrees and making grants to universities.

- **Missouri** — Federal funds in the amount of $1,644 were recommended for recovery as a result of expenditures being overstated. Auditors also recommended that procedures be strengthened to ensure benefits are not paid to ineligible recipients.

- **Wisconsin** — Auditors recommended that the State agency determine refugee eligibility periods based on one of the options specified by ORR, make a financial adjustment of $50,338 for cash assistance payments claimed beyond eligibility dates, and make a financial adjustment of $20,595 for ineligible payments made for the month of October, 1990.

- **Oregon** — Federal funds in the amount of $196,397 were recommended for recovery. This represents unallowable costs charged to the Federal government and inappropriate compensation costs charged by a subgrantee.

- **Arkansas** — Auditors determined that the State reported $66,106 in undocumented expenditures.

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 1991**

The following evaluation contract was awarded in FY 1991:

Evaluation of the Matching Grant Program, contracted to TvT Associates, Washington, D.C. for $151,891 to evaluate the resettlement activities of the non-profit voluntary agencies receiving resettlement grants under the ORR matching grant program. The evaluation will include on-site visits to five matching grant program locations to conduct interviews and obtain necessary data. From the data collected, the contractor will analyze and compare the outcomes for refugees resettled under the matching grant program with refugees of the same ethnicity and comparable characteristics resettled through the State-administered refugee programs. The evaluation will compare the two programs in terms of (1) *outcomes*, such as employment, self-sufficiency, and length of time on welfare; (2) *costs*, both operating and administrative; and (3) *benefits*, such as welfare savings.

- **Studies in Progress**

The following evaluation study remains in progress:

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

- **Studies Completed in FY 1991**

No studies were completed in FY 1991.

Data and Data System Development

Maintenance and development of ORR's computerized data system on refugees continued during FY 1991. 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 1991 for approximately 1.3 million out of the 1.5 million refugees who have entered the U.S. since 1975. This data system is the source of most of the tabulations presented in Appendix A.

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 1991 are reported in the "Adjustment of Status" section, page 61 .

In FY 1991, 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.

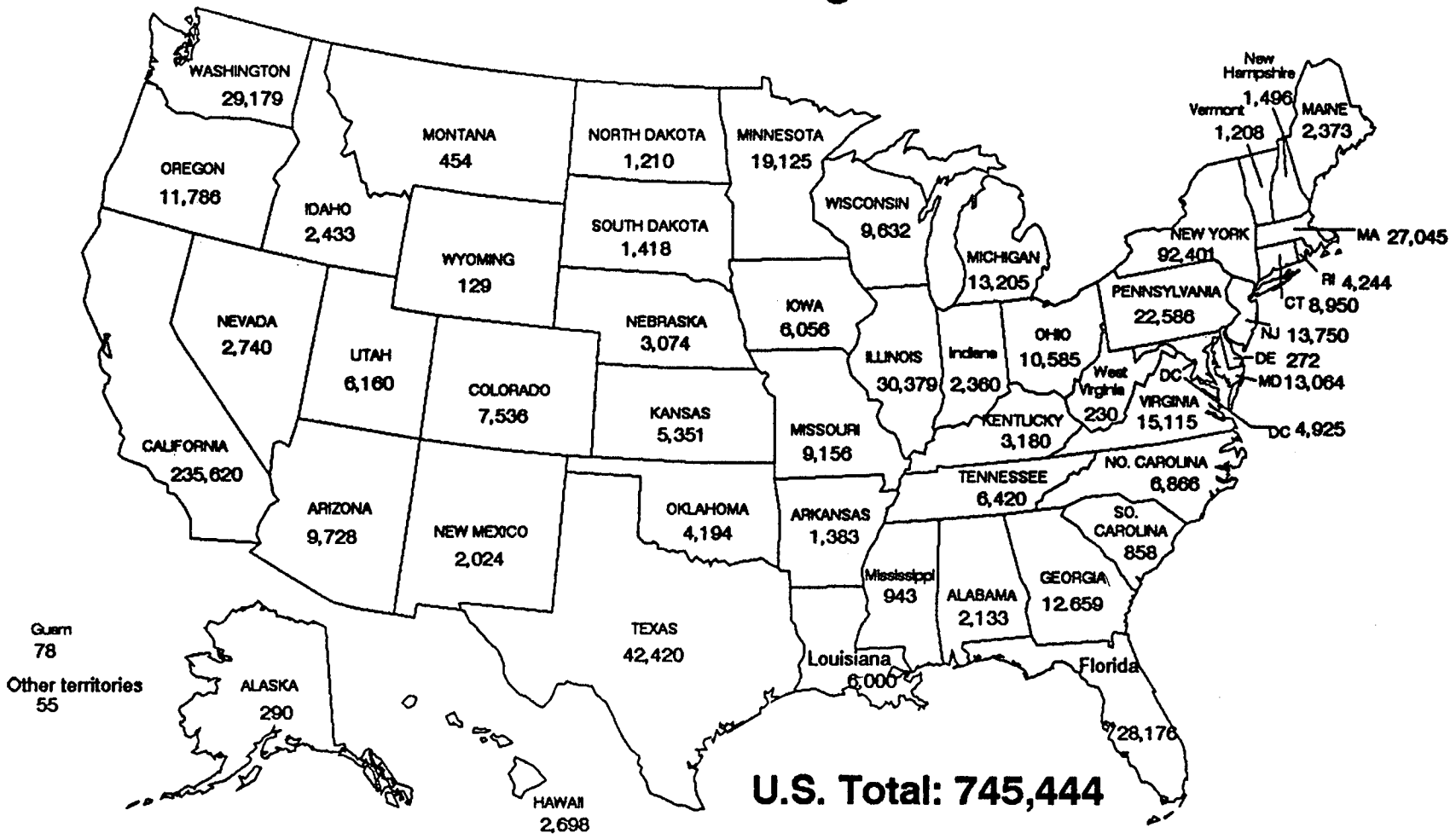
Following meetings with State and local government officials, voluntary agencies, and refugee leaders, the annual consultations with the Congress on refugee admissions for FY 1992 took place in September and October, 1991. After considering Congressional views, the President signed Presidential Determination No. 92-2 on October 9, 1991, setting the worldwide refugee admissions ceiling for the U.S. at 132,000 for FY 1992, allocated to regional subceilings as follows: 52,000 refugees from East Asia, 61,000 from the Soviet Union; 3,000 from Eastern Europe; 6,000 from the Near East and South Asia; 6,000 from Africa; and 3,000 from Latin America and the Caribbean. The President also established an unallocated reserve of 1,000 numbers.

An additional 10,000 refugee admission numbers are contingent on private sector funding. This year, another 10,000 refugee admissions numbers were made available for the adjustment to permanent residence status of aliens who have been granted asylum in the United States, as justified by humanitarian concern or otherwise in the national interest.

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

- Persons in Vietnam and Laos.
- Persons in countries of Latin America and the Caribbean.
- Persons in the Soviet Union.

Cumulative Refugee Arrivals by State from FY 1983 through FY 1991



Adjustment made for secondary migration as of 6/30/91

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 decreased by 2.1 percent in FY 1991 compared with FY 1990, reversing the upward trend since 1989. By the end of the year, approximately 995,300 had been resettled in the country. At that time, about four percent had been in the U.S. for under one year, and 81 percent had been in the country for more than five years, long enough to become citizens. About 29 percent of the Southeast Asians arrived in the U.S. in the peak FY 1980-1981 period. *

Vietnamese continue as the majority group among the refugees from Southeast Asia, although the ethnic composition of the entering population has become more diverse over time. In 1975 and most of the subsequent four years, about 90 percent of the arriving Southeast Asian refugees were Vietnamese. Their share of the whole has declined gradually, especially since persons from Cambodia and Laos began to arrive in larger numbers in 1980. No complete enumeration of any refugee population has been carried out since January 1981, the last annual Alien Registration undertaken by the Immigration and Naturalization Service (INS). At that time, 72.3 percent of the Southeast Asians who registered were from Vietnam, 21.3 percent were from Laos, and 6.4 percent were from Cambodia. By the end of FY 1991, the Vietnamese made up 63 percent of the total while 22 percent were from Laos, and about 15 percent were from Cambodia. About 44 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 1991, the median age of the resident population of people who had arrived as refugees was 28, with no age difference between men and women. Approximately 2.0 percent of the refugees were preschoolers in late 1991, 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 21 percent of the total, and an additional 19 percent are young adults aged 18-24. A total of 60 percent of the population are adults in the principal working ages (18-44). About 3.5 percent, or roughly 35,000 people, are aged 65 or older.

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* This discussion does not include the 38,885 Amerasians and their family members who have arrived since FY 1988.

At 995,300 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 260,000 Soviet refugees arrived in the United States between 1975 and 1991; the peak periods have been 1979-1980 and 1988-1991. Those permitted to emigrate by the Soviet authorities have been primarily Jews and Armenians, and more recently, Pentecostal Christians. 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 10 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 the Refugee Act number more than 38,000, with the largest numbers having arrived in 1982 and 1983. More than 39,000 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 1991, the refugee population from Afghanistan was almost 29,000 while that from Ethiopia exceeded 28,000. More than 35,000 Iranians and nearly 8,000 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 1991 was due primarily to new arrivals from overseas, as the reported secondary migration during FY 1991 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 1991, 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 10 States estimated to have the largest numbers of Southeast Asian refugees are highlighted in Figure 4.

At the close of FY 1991, 20 States were estimated to have in excess of 10,000 residents who arrived as Southeast Asian refugees. These States were:

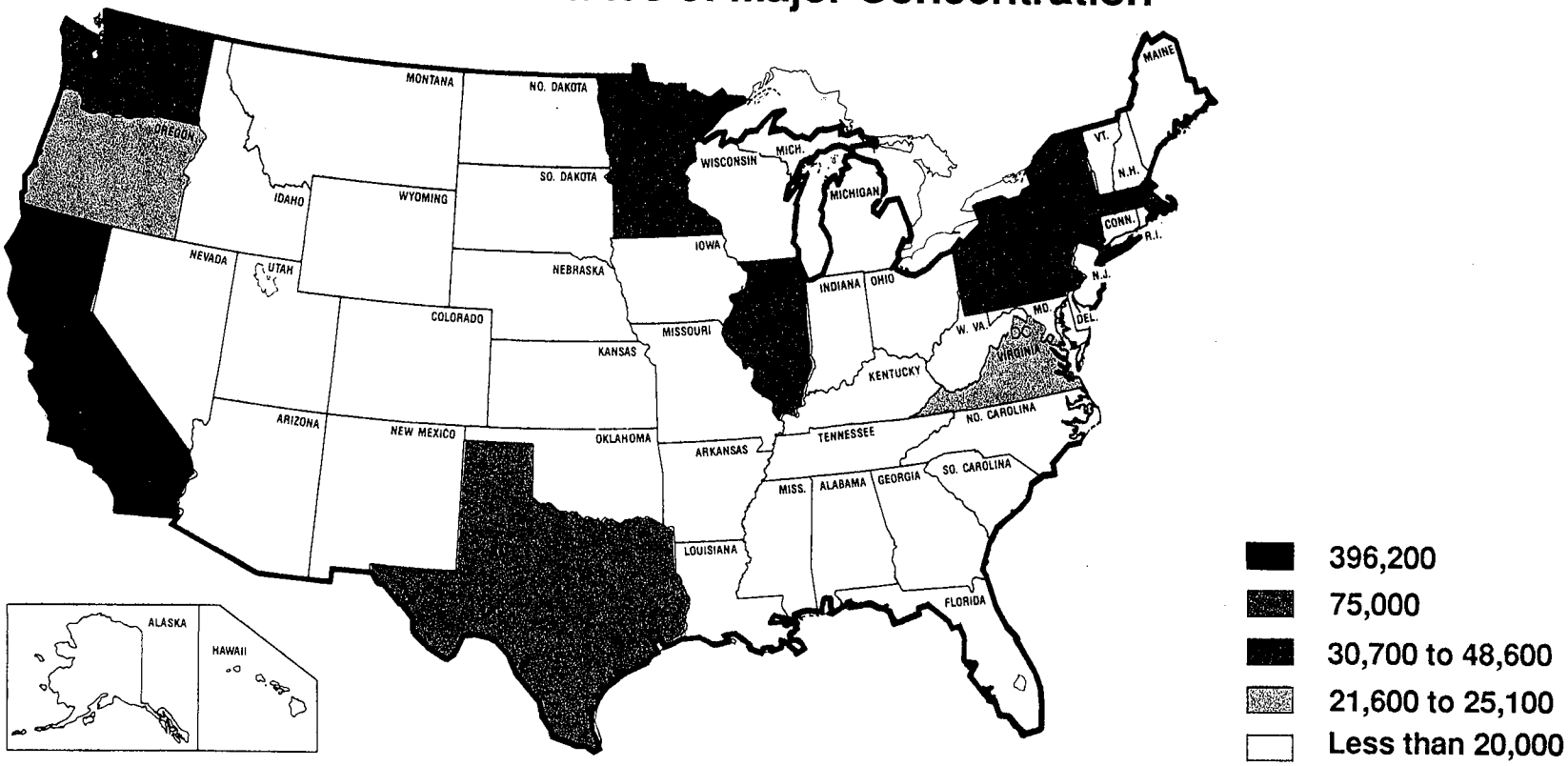
* This discussion does not include the 125,000 Cubans designated as "entrants" who arrived during the 1980 boatlift.

Figure 4

ESTIMATED SOUTHEAST ASIAN POPULATION

1975 to 1991

Ten States of Major Concentration



Southeast Asian Arrivals = 995,300

Ten States = 730,133 (73%)

State	Number	Percent*
California	396,200	39.8%
Texas	75,000	7.5
Washington	48,600	4.9
Minnesota	36,000	3.6
New York	34,800	3.5
Massachusetts	31,200	3.1
Pennsylvania	30,900	3.1
Illinois	30,700	3.1
Virginia	25,100	2.5
Oregon	21,600	2.2
Wisconsin	17,100	1.7
Florida	16,800	1.7
Louisiana	16,400	1.6
Colorado	13,400	1.3
Michigan	13,400	1.3
Georgia	13,400	1.3
Ohio	13,300	1.3
Maryland	11,800	1.2
Kansas	11,600	1.2
Iowa	11,200	1.1
Total	**868,500**	**87.3%**
Other	126,800	12.7%
Total	**995,300**	**100.0%**

The proportion of Southeast Asian refugees living in California is now estimated at 39.8 percent, about the same proportion as estimated since 1987. Over a seven-year period from 1983 to 1991, 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 1991.

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, 1991, 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 or her initial State of residence in the U.S. (The current system replaced an earlier program in which blocks of social security numbers were assigned to Southeast Asian refugees during processing before they arrived in the U.S. The block of numbers reserved for Guam was used in that program, which ended in late 1979.) If a refugee currently residing in California has a social security number assigned in Nevada, for example, the method treats that person as having moved from initial resettlement in Nevada to current residence in California.

States participating in the refugee program reported to ORR a summary tabulation of the first three digits of the social security numbers of the refugees currently receiving assistance or services in their programs as of June 30, 1991. Most States chose to report tabulations of refugees participating in their cash and medical assistance programs, in which the social security numbers are already part of the refugee's record. Seventeen States (and territories) were able to add information on persons receiving only social services and not covered by cash and medical reporting systems. The reports received in

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

1991 covered approximately 21 percent of the refugee population of less than three years' residence in the U.S. This coverage is about the same as FY 1990, but about one-half of that obtained in previous years, probably because ORR reimbursement for cash and medical assistance covered a smaller proportion of the three-year population in the past two years than in earlier years.

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 three years, the portion of the refugee population of greatest concern to ORR. Available information also indicates that much of the secondary migration of refugees takes place during their first few years 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 11.

The Refugee State-of-Origin Reports summarized in Table 11 contains information on a total of 71,936 refugees, 21 percent of the refugee population whose residence in the U.S. was less than three years as of the reporting date. Of these refugees, 81 percent were still living in the State in which they were resettled initially, and the resettlement site of an additional nine percent was not established. The reported interstate migrants numbered 8,755, about 57 percent higher than the previous year. Of this migration, 25.5 percent, representing 2,237 people, was into the State of Washington from other States. California received 1,410 in-migrants, or 16.1 percent of the reported migration, while Texas received 11.1 percent and North Carolina 8.0 percent. This is the second year in a row that California did not dominate the secondary migration statistics, and indeed the in-migration to California was largely offset by out-migration (1,031). Washington has been an increasingly popular destination for secondary migration for several years.

The States losing the most people through out-migration were, in order, California, New York, Texas, Florida, and the District of Columbia. Most of these were among the States with the largest numbers of resettlements during the past few years, so they contained the largest number of potential out-migrants. California experienced the most out-migration of any State, losing 1,031 people, and was the source of 11.8 percent of the reported out-migration.

Almost every State experienced both gains and losses through secondary migration. On balance, eleven States gained net population through secondary migration. The largest net gain was the State of Washington, whose net in-migration (2,090) was almost double its net gain last year. North Carolina, with strong in-migration and little out-migration, recorded a net gain of 632, probably due to its strong Planned Secondary Resettlement programs. California, with its strong in-migration largely offset by its out-migration placed fourth behind Texas. New York recorded that largest net loss in migration (432).

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 11 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 1989, 1990, and 1991 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 three-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 three-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 1991, 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 1991, ORR completed its 20th 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 1986 through April 1991 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 1991 survey continues the practice of including only those refugees who have arrived in the U.S. during a five-year period ending five months before the time of interviewing. In addition, ORR has converted the annual survey to a longitudinal survey beginning with the 1984 interviews. Each year those refugees who have been in the U.S. five years or less, and who were 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 five years in this country. This not only permits comparison of refugees arriving in different years, but also allows assessment of the relative influence of experiential and environmental factors on refugee progress toward self-sufficiency.*

Results of the 1991 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

* A technical description of the survey can be found on page 60 of this section.

Current Employment Status of Southeast Asian Refugees,* 1991

Year of Entry	Labor Force Participation (Percent) In 1987	In 1988	In 1989	In 1990	In 1991	Unemployment Rate (Percent) In 1987	In 1988	In 1989	In 1990	In 1991	Response Rate** 1991
1991	–	–	–	–	23	–	–	–	–	14	92
1990	–	–	–	21	35	–	–	–	31	28	89
1989	–	–	21	35	32	–	–	27	14	18	87
1988	–	20	30	33	36	–	21	24	5	12	80
1987	22	30	35	30	31	32	24	5	2	9	72
1986	32	33	38	37	37	11	7	7	5	5	72
Total*** Sample	39	37	37	36	36	12	8	11	8	14	81
U.S.**** Rates	**66**	**66**	**66**	**66**	**66**	**6**	**5**	**5**	**5.5**	**6**	–

*Household members 16 years of age and older.

**Proportion of original sample of 747 successfully located and interviewed, by year of entry. The total number interviewed, 608, was 81 percent of the original sample. See Technical Note, page 60.

***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.

the labor force – that is, those working or seeking work – approximately 86 percent were employed as compared with 94 percent for the U.S. population.

Thus, for refugees who entered the U.S. after April 1986, 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 1986 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 1991 had a labor force participation rate of 23 percent and an unemployment rate of 14 percent. Those arriving in earlier years showed a generally stable rate of labor force participation after the first year and decreasing unemployment rates, with unemployment rates by the fifth year as low as those in the general population.

A comparison of data from ORR's 1991 and previous annual surveys illustrates refugee labor force participation rate trends over time. Generally, annual cohorts 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 full year in the U.S. was 32 percent, rising slowly to 37 percent in 1990 and 1991. 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 and 1991.

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 eight percent in 1988 despite the change in 1985 to a sample excluding earlier arrivals. The unemployment rate for refugees rose to eleven percent in 1989, before dropping to eight percent in 1990 and climbing again to a five-year high of 14 percent in 1991, probably due to the recession which began in mid-year.

Employment trends over time are observable when examined by year of entry. For 1986 arrivals, unemployment decreased from eleven percent in 1987 to five percent in 1990 and 1991. For 1987 arrivals, unemployment decreased from 32 percent in 1987 to 11 percent in 1988 and to two percent in 1990 before rising to nine percent in 1991. For 1988 arrivals, it decreased from 21 percent in 1988 to 12 percent in 1991. The 1989 arrivals, whose unemployment rate in 1989 was 27 percent, saw their rate nearly halved to 14 percent in 1990 before climbing to 18 percent in 1991. The 1990 arrivals saw little improvement over their first year, with the unemployment decreasing only slightly from 31 percent in 1990 to 28 percent in 1991.

The kinds of jobs that refugees find in the United States are often different in type and socioeconomic status from those they held in their country of origin. For example, almost 36 percent of the employed adults sampled had held white collar jobs in their country of origin; about 18 percent held similar jobs in the United States in 1991. 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 near doubling of those in skilled blue collar occupations and a ten-fold increase of those in semi-skilled jobs over the proportions in those jobs in Southeast Asia. Over the past seven 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 over 35 percent in 1991 while white collar employment has leveled off after a drop in 1985 due to the sampling changes discussed earlier.

Current and Previous Occupational Status of Southeast Asian Refugees 1991

Occupation	In Country of Origin	In U.S.
Professional/ Managerial	9.4%	1.4%
Sales/Clerical	26.2%	16.2%
Total, White Collar	35.6%	17.6%
Skilled	13.8%	24.4%
Semi-skilled	3.5%	35.4%
Laborers	0.0%	4.3%
Total, Blue Collar	17.3%	64.1%
Service workers	7.7%	17.7%
Farmers/fishers	39.4%	0.6%

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. As in 1990, 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 low numbers 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 by all age categories more often in 1991 than 1990, but less often than in the three prior surveys.

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

Reasons for Not Seeking Employment, 1991*

Percent of Southeast Asian Refugees Citing:

Age Group	Limited English	Education	Family Needs	Health	Other
16-24	5.9%	82.2%	6.0%	0.7%	5.2%
25-34	13.3%	30.2%	34.7%	7.1%	14.7%
35-44	11.0%	25.5%	35.7%	15.9%	11.9%
Over 44	9.3%	9.7%	13.6%	56.8%	10.6%

* 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.

rate was 20 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 eight percent and an unemployment rate of 16 percent.

Effects of English Language Proficiency*, 1991

Ability to Speak and Understand English	Labor Force Participation	Unemployment	Average Weekly Wages*
Not at all	7.6%	16.0%	$178.61
A little	34.9%	15.4%	$216.86
Well	50.4%	14.7%	$251.43
Fluently	46.1%	8.5%	$241.90

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

Achieving Economic Self-Sufficiency

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

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. In 1988, 57 percent of the newest arrivals said they spoke no English on arrival, but in 1991 only 54 percent of the newest arrivals gave a similar report. The difference in educational level between 1986 and 1989 was slight, averaging about four to six years for each cohort. Since 1990, however, arrivals have averaged about eight years of education.

Background Characteristics at Time of Arrival by Year of Entry for Southeast Asian Refugees 16 Years of Age or Over, 1991

Year of Entry	Average Years of Education	Percent Speaking No English	Speaking English Well or Fluently
1991	8.0	53.7%	4.1%
1990	7.9	43.1%	4.8%
1989	5.2	67.0%	5.2%
1988	4.4	62.9%	1.7%
1987	5.1	65.8%	3.2%
1986	5.5	56.9%	2.7%

Note: These figures refer to self-reported characteristics of incoming Southeast Asian refugees at time of arrival in the United States and should not be confused with the **current** characteristics of these refugees. All figures are based on responses of refugees 16 years and older at the time of the 1991 survey who arrived from 1986 to 1991.

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 58.) 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 1990 pattern and represents a return to the usual survey finding of 1986 and earlier

* Of surveyed Southeast Asian refugees 16 years of age and older who were employed.

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 59.)

Households that receive no cash assistance are smaller by 1.3 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:

- Almost one-fifth of all members of households receiving only cash assistance income are under six years of age, and almost half are under 16.

Patterns in the Adjustment of Southeast Asian Refugees Age 16 and Over* 1991

Length of Residence in Months

	0-6	7-12	13-18	19-24	25-30	31-60
Labor force participation	17.9%	30.9%	38.2%	31.9%	29.4%	35.9%
Unemployment	**	28.6%	25.3%	13.0%	19.2%	17.6%
Weekly wages of employed persons	**	$178.55	$205.75	$200.65	$213.24	$247.82
Percent in English training	43.6%	36.7%	40.5%	29.9%	23.2%	21.1%
Percent in other training or schooling	17.9%	29.1%	21.0%	24.3%	29.1%	21.2%
Percent speaking English well or fluently	10.3%	28.0%	37.7%	32.6%	31.6%	40.7%
Percent speaking no English	30.8%	16.9%	16.0%	17.4%	25.4%	22.1%

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

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

Only 5.9 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 26 percent of the self-supporting households have a child under six and these households have, on average, less than one member under 16 years.

Households with both earned and assistance income have characteristics intermediate between the other two types.

Compared with the six previous surveys, the 1991 survey showed no significant change in household reliance on cash assistance. Of the households surveyed in 1991, 33.8 percent were self-sufficient compared with 33.6 percent in 1990, 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 has resumed its historical decline: 13 percent of the 1991 respondent households had both earned and assistance income, compared with 17 percent in 1990 and 1989, 19 percent in 1988, 21 percent in 1987, 24 percent in 1986, and 26 percent in 1985.

Overall, findings from ORR's 1991 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 54), 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.

Characteristics of Households Containing Cash Assistance Recipients and Households Containing No Cash Assistance Recipients, 1991

Southeast Asian Refugee Households with:

	Assistance Only	Assistance and Earnings	Earnings Only	Total Sample
Average household size	5.7	6.1	4.4	5.3
Average number of wage-earners per household	0.0	1.7	2.1	1.0
Percent of household members:				
Under the age of 6	19.5%	8.0%	5.9%	13.3%
Under the age of 16	45.6%	25.1%	18.0%	33.4%
Percent of households with at least one fluent English speaker	7.5%	21.7%	29.3%	16.8%
Percent of sampled households	52.6%	13.7%	33.8%	N = 608

Technical Note: The ORR Annual Survey, with interviews held between September 17 and November 2, 1991, was the 20th in a series conducted since 1975. It was designed to be representative of Southeast Asians who arrived as refugees between May 1, 1986, and April 30, 1991, the cutoff date for inclusion in the sample. The sampling frame used was the ORR Refugee Data File. A simple random sample was drawn. Initial contact was made by a letter in English and the refugee's native language, introducing the survey. If the person sampled was a child, an adult living in the same household was interviewed. Interviews were conducted by telephone in the refugee's native language by the staff of ORR's contractor, Opportunity Systems, Inc. The questionnaire and procedures used have been essentially the same since the 1981 survey, except that since 1985 the sample has been limited to refugees who arrived over the most recent five years.

The 1991 sample included 747 persons of whom 142 were first selected for the 1987 survey, 139 in 1988, 168 in 1989, 138 in 1990, and 160 in 1991. A total of 608 interviews were completed, or 81.4 percent of the full sample.

Of the 464 refugees sampled from 1987 through 1990 and interviewed in 1990, 430 (93 percent) were interviewed again in 1991. In addition, 36 refugees from the earlier samples who were not interviewed in 1990 were located and interviewed in 1991. Of the 160 refugees first sampled for the 1991 survey, 142 (89 percent) were interviewed.

From time to time, ORR has explored the possibility of expanding its annual survey to a sample more representative of the entire refugee universe, rather than focusing only on Southeast Asian refugees. Such a change would be expensive, however, with as many as fifteen additional languages necessary for interviewing the major population groups, most of which would be represented by only a small number of households. In addition, the great fluctuations in non-Southeast Asian refugee flows would tend to undermine the effectiveness of a longitudinal survey, which seeks to track the progress of a group of refugees over a number of years. In the past ten years, for example, the number of Soviet arrivals has ranged from a low of 669 to a high of 49,802. Such enormous and abrupt variations in refugee admissions introduce ethnic and cultural variables which would make it difficult to compare the progress of refugees arriving in different years and to assess the relative influence of experiential and environmental factors on refugee progress toward self-sufficiency.

Refugee flows from Southeast Asia have been stable over the past twenty years and therefore are the most suitable for a longitudinal survey.

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 1991, a total of 108,459 refugees adjusted their immigration status under this provision. About 849,000 refugees have become permanent resident aliens in this way since 1981.

In addition, laws predating the Refugee Act provide for other groups of refugees (who entered the U.S. prior to enactment of the Refugee Act) to become permanent resident aliens after waiting periods of various lengths. The number of Cubans adjusting status under the Cuban Refugee Adjustment Act of 1966 was 5,450 in FY 1991. This figure includes both refugees and entrants, who were permitted to adjust status under this Act beginning in 1985. In the 25 years since this legislation was passed, approximately 536,000 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 1991 are not available; these provisions are no longer being used for large numbers of refugees.

The Immigration Act of 1990 amended section 209 to double from 5,000 to 10,000 yearly, effective in FY 1991, the maximum number of adjustments of status for aliens who have been granted political asylum and who have resided in the U.S. for at least one year. A large backlog of persons waiting to adjust status under this provision had accumulated, because the 5,000 limit was reached every year beginning in FY 1984. The Immigration Act of 1990 also waived the annual limit for asylees whose applications for adjustment of status had been filed on or before June 1, 1990. Accordingly, a total of 22,045 asylees were granted permanent resident status in FY 1991.

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

Citizenship

When refugees admitted under the Refugee Act of 1980 become permanent resident aliens, their official date of admission to the United States is established as the date on which they first arrived in the U.S. as refugees. After a waiting period of at least five years from that date, applications for naturalization are accepted from permanent resident aliens, provided that they have resided continuously in the U.S. and have met certain other requirements. The number of former refugees who have actually received citizenship lags behind the number who have become eligible at any time. A substantial amount of time is necessary to complete the process, and many people do not apply for naturalization as soon as they become eligible.

Data are not compiled on the number of naturalizations of former refugees as a distinct category of permanent resident aliens. However, since almost all permanent resident aliens from Cambodia, Laos, and Vietnam arrived as refugees, an estimate of their naturalization rate can be made. The 1975 cohort of refugees first became eligible in 1980 and each year another group becomes eligible. From 1980 through 1990, the most recent year for which data are available, approximately 224,000 former Southeast Asian refugees became U.S. citizens. This represents about 29 percent of Southeast Asian refugee arrivals through FY 1985. However, this figure is considered to be a low estimate since it does not include some categories of naturalization: persons becoming citizens under special provisions of the law, such as marriage to a U.S. citizen, or administrative certificates of citizenship issued to young children whose parents are naturalized. On average, the Southeast

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

By way of contrast, from 1980 through 1990, about 123,000 Cubans became U.S. citizens, but the great majority of them had arrived in the U.S. before 1975. This total represents a mixture of Cubans who arrived as immigrants, as entrants in 1980, as refugees during the 1980s, or as refugees in earlier decades. Because the history of Cuban refugee migration is longer and more complicated than that of the Southeast Asians, their naturalization rate cannot be estimated from the published data with reasonable confidence. 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 once they become permanent resident aliens than the Southeast Asians or the Cubans. From 1980 through 1990, more than 56,000 persons born in the U.S.S.R. became citizens, and this represents 54 percent of those who arrived from 1975 through 1985 as refugees. The Soviets who naturalized during most of the 1980s did so on average after six or seven years in the U.S., but by the end of the decade this average had lengthened to nine or ten years.

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. In FY 1992 ORR will be responsible for providing assistance for up to 142,000 refugees, the admissions ceiling authorized by President Bush. This total includes 131,000 publicly-funded refugees allocated to regional subceilings, an unallocated reserve of 1,000 publicly-funded admission numbers, and 10,000 admission numbers under the Private Sector Initiative.

Although this represents an increase of about 18 percent over the number admitted in FY 1991, the CMA* program must operate at approximately the same appropriations level ($234.2 million). ORR has concluded from its analysis of admission and budget numbers that the fixed appropriation will not be sufficient to provide CMA funding for the first full twelve months in the U.S.

Accordingly, ORR instructed States in September 1991, to change the eligibility period for RCA and RMA from twelve months to eight months, effective October 1, 1991. ORR subsequently published a final rule in the **Federal Register** which revised ORR regulations to curtail the period of eligibility for RCA and RMA to eight months, but only for FY 1992. The change in eligibility period did not affect the program for unaccompanied minors.

As in FY 1991, CMA funds in FY 1992 will be available to fund allowable costs in the following priority areas: (1) the unaccompanied minors program, including administrative costs; (2) RCA and RMA and related administrative costs (excluding case management costs) during a refugee's first eight months in the U.S.; and (3) administrative costs incurred for the overall management of the State's refugee program.

To address the hardships imposed on States resulting from the uncertainty related to CMA funding, ORR is conducting an ongoing review of CMA trends in order to advise States as early as possible of the status of CMA funding. ORR will also look at other ways to maximize the effectiveness of the program within expected funding levels, while providing as much protection as possible for the most vulnerable refugees.

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

In FY 1992, under Wilson/Fish, ORR plans to continue to fund the Oregon Refugee Early Employment Project (REEP), which integrates the delivery of cash assistance with case management, social services, and employment services in an effort to increase refugee employment and reduce reliance on

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

cash assistance. ORR will also continue to fund a demonstration project established in San Diego during FY 1991 by the United States Catholic Conference. USCC is the first private organization awarded funds to operate an alternative program of refugee resettlement. Similarly, ORR will award a grant of $140,000 for a Wilson/Fish demonstration project to be administered by Alaska Refugee Outreach (ARO), an affiliate of Episcopal Migration Ministries. ARO will provide language and employment services to approximately 100 refugees during FY 1992.

Also in FY 1992, ORR plans to continue its support for a Wilson/Fish demonstration project administered by the Cuban Exodus Relief Fund (CERF). ORR will reimburse CERF for medical coverage only; CERF will be responsible for meeting the other needs of the refugees. One thousand refugees will be assisted under this demonstration project, the first to provide assistance to refugees in several States.

The **Key States Initiative (KSI)**, another program that has proved effective in helping refugees to find employment and to move off welfare, is now in operation in five States. Over the past four years, KSI job placements and welfare terminations have increased dramatically, generating significant welfare cost reductions. In FY 1992, ORR will continue its commitment to these States and plans to explore the development of a Key County Initiative in order to implement these successful welfare reduction strategies in selected high welfare counties.

ORR also plans to increase the number of refugees resettled under the **Planned Secondary Resettlement** (PSR) program in FY 1992. Two new relocation sites, funded in FY 1991, will begin operations in FY 1992: Syracuse, New York and Aurora, Colorado.

In FY 1991, ORR initiated a new **Microenterprise Loan** program and awarded grants of over $900,000 to seven non-profit organizations to help remedy a significant gap in current credit markets. The new program allows organizations to make market-rate loans of up to $5,000 to refugees seeking to create or expand income-generating enterprises. Examples of micro-enterprises which might qualify are home sewing businesses, lawn care services, and car repair services. ORR will monitor this program carefully in FY 1992 to determine its impact on refugee self-sufficiency. If found effective, ORR will consider expanding the loan program in future years.

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

Many **former Vietnamese reeducation camp detainees** and family members face unique problems associated with long periods of separation and confinement, creating a need for special social services beyond the initial resettlement period. To meet this need, ORR will continue to provide funds to supplement current social service funds in States and counties with a significant number of detainees. In addition, ORR will again make funding available in localities with significant **Amerasian** populations to encourage community coordination and to provide counseling and case management services.

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

For FY 1992, the admission ceiling is set at 10,000 privately funded refugees. ORR expects the actual number of admissions to fall short of this ceiling, however, as has been the pattern of the past several years. For FY 1992, ORR expects up to 2,500 refugees funded by the Cuban community and up to 500 funded by the Ethiopian community.

One problem facing privately-funded refugees is the uncertain cost of medical care. In FY 1992 ORR will assist the Cuban Exodus Relief Fund (CERF) in removing the barrier of affordable health care by allowing CERF to use welfare savings from its Wilson/Fish demonstration project to provide medical assistance to Private Sector Initiative refugees. ORR plans to work with other interested organizations to expand this program.

ORR is committed to encouraging the involvement of the private sector in refugee resettlement and will continue to work with the U.S. Coordinator for Refugee Affairs and the State Department in promoting this program.

APPENDIX A

TABLES

TABLE 1

Refugee and Amerasian Arrivals in the United States by Month: FY 1991
NUMBER OF ARRIVALS

Month	Southeast Asian Refugees a/	Amerasian Immigrants b/	All Other Refugees a/	Total
October	2,134	461	2,749	5,344
November	3,569	1,573	4,952	10,094
December	4,523	1,711	5,999	12,233
January	1,696	584	3,486	5,766
February	1,775	1,737	3,864	7,376
March	3,087	1,022	4,592	8,701
April	3,623	1,766	3,764	9,153
May	2,576	1,947	4,580	9,103
June	4,466	892	5,579	10,937
July	3,547	843	4,511	8,901
August	2,036	1,361	6,336	9,733
September	4,926	2,596	8,936	16,458
TOTAL	37,958	16,493	59,348	113,799

FY 1991: October 1, 1990--September 30, 1991.

a/ This column includes refugees resettled under the Private Sector Initiative.

b/ This column refers to Amerasians from Vietnam and their family members admitted under the Amerasian Homecoming Act of 1988. 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 1991

State	Total Arrivals a/	Percent
Alabama	329	0.3%
Alaska	50	b/
Arizona	1,686	1.5%
Arkansas	149	0.1%
California	32,935	28.9%
Colorado	1,286	1.1%
Connecticut	1,226	1.1%
Delaware	20	b/
District of Columbia	1,332	1.2%
Florida	5,614	4.9%
Georgia	2,614	2.3%
Hawaii	298	0.3%
Idaho	346	0.3%
Illinois	3,954	3.5%
Indiana	406	0.4%
Iowa	874	0.8%
Kansas	687	0.6%
Kentucky	756	0.7%
Louisiana	797	0.7%
Maine	266	0.2%
Maryland	2,002	1.8%
Massachusetts	3,412	3.0%
Michigan	2,280	2.0%
Minnesota	2,011	1.8%
Mississippi	107	b/
Missouri	1,666	1.5%
Montana	106	b/
Nebraska	1,034	0.9%
Nevada	337	0.3%
New Hampshire	226	0.2%
New Jersey	2,602	2.3%
New Mexico	442	0.4%
New York	16,297	14.3%
North Carolina	885	0.8%
North Dakota	256	0.2%
Ohio	1,677	1.5%
Oklahoma	546	0.5%
Oregon	1,986	1.7%
Pennsylvania	3,391	3.0%
Rhode Island	401	0.4%

TABLE 2

Total Refugee and Amerasian Arrivals by State of Initial Resettlement: FY 1991

State	Total Arrivals a/	Percent
South Carolina	133	0.1%
South Dakota	311	0.3%
Tennessee	1,134	1.0%
Texas	5,844	5.1%
Utah	637	0.6%
Vermont	243	0.2%
Virginia	2,113	1.9%
Washington	4,780	4.2%
West Virginia	42	b/
Wisconsin	1,183	1.0%
Wyoming	18	b/
Guam	16	b/
Other	56	b/
TOTAL b/	113,799	100.0%

a/ Includes 1,789 arrivals under the Private Sector Initiative.

b/ Less than 0.1 percent.

TABLE 3

Southeast Asian Refugee and Amerasian Arrivals by State of Initial Resettlement: FY 1991

State	Country of Citizenship				
	Cambodia	Laos	Vietnam	Amerasian *a/* Immigrants	Total
Alabama	0	8	64	208	280
Alaska	0	0	4	1	5
Arizona	3	25	607	375	1,010
Arkansas	0	23	74	42	139
California	57	5,217	11,723	3,563	20,560
Colorado	7	137	318	186	648
Connecticut	8	36	249	187	480
Delaware	0	0	9	0	9
District of Columbia	2	43	330	647	1,022
Florida	7	43	702	585	1,337
Georgia	2	84	805	842	1,733
Hawaii	0	13	171	113	297
Idaho	0	3	10	27	40
Illinois	0	132	410	383	925
Indiana	1	0	104	55	160
Iowa	0	175	243	315	733
Kansas	3	66	296	161	526
Kentucky	0	17	261	275	553
Louisiana	0	96	402	263	761
Maine	0	0	19	86	105
Maryland	1	19	365	133	518
Massachusetts	12	95	918	352	1,377
Michigan	1	105	393	282	781
Minnesota	4	901	341	125	1,371
Mississippi	0	0	80	19	99
Missouri	0	30	350	376	756
Montana	0	15	3	0	18
Nebraska	1	18	437	316	772
Nevada	0	0	81	32	113
New Hampshire	0	3	69	11	83
New Jersey	0	5	458	315	778
New Mexico	0	0	153	126	279
New York	2	72	786	1,147	2,007
North Carolina	0	50	321	279	650
North Dakota	0	0	30	141	171
Ohio	15	109	234	84	442
Oklahoma	0	17	314	156	487
Oregon	5	77	362	307	751
Pennsylvania	20	86	582	460	1,148

TABLE 3

Southeast Asian Refugee and Amerasian Arrivals by State of Initial Resettlement: FY 1991

State	Country of Citizenship				
	Cambodia	Laos	Vietnam	Amerasian a/ Immigrants	Total
Rhode Island	0	100	18	13	131
South Carolina	0	7	49	16	72
South Dakota	0	0	24	40	64
Tennessee	6	109	314	300	729
Texas	2	185	2,655	1,577	4,419
Utah	15	13	187	182	397
Vermont	0	0	9	112	121
Virginia	7	34	988	350	1,379
Washington	4	245	1,138	863	2,250
West Virginia	0	0	1	38	39
Wisconsin	1	818	74	9	902
Wyoming	0	0	0	0	0
Guam	0	0	4	12	16
Other	0	0	2	6	8
TOTAL	186	9,231	28,541	16,493	54,451

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

Table 4
Eastern European a/ and Soviet Refugee Arrivals by State of Initial Resettlement: FY 1991
Country of Citizenship

State	Bulgaria	Albania	Poland	Romania	USSR	Total
Alabama	0	0	0	0	34	34
Alaska	0	0	5	10	28	43
Arizona	11	12	2	164	290	479
Arkansas	0	2	0	0	8	10
California	126	85	29	1,025	6,917	8,182
Colorado	6	4	0	26	460	496
Connecticut	1	69	27	65	536	698
Delaware	0	0	0	4	6	10
Dist Columbia	9	3	0	15	26	53
Florida	56	107	3	220	664	1,050
Georgia	1	8	0	43	488	540
Hawaii	0	0	0	0	0	0
Idaho	24	8	0	60	200	292
Illinois	25	72	109	728	1,700	2,634
Indiana	0	4	1	8	207	220
Iowa	0	0	0	39	44	83
Kansas	0	0	0	9	137	146
Kentucky	0	3	0	3	185	191
Louisiana	0	0	0	0	12	12
Maine	24	2	2	13	65	106
Maryland	2	28	9	77	983	1,099
Massachusetts	6	57	5	31	1,776	1,875
Michigan	42	149	29	282	820	1,322
Minnesota	0	0	0	14	491	505
Mississippi	0	0	0	0	7	7
Missouri	28	42	10	64	516	660
Montana	0	0	0	1	87	88
Nebraska	0	3	0	4	205	212
Nevada	1	5	0	4	0	10
New Hampshire	0	6	0	122	8	136
New Jersey	7	92	20	71	1,289	1,479
New Mexico	0	0	1	1	17	19
New York	120	436	63	414	12,309	13,342
North Carolina	2	0	2	16	152	172
North Dakota	0	0	0	4	32	36
Ohio	3	6	0	103	1,056	1,168
Oklahoma	0	0	0	3	44	47
Oregon	0	5	0	227	944	1,176
Pennsylvania	10	20	28	192	1,814	2,064
Rhode Island	1	29	0	8	229	267

Table 4
Eastern European a/ and Soviet Refugee Arrivals by State of Initial Resettlement: FY 1991
Country of Citizenship

State	Bulgaria	Albania	Poland	Romania	USSR	Total
South Carolina	0	0	0	0	61	61
South Dakota	5	0	0	42	93	140
Tennessee	0	0	0	21	194	215
Texas	8	29	5	118	556	716
Utah	3	0	5	4	221	233
Vermont	9	10	0	27	63	109
Virginia	5	11	1	20	343	380
Washington	28	16	14	219	1,895	2,172
West Virginia	0	3	0	0	0	3
Wisconsin	0	13	1	8	249	271
Wyoming	0	0	0	0	18	18
Guam	0	0	0	0	0	0
Other	0	0	0	4	10	14
TOTAL	563	1,339	371	4,533	38,489	45,295

a/ Small numbers arriving from Yugoslavia are not reported in the table.

TABLE 5

Latin American, African a/, and Near Eastern Refugee Arrivals by State of Initial Resettlement: FY 1991 Country of Citizenship

State	Cuba b/	Libya	Ethiopia	Afghanistan	Iran	Iraq	Total
Alabama	0	0	1	0	3	11	15
Alaska	0	0	0	0	0	2	2
Arizona	5	16	67	65	9	28	190
Arkansas	0	0	0	0	0	0	0
California	197	50	975	677	1,974	177	4,050
Colorado	0	0	89	39	2	8	138
Connecticut	10	0	20	14	3	0	47
Delaware	0	0	1	0	0	0	1
Dist Columbia	0	14	196	15	1	0	226
Florida	2,926	33	96	8	21	18	3,102
Georgia	6	5	247	53	20	0	331
Hawaii	0	0	0	0	0	0	0
Idaho	0	0	5	0	2	0	7
Illinois	16	15	155	0	28	149	363
Indiana	0	0	19	5	0	0	24
Iowa	0	0	57	0	0	0	57
Kansas	0	0	11	0	3	0	14
Kentucky	0	12	0	0	0	0	12
Louisiana	3	0	4	0	4	0	11
Maine	0	0	23	13	0	0	36
Maryland	67	0	216	9	66	2	360
Massachusetts	5	0	108	0	10	1	124
Michigan	0	12	31	0	7	112	162
Minnesota	0	0	107	17	4	0	128
Mississippi	0	0	1	0	0	0	1
Missouri	31	17	149	23	6	5	231
Montana	0	0	0	0	0	0	0
Nebraska	0	25	0	19	2	0	46
Nevada	112	17	58	2	11	0	200
New Hampshire	0	0	0	0	1	0	1
New Jersey	208	2	52	32	25	5	324
New Mexico	133	0	0	0	0	0	133
New York	101	22	211	187	348	18	887
North Carolina	3	0	38	5	6	0	52
North Dakota	0	0	5	0	1	37	43
Ohio	1	7	42	0	5	6	61
Oklahoma	0	0	3	0	9	0	12
Oregon	0	8	36	11	2	0	57
Pennsylvania	27	1	112	20	5	3	168
Rhode Island	0	0	0	1	1	0	2

TABLE 5

Latin American, African a/, and Near Eastern Refugee Arrivals by State of Initial Resettlement: FY 1991 Country of Citizenship

State	Cuba b/	Libya	Ethiopia	Afghanistan	Iran	Iraq	Total
South Carolina	0	0	0	0	0	0	0
South Dakota	0	8	80	18	0	0	106
Tennessee	0	14	66	0	3	85	168
Texas	23	35	421	19	26	156	680
Utah	0	0	1	0	6	0	7
Vermont	0	0	0	0	0	0	0
Virginia	0	9	158	154	12	0	333
Washington	21	22	223	35	22	0	323
West Virginia	0	0	0	0	0	0	0
Wisconsin	1	0	2	2	2	0	7
Wyoming	0	0	0	0	0	0	0
Guam	0	0	0	0	0	0	0
Other	34	0	0	0	0	0	34
TOTAL	3,930	344	4,086	1,443	2,650	823	13,276

a/ Does not include small numbers of refugees from other African nations.

b/ Cuban figures include 1,789 persons resettled under the Private Sector Initiative.

TABLE 6

Applications for Refugee Status Granted by INS
FY 1980 – FY 1991 a/

Country of Chargeability	FY 1980–FY 1988	1989	1990	1991	Total
Afghanistan	23,840	1,770	1,593	1,477	28,680
Albania	421	47	98	1,319	1,885
Angola	501	19	60	23	603
Benin	0	0	4	0	4
Bulgaria	1,140	110	322	562	2,134
Burundi	3	3	3	3	12
Cambodia	116,191	2,114	260	102	118,667
Cameroon	0	0	3	0	3
China	1,156	2	6	5	1,169
Cuba	8,597	2,517	1,318	2,168	14,600
Czechoslovakia	8,896	925	341	158	10,320
Egypt	120	0	0	0	120
El Salvador	107	8	15	6	136
Ethiopia	19,663	1,697	3,061	3,978	28,399
Ghana	0	0	7	0	7
Greece	421	0	0	0	421
Hong Kong	1,777	102	208	30	2,117
Hungary	4,916	1,075	274	7	6,272
Iran	24,015	5,132	3,312	2,577	35,036
Iraq	6,654	111	47	728	7,540
Laos	120,544	10,780	9,060	8,425	148,809
Lebanon	448	1	0	0	449
Lesotho	28	2	2	5	37
Liberia	0	0	4	1	5
Libya	17	1	0	344	362
Macau	81	0	1	0	82
Malawi	49	6	0	0	55
Mozambique	91	4	3	12	110
Namibia	89	0	0	0	89
Nicaragua	200	323	527	89	1,139
Peru	0	0	3	0	3
Philippines	96	0	0	0	96
Poland	32,735	3,585	1,483	312	38,115
Romania	29,087	3,173	3,561	2,779	38,600
Somalia	9	14	33	163	219
South Africa	188	21	34	19	262
Sudan	32	1	7	24	64
Syria	745	1	0	1	747

TABLE 6

Applications for Refugee Status Granted by INS FY 1980 – FY 1991 a/

Country of Chargeability	FY 1980–FY 1988	1989	1990	1991	Total
Tanzania	1	0	0	0	1
Turkey	721	0	0	0	721
USSR	48,191	39,704	52,866	57,445	198,206
Uganda	69	40	27	125	261
Vietnam	258,922	22,198	21,078	24,985	327,183
Yugoslavia	74	1	6	0	81
Zaire	127	18	70	75	290
All Others	341	0	0	15	356
Total	711,303	95,505	99,697	107,962	1,014,467

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 1991 a/					
Nationality	FY 1980–FY 1988	FY 1989	FY 1990	FY 1991 b/	Total b/
Afghanistan	1,293	19	19	28	1,359
Albania	2	0	1	0	3
Angola	8	2	1	1	12
Argentina	30	0	0	0	30
Australia	1	0	0	0	1
Bahrain	0	1	1	0	2
Bangladesh	3	2	1	1	7
Benin	1	0	0	0	1
Bolivia	0	1	0	0	1
Bulgaria	62	14	20	11	107
Burkina Faso	0	1	0	0	1
Burma	2	10	10	6	28
Cambodia	20	4	7	2	33
Cape Verde	1	1	0	0	2
Chad	0	0	1	0	1
Chile	35	9	1	0	45
China	194	98	505	200	997
Colombia	6	10	15	2	33
Costa Rica	6	0	0	0	6
Cuba	285	77	158	75	595
Czechoslovakia	185	47	17	2	251
Egypt	47	3	3	1	54
El Salvador	839	337	226	135	1,537
Ethiopia	2,062	456	349	277	3,144
Fiji	0	0	1	0	1
Germany (East)	25	4	3	0	32
Ghana	75	6	4	5	90
Greece	0	1	0	0	1
Guatemala	44	67	58	34	203
Guinea	2	0	1	0	3
Guyana	9	0	0	0	9
Haiti	62	3	2	1	68
Honduras	19	14	5	4	42
Hungary	287	31	11	2	331
India	4	3	0	7	14
Iran	18,588	602	218	132	19,540
Iraq	233	12	13	12	270
Israel	2	0	3	3	8
Italy	3	0	0	0	3
Jordan	4	1	3	3	11
Kenya	3	1	1	0	5
Kuwait	0	1	0	27	28

TABLE 7

Asylum Applications (Cases) Approved by INS
FY 1980 – FY 1991 a/

Nationality	FY 1980–FY 1988	FY 1989	FY 1990	b/ FY 1991	b/ Total
Laos	21	7	29	24	81
Lebanon	139	58	67	41	305
Lesotho	0	0	1	0	1
Liberia	22	14	8	13	57
Libya	339	35	13	5	392
Malawi	8	1	0	0	9
Mauritania	0	0	2	2	4
Mexico	7	0	0	0	7
Morocco	1	0	3	0	4
Mozambique	0	0	1	0	1
Namibia	4	0	0	0	4
Nicaragua	8,076	3,617	1,444	368	13,505
Nigeria	2	2	1	0	5
Pakistan	73	14	8	4	99
Panama	26	183	128	1	338
Peru	4	17	17	0	38
Philippines	119	5	3	1	128
Poland	3,588	285	39	3	3,915
Romania	1,084	575	180	26	1,865
Saudi Arabia	1	0	0	0	1
Seychelles	9	0	0	0	9
Singapore	1	1	1	0	3
Somalia	141	119	199	85	544
South Africa	92	14	8	8	122
Sri Lanka	2	1	6	3	12
Sudan	1	0	8	0	9
Suriname	1	0	19	8	28
Syria	225	21	52	8	306
Taiwan	4	0	2	0	6
Togo	0	0	1	0	1
Turkey	9	0	0	1	10
USSR	255	109	246	79	689
Uganda	155	7	2	4	168
United Arab Emirates	0	0	1	0	1
United Kingdom	1	0	0	0	1
Venezuela	1	1	0	0	2
Vietnam	114	7	9	3	133
Yemen (Aden)	3	0	0	0	3
Yemen (Sanaa)	9	1	0	0	10
Yugoslavia	69	4	9	0	82
Zaire	11	5	5	6	27
Zambia	1	0	0	0	1

TABLE 7

Asylum Applications (Cases) Approved by INS FY 1980 – FY 1991 a/

Nationality	FY 1980–FY 1988	FY 1989	FY 1990	b/ FY 1991	b/ Total
Zimbabwe	5	0	2	0	7
Stateless	6	1	1	1	9
All Others	326	0	0	31	357
Total Cases	39,397	6,942	4,173	1,696	52,208
Total Persons	c/	9,229	5,672	2,344	c/

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

b/ As of March 31, 1991

c/ Not available.

Source: Immigration and Naturalization Service, unpublished tabulations.

TABLE 8

Southeast Asian Refugee Arrivals in the United States
1975 through September 30, 1991

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
October 1, 1990--September 30, 1991	37,958
TOTAL, Indochinese Refugees	**995,274**
Resettled under the Amerasian Homecoming Act of 1988:	
October 1, 1987--September 30, 1988	364
October 1, 1988--September 30, 1989	8,721
October 1, 1989--September 30, 1990	13,307
October 1, 1990--September 30, 1991	16,493
TOTAL, Amerasians (includes accompanying family members)	**38,885**
TOTAL, Southeast Asian Refugees and Amerasians	**1,034,159**

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, 1990, and September 30, 1991 a/

State	9/30/90	9/30/91	Percent 9/30/91
Alabama	3,500	3,500	0.4
Alaska	100	100	c/
Arizona	8,000	8,400	0.8
Arkansas	3,300	3,400	0.3
California	378,900	396,200	39.8
Colorado	13,000	13,400	1.3
Connecticut	8,600	8,800	0.9
Delaware	300	400	c/
District of Columbia	1,900	1,900	0.2
Florida	16,400	16,800	1.7
Georgia	12,600	13,400	1.3
Hawaii	8,200	8,400	0.8
Idaho	1,900	1,900	0.2
Illinois	30,000	30,700	3.1
Indiana	4,500	4,500	0.5
Iowa	10,600	11,200	1.1
Kansas	11,300	11,600	1.2
Kentucky	3,400	3,600	0.4
Louisiana	15,800	16,400	1.6
Maine	1,800	1,800	0.2
Maryland	11,300	11,800	1.2
Massachusetts	30,200	31,200	3.1
Michigan	13,000	13,400	1.3
Minnesota	35,000	36,000	3.6
Mississippi	1,900	2,000	0.2
Missouri	8,700	8,900	0.9
Montana	1,100	1,100	0.1
Nebraska	3,000	3,300	0.3
Nevada	2,600	2,700	0.3
New Hampshire	1,000	1,000	0.1
New Jersey	8,800	9,000	0.9
New Mexico	2,400	2,500	0.3
New York	34,400	34,800	3.5
North Carolina	7,400	8,400	0.8
North Dakota	1,000	1,000	0.1
Ohio	13,000	13,300	1.3
Oklahoma	9,600	9,900	1.0
Oregon	21,300	21,600	2.2
Pennsylvania	30,400	30,900	3.1
Rhode Island	7,800	8,000	0.8
South Carolina	2,600	2,700	0.3

TABLE 9

Estimated Southeast Asian Refugee Population by State: September 30, 1990, and September 30, 1991 a/

State	9/30/90	9/30/91	Percent 9/30/91
South Dakota	1,100	1,100	0.1
Tennessee	6,800	7,100	0.7
Texas	71,800	75,000	7.5
Utah	9,600	9,800	1.0
Vermont	700	700	0.1
Virginia	24,300	25,100	2.5
Washington	45,200	48,600	4.9
West Virginia	400	400	c/
Wisconsin	16,300	17,100	1.7
Wyoming	200	200	c/
Guam	300	300	c/
Other Territories	b/	b/	c/
TOTAL	957,300	995,300	100

a/ The September 1990 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 1990, and adjusting the totals so derived for secondary migration. The September 1991 estimates were constructed by taking the September 1990 estimates, adding arrivals during FY 1991, 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/ Fewer than than 50.

c/ Less than 0.1 percent.

TABLE 10

Receipt of Cash Assistance (a/) by Refugee Nationality: June 30, 1991

States	Cambodia	Laos	Vietnam	USSR	Poland	Other Europe	Cuba	Afghanistan	Iran	Iraq	Ethiopia	Other	TOTAL
Alabama	0	6	179	0	0	0	0	0	1	0	0	0	186
Arizona	0	7	242	69	0	16	1	47	1	8	28	23	442
Arkansas	0	0	35	1	0	0	0	0	0	0	0	0	36
California	284	1,717	7,790	1,338	5	351	41	351	583	47	136	299	12,942
Colorado	7	23	261	107	0	11	0	30	0	0	35	0	474
Connecticut b/	0	0	208	91	4	7	0	7	2	0	6	24	349
Delaware	0	0	7	15	0	1	0	0	0	0	0	0	23
Dist. Columbia	6	21	157	1	0	0	0	3	0	0	34	11	233
Florida b/	0	0	810	0	0	0	837	0	0	0	0	396	2,043
Georgia	0	26	396	26	0	9	0	19	7	0	46	2	531
Hawaii	0	32	160	0	0	0	0	0	0	0	0	0	192
Idaho	0	0	21	51	0	15	7	3	0	0	0	0	97
Illinois	11	49	666	430	4	25	16	10	25	56	60	300	1,652
Indiana	0	0	37	6	0	4	0	5	0	0	0	1	53
Iowa	0	33	157	5	0	1	0	0	0	0	2	31	229
Kansas	2	48	274	15	0	0	0	7	0	3	24	11	384
Kentucky	2	1	73	62	0	2	3	0	0	0	0	1	144
Louisiana	2	57	341	7	0	0	0	0	0	0	3	8	418
Maine	4	0	74	45	0	15	0	10	0	0	14	9	171
Maryland	1	10	618	21	0	5	0	7	6	0	56	34	758
Massachusetts	3	43	1,294	360	0	115	15	0	7	0	44	91	1,972
Michigan	0	79	300	84	10	99	0	0	5	21	4	49	651
Minnesota	23	308	288	97	2	10	0	4	0	0	30	23	785
Mississippi	0	0	76	0	0	0	0	0	0	0	0	0	76
Missouri b/	0	0	280	116	0	0	2	0	0	0	34	0	432
Montana	0	9	4	42	0	0	0	0	0	0	0	55	110
Nebraska	0	16	387	0	0	4	0	0	0	0	0	81	488

Nevada	0	0	35	0	0	7	27	1	9	0	13	10	102
New Hampshire	0	7	28	0	0	55	0	0	0	0	0	0	90
New Jersey	0	0	275	94	6	27	48	1	1	0	7	14	473
New Mexico b/	0	0	206	4	0	2	40	3	0	0	0	7	262
New York	18	16	653	8,798	305	68	2	111	154	0	16	0	10,141
North Carolina	0	17	194	26	0	18	5	0	0	0	2	0	262
North Dakota	0	0	51	4	0	0	0	0	1	4	0	2	62
Ohio	2	17	86	71	0	9	7	0	0	0	0	35	227
Oklahoma b/	0	0	287	16	0	0	0	0	3	0	0	1	307
Oregon	0	50	444	627	2	147	0	3	0	0	28	13	1,314
Pennsylvania	27	47	549	464	3	30	0	3	0	0	36	59	1,218
Rhode Island	41	84	27	97	0	11	0	0	0	0	0	0	260
South Carolina	0	7	10	0	0	0	0	0	0	0	0	0	17
South Dakota	0	1	10	64	0	8	0	8	0	5	19	18	133
Tennessee	0	44	156	11	0	2	0	7	1	0	3	23	247
Texas b/	0	0	1,794	20	0	20	20	9	3	0	21	67	1,954
Utah	0	0	121	80	0	4	0	0	0	1	0	3	209
Vermont	0	0	96	0	14	0	10	0	0	0	0	0	120
Virginia	7	11	223	6	3	7	0	45	8	0	84	10	404
Washington	27	115	1,319	453	6	74	6	3	7	0	92	37	2,139
West Virginia	0	0	21	0	0	0	0	0	0	0	0	0	21
Wisconsin	0	230	18	0	0	0	0	0	0	0	0	56	304
Wyoming	0	0	0	0	0	0	0	0	0	0	0	0	0
TOTAL	467	3,131	21,738	13,824	364	1,179	1,087	697	824	145	877	1,804	46,137
Percent	1.01%	6.79%	47.12%	29.96%	0.79%	2.56%	2.36%	1.51%	1.79%	0.31%	1.90%	3.91%	100.0%

a/ Includes refugee cash assistance (RCA) for the first 12 months after arrival and aid to families with dependent children (AFDC) and State payments for Supplemental Security Income (SSI) for the first four months after arrival. Some States did not report AFDC and SSI payments on the ORR-10 data collection form because no reimbursement could be made from ORR funds.

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

Table 11

Secondary Migration Data Compiled from the Refugee State-of-Origin Report: June 30, 1991 a/

State	Non-Movers	Out-Migrants	In-Migrants	Net Migration
Alabama b/	0	57	33	(24)
Alaska c/	0	31	0	(31)
Arizona b/	3,323	346	116	(230)
Arkansas b/	212	36	94	58
California	12,839	1,031	1,410	379
Colorado b/	854	161	135	(26)
Connecticut	323	71	25	(46)
Delaware	17	3	6	3
Dist. of Columbia	228	347	5	(342)
Florida	1,681	431	103	(328)
Georgia b/	1,099	163	144	(19)
Hawaii	186	53	19	(34)
Idaho	119	90	7	(83)
Illinois	4,275	266	357	91
Indiana	50	89	3	(86)
Iowa b/	544	141	283	142
Kansas	412	143	49	(94)
Kentucky	236	135	2	(133)
Louisiana b/	1,639	118	233	115
Maine	0	39	0	(39)
Maryland b/	2,020	158	223	65
Massachusetts	1,911	291	253	(38)
Michigan b/	1,362	174	72	(102)
Minnesota	955	191	68	(123)
Mississippi	66	24	0	(24)
Missouri	420	247	18	(229)
Montana	54	9	1	(8)
Nebraska	559	157	20	(137)
Nevada b/	90	30	12	(18)
New Hampshire	100	46	7	(39)
New Jersey	662	317	56	(261)
New Mexico	253	82	8	(74)
New York	9,938	635	203	(432)
North Carolina b/	792	70	702	632
North Dakota	150	83	12	(71)
Ohio	203	127	20	(107)
Oklahoma b/	609	97	67	(30)
Oregon	1,154	256	160	(96)
Pennsylvania	1,638	326	138	(188)
Rhode Island b/	1,543	67	105	38

Table 11

Secondary Migration Data Compiled from the Refugee State-of-Origin Report: June 30, 1991 a/

State	Non-Movers	Out-Migrants	In-Migrants	Net Migration
South Carolina b/	71	47	50	3
South Dakota	201	52	29	(23)
Tennessee	471	171	13	(158)
Texas b/	4,920	567	972	405
Utah	381	112	39	(73)
Vermont	133	40	5	(35)
Virginia b/	1,135	325	234	(91)
Washington b/	11,790	147	2,237	2,090
West Virginia	20	16	1	(15)
Wisconsin	298	112	6	(106)
Wyoming b/	0	7	0	(7)
Other c/	0	21	0	(21)
Total	71,936	8,755	8,755	0

a/ This table represents a compilation of unadjusted data reports by the State on Form ORR-11. The population base is refugees receiving State-administered services on 6/30/91. Persons without social security numbers or other information to document State of arrival, a total of 8,531, 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 12

Placement and Status of Unaccompanied Minors and Entrants by State: September 30, 1991

State	Total Placements	Total in Care	Reunited	Emancipated & Other
Alabama	23	3	1	19
Arizona	170	66	11	93
California	795	42	186	567
Colorado	97	1	14	82
Connecticut	48	18	1	29
Dist. of Columbia	210	65	16	129
Florida	129	9	13	107
Georgia	6	0	0	6
Hawaii	64	0	7	57
Illinois	689	136	114	439
Indiana	8	0	0	8
Iowa	594	99	60	435
Kansas	91	15	11	65
Louisiana	72	3	18	51
Maine	16	1	0	15
Maryland	56	13	2	41
Massacusetts	274	119	5	150
Michigan	521	183	49	289
Minnesota	913	213	101	599
Mississippi	163	50	16	97
Missouri	13	1	1	11
Montana	61	0	9	52
New Hampshire	95	16	4	75
New Jersey	370	103	10	257
New Mexico	3	2	0	1
New York	1,885	517	292	1,076
North Carolina	77	15	12	50
North Dakota	88	33	2	53
Ohio	89	22	7	60
Oklahoma	1	0	0	1
Oregon	557	95	87	375
Pennsylvania	478	106	71	301
Rhode Island	19	0	0	19
South Carolina	40	4	3	33
Texas	47	22	9	16
Utah	200	73	24	103
Vermont	68	7	4	57
Virginia	554	235	47	272
Washington	652	167	88	397
Wisconsin	114	7	12	95
Total	10,350	2,461	1,307	6,582

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:

- Developing overall United States refugee admission and resettlement policy;
- Coordinating all United States domestic and international refugee admission and resettlement programs;
- Designing an overall budget strategy;
- Presenting to Congress the Administration's overall refugee policy and the relationship of individual agency refugee budgets to that overall policy;
- Advising the President, Secretary of State, Attorney General, and Secretary of Health and Human Services on the relationship of overall United States refugee policy to the admission of refugees to the United States;
- Under the direction of the Secretary of State, representing and negotiating on behalf of the United States with foreign governments and international organizations;
- Developing an effective liaison between the Federal government and voluntary organizations, governors, mayors, and others involved in refugee relief and resettlement work;
- Making policy recommendations to the President and Congress regarding the Federal role in the refugee program; and
- Reviewing refugee-related regulations, guidelines, and procedures of Federal agencies.

In fulfillment of these statutory responsibilities, the Coordinator organizes interdepartmental discussions and Congressional consultations on the level of refugee admissions. After consultations were completed, the President established a ceiling of 131,000 refugee admissions for FY 1991.

During the latter months of FY 1991, the Coordinator undertook consultations with the Congress, with representatives of State and local governments, and with private voluntary organizations and refugee leaders to obtain their views on the need for refugee admissions into the United States in the coming fiscal year. After the formal consultations with the Congress, the President established a total ceiling of 142,000 for FY 1992.

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

The Coordinator also chaired meetings of the interagency Policy Coordinating Committee on Refugees and prepared the Second Annual Refugee Day observance, which was held on October 30, 1991. The President again issued a proclamation for the Day and the Congress passed a joint resolution.

Bureau for Refugee Programs

Department of State

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

During FY 1991, 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 112,809 refugees admitted to the U.S. during the fiscal year, 1,789 entered through the Private Sector Initiative program. In addition, the 112,809 admissions included 17,709 Amerasian immigrants and accompanying family members, who are entitled to the same benefits as refugees. Charts detailing FY 1991 refugee admissions by geographic area can be found on the following pages.

U.S. Program Worldwide

Of the $615 million obligated by the Bureau for Refugee Programs in FY 1991 (including funds appropriated under the Migration and Refugee Assistance Fund, Dire Emergency Supplemental (1991), and U.S. Emergency Refugee and Migration Assistance Fund), approximately $385 million went to international refugee assistance and relief activities. Of this amount, $99 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 again provided the largest share of financial support for the 1991 programs of the Office of the United Nations High Commissioner for Refugees ($169 million) and the United Nations Relief and Works Agency ($75.6 million) and remained a major contributor to other international relief organizations, such as the International Committee of the Red Cross ($60 million).

In addition to the regional assistance funds provided, a total of $63 million was obligated in FY 1991 for other activities, such as the Refugees to Israel program and contributions to the International Organization for Migration and the ordinary budget of the International Committee of the Red Cross.

Approximately $191 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 1991

COUNTRY OF CHARGEABILITY	FY91 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	4,900													
ANGOLA		21	0	5	0	0	9	0	0	1	6	0	0	0
CENTRAL AFRICAN REP		1	0	0	0	0	0	0	0	0	1	0	0	0
ETHIOPIA		3,948	195	479	438	88	94	275	91	234	353	305	378	1,018
KENYA		1	0	0	0	0	0	0	0	0	0	0	1	0
LESOTHO		5	0	4	0	0	1	0	0	0	0	0	0	0
LIBERIA		1	0	0	0	0	0	0	0	0	0	0	0	1
MOZAMBIQUE		12	0	3	0	0	8	0	0	0	0	0	0	1
RWANDA		2	0	0	0	0	0	1	1	0	0	0	0	0
SOMALIA		192	0	10	19	24	0	28	24	9	5	0	16	57
SOUTH AFRICA		19	0	3	0	0	9	0	0	0	6	0	0	1
SUDAN		24	0	3	7	2	0	3	7	0	0	0	1	1
UGANDA		125	17	5	0	0	21	2	11	16	18	16	0	19
ZAIRE		73	12	14	9	3	3	2	6	1	6	2	0	15
TOTAL AFRICA	4,900	4,424	224	526	473	117	145	311	140	261	395	323	396	1,113
EAST ASIA	53,500													
1ST ASYLUM		14	0	0	4	0	0	0	2	0	0	0	8	0
BURMA		38	12	7	2	1	1	1	3	0	8	0	3	0
CAMBODIA		4	0	0	0	1	0	1	0	2	0	0	0	0
CHINA (MAINLAND)														
LAOS		6,369	45	95	1,411	303	99	637	832	192	968	400	136	1,251
HIGHLAND		2,880	29	33	578	57	53	810	462	83	241	136	66	332
LOWLAND		9,249	74	128	1,989	360	152	1,447	1,294	275	1,209	536	202	1,583
SUBTOTAL LAOS		4,048	300	904	877	278	372	127	186	125	171	186	143	379
VIETNAM														
ODP		16,222	411	1,166	1,719	599	1,792	1,029	1,805	2,029	1,393	737	1,091	2,451
AMERASIAN IMMIGRANT		23,909	1,759	2,430	1,651	1,053	1,232	1,472	2,105	2,172	2,745	2,797	1,611	2,882
REFUGEE														
TOTAL EAST ASIA	53,500	53,484	2,556	4,635	6,242	2,292	3,549	4,077	5,395	4,603	5,526	4,256	3,058	7,295
EASTERN EUROPE	7,000													
ALBANIA		1,363	8	68	65	152	51	108	126	151	193	171	46	224
BULGARIA		585	64	182	50	68	38	13	25	26	42	51	11	15
CZECHOSLOVAKIA		158	9	50	23	0	19	8	9	3	11	12	7	7
HUNGARY		7	1	2	3	0	0	0	0	0	0	0	1	0
POLAND		290	44	53	26	19	36	14	5	14	13	0	32	34

U.S. DEPARTMENT OF STATE
BUREAU FOR REFUGEE PROGRAMS
Summary of Refugee Admissions
Fiscal Year 1991

COUNTRY OF CHARGEABILITY	FY91 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
ROMANIA		4,452	340	621	337	277	262	445	287	145	291	173	708	566
TOTAL EASTERN EUROPE	7,000	6,855	466	976	504	516	406	588	452	339	550	407	805	846
SOVIET UNION	46,500													
DIRECT		38,528	1,458	2,726	4,095	1,954	2,265	3,262	2,670	2,893	3,979	3,197	4,274	5,755
NON-DIRECT		133	6	28	11	9	2	17	3	21	9	22	0	5
TOTAL SOVIET UNION	46,500	38,661	1,464	2,754	4,106	1,963	2,267	3,279	2,673	2,914	3,988	3,219	4,274	5,760
LATIN AMERICA	3,100													
CUBA		2,144	0	222	130	248	63	91	52	264	219	204	407	244
EL SALVADOR		6	0	0	0	0	0	0	3	3	0	0	0	0
NICARAGUA		87	0	36	46	3	0	0	0	2	0	0	0	0
TOTAL LATIN AMERICA	3,100	2,237	0	258	176	251	63	91	55	269	219	204	407	244
NEAR EAST/SOUTH ASIA	6,000													
AFGHANISTAN		1,480	203	100	245	106	79	182	102	22	20	111	159	151
IRAN		2,692	76	392	185	131	213	222	189	275	284	141	273	311
IRAQ		842	36	50	42	12	115	67	7	27	48	27	23	388
LIBYA		344	0	0	0	0	0	0	0	344	0	0	0	0
SYRIA		1	0	0	0	0	0	0	0	0	0	0	0	1
TOTAL NEAR EAST/SOUTH	6,000	5,359	315	542	472	249	407	471	298	668	352	279	455	851
PRIVATE SECTOR INIT.	10,000													
PSI CUBANS		1,789	334	103	228	559	464	4	0	42	40	0	2	13
TOTAL PRIVATE SECTOR I	10,000	1,789	334	103	228	559	464	4	0	42	40	0	2	13
GRAND TOTAL	131,000	112,809	5,359	9,794	12,201	5,947	7,301	8,821	9,013	9,096	11,070	8,688	9,397	16,122

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	3,494	51,611 *	6,196	50,716	2,309	4,991	3,009	122,326
1991	4,424	53,484 *	6,855	38,661	2,237	5,359	1,789	112,809
TOTAL	28,485	1,035,249	112,459	258,229	39,383	70,984	7,081	1,551,870

* 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 domestic 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 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 refugee program responsibilities are primarily discharged by the Service's overseas offices. These offices are organized into three districts: Bangkok, with geographic responsibility for East Asia; Rome, with responsibility for the Soviet Union, Eastern Europe, the Near East, Africa, and South Asia; and Mexico City, which oversees Latin America and the Caribbean. These offices maintain direct and continuous liaison with the representatives and officials of the United Nations High Commissioner for Refugees, the International Organization for Migration, U.S. government agencies, foreign governments, and all voluntary agencies with offices or representation abroad.

During FY 1991, INS officers assigned to INS offices overseas conducted more than 122,800 refugee determination interviews and approved for admission into the U.S. approximately 107,900 persons of 33 different nationalities. Much of INS' workload resulted from the continuing demand for refugee interviews on the part of Soviet citizens. During the course of the fiscal year, INS examiners in Moscow conducted nearly 69,000 interviews, approving more than 62,000 applications for refugee status. FY 1991 also saw a significant increase in the interview rate under the Orderly Departure Program in Vietnam, established in 1979 as an alternative to clandestine and hazardous boat departures from that country. Beginning in April, monthly interviews increased to 10,000. As a result, all Amerasians are expected to be interviewed by mid-1992; all current immigrant visa cases will be processed by the end of the year.

Domestically, the INS moved to expand the capabilities of its asylum program during FY 1991. Asylum regulations, published on July 27, 1990, went into effect October 1, 1990, mandating a series of significant changes:

- Establishment of a specialized corps of asylum officers;
- Shift of decision authority from INS district directors to the Asylum Officer Corps;
- Development of an enhanced training program; and
- Establishment of a refugee documentation center.

The implementation of the Asylum Officer Corps concept was administered in two phases. Phase I covered the period October 1, 1990 to March 31, 1991, during which time a Designated Asylum Officer Corps, composed of existing INS examiners, worked within INS district offices. Phase II began on April 1, 1991. As of that date, a new Asylum Officer Corps began operations at seven asylum offices located at Los Angeles, San Francisco, Chicago, Newark, Arlington, Miami, and Houston.

An INS Resource Information Center (RIC) has also been established to provide asylum and refugee adjudicators with easily accessible information on the human rights situations in refugee-producing countries. The Center produces country profile reports and issues periodic "alerts" on new or evolv-

ing situations. RIC-produced country profiles collate existing human rights reporting—from a variety of sources—into a focus on "populations-at-risk."

Office of Refugee Health

U.S. Public Health Service

The U.S. Public Health Service (PHS) of the Department of Health and Human Services 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 1991 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 1991, 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 in Frankfurt, Germany performed similar duties for refugees from the Soviet Union, Europe, Africa, the Near East, and South Asia.

In FY 1991, major improvements were made in the medical examinations and documentation of medical conditions for Soviet refugees coming directly to the Unites States from Moscow. These improvements, especially the translation of medical findings into English, have been invaluable to State and local health departments.

During FY 1991, CDC quarantine officers at major U.S. ports of entry inspected all arriving refugees. As part of the stateside follow-up, CDC collected and disseminated copies of refugee health and immunization documentation to State and local health departments and provided information to instruct refugees to report to the appropriate health department.

Quarantine officers paid particular attention to refugees with Class A tuberculosis and notified the appropriate local health, departments by telephone within 24 hours of the refugees arrival in the United States.

A computerized disease surveillance data base of demographic and medical data on refugees was continued in FY 1991. In addition to documentation of excludable conditions for all refugees, data collected include the number of Indochinese refugees who: (a)

completed tuberculosis chemotherapy before departure for the United States; (b) received tuberculin skin tests and are started on preventive therapy; (c) were screened for hepatitis B surface antigenicity; (d) received hepatitis B vaccine; and (e) were placed on prophylaxis for Hansen's Disease.

The CDC data base on refugee arrivals continued to be used by the ORR as the primary source of arrival and destination statistics. This data base incudes the results of medical screening for 1,084,560 refugees who have entered this country since October, 1979.

In FY 1991, a short-course tuberculosis treatment program was continued in Southeast Asia for U.S.-bound refugees. This program was expanded in Vietnam for refugees departing under the Orderly Departure Program (ODP). The program continued to provide this treatment to large numbers of ODP refugees in FY 1991.

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

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

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

The hepatitis B immunization program for Southeast Asian refugee children under the age of seven was continued in FY 1991. By the end of the fiscal year, most 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 1991. 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 1991, continued emphasis was given to identifying refugees eligible to receive preventive treatment for tuberculosis infection.

In FY 1991, grants were awarded to 44 State 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 10 most impacted States resettled 73 percent of all arriving refugees in FY 1991 and received 67 percent of the $3,629,000 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 80 percent of grantees voluntarily share usable data that are helpful in evaluating the status of the domestic health assessment program.

Grantees reported that 58,928 refugees were contacted and offered health assessment services. The number of refugees receiving an assessment was 51,197, or 87 percent of those contacted. Among those refugees who received a health assessment, 65

percent had one or more medical or dental health conditions identified that required treatment and/or referral for specialized diagnosis and care.

The CDC continued to work with project areas to encourage them in the development or improvement of systems for effective tracking and reporting of health assessments of all new refugee arrivals. Significant progress continued to be made in achieving routine State notification of refugee in- and out-migration for public health purposes.

Most grantees are reporting health assessment data by Southeast Asian and non-Southeast Asian refugee populations. The data indicate that a high percentage of both Southeast Asian and non-Southeast Asian refugees are presenting one or more health conditions that require treatment or a referral for diagnosis and/or treatment. Seventy-three percent of the Southeast Asians and 55 percent of the non-Southeast Asians were identified as having one or more of these health problems.

The larger State grantees have recently started to report health assessment data by regional ethnicity. This regional breakdown includes: Southeast Asia, Africa, Eastern Europe, Latin America, and the Middle East. A special health status report on Soviet refugees is also being developed by CDC.

During FY 1991, the hepatitis B screening and vaccination programs for pregnant refugee women, their newborns, and susceptible household contacts were continued. CDC awarded $450,000 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 B prevention services. Computerized registries of hepatitis B carriers facilitated the process in some States. Cumulative data from project areas indicated that 14 percent (17,495 of 127,706) of those refugees that were screened for hepatitis B carrier status have been found to be HBSAG positive. Of the total refugees screened, 33,149 were pregnant women. Of the pregnant refugees screened, 5,690 (17 percent) had a positive HBSAG serologic test. A total of 5,538 newborns and 11,124 household contacts have been vaccinated as a direct result of 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 Maternal and Child Health Bureau.

National Hansen's Disease Program

The National Hansen's Disease Program in the Bureau of Health Care Delivery and Assistance (BHCDA) assures the availability of high quality medical services for Hansen's disease and its related conditions through ten regional centers throughout the United States. The centers are located in Boston, Chicago, Los Angeles, Miami, New York, Puerto Rico, San Diego, San Francisco, Seattle, and Texas. Patients with complications are admitted to the Gillis W. Long Hansen's Disease Center (GWLHDC) in Carville, Louisiana. Diagnostic and treatment services, including specialty services such as ophthalmology, neurology, physical and occupational therapy and orthotics, are provided to these patients in the regional centers. In the Private Physician Program, a segment of the Hansen's Disease Program, only medication is provided. Refugees are referred to a regional center or to a private physician in their area of resettlement.

For FY 1991, the GWLHDC had seven first admissions and 23 readmissions of refugee patients. Fifteen of the readmitted patients had inactive disease, i.e., initial chemotherapy for the disease has been completed, but continued care, both outpatient and inpatient, is required for these patients because of residual damage from the infection.

There were 23 refugees diagnosed with Hansen's Disease in FY 1991. A total of 617 refugees were diagnosed between December 31, 1980 and September 30, 1990. These patients continue to receive care at the regional centers.

Community and Migrant Health Centers

The Community Health Center (CHC) and Migrant Health Center programs do not collect or maintain data on health services provided to persons who happen to be refugees. Refugees are provided services at CHCs in all regions consistent with program requirements for any medically underserved person. Those regions serving geographic areas with the highest concentrations of refugees employed translators and used bilingual signs and notices to assist in health care delivery consistent with their charter to be community-based. Regions II, III, IV, V, IX and X reported the following activities:

Region II — There is a significant Haitian population in the Brooklyn area being served by a CHC. Vietnamese are using the CHC in Chinatown.

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

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

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

Region IX — 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.

Maternal and Child Health Bureau

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

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

During FY 1991, several Special Projects of Regional and National Significance addressed health care needs of Southeast Asian communities that were underserved for prenatal and genetic services. The projects were community-based and provided outreach and support services with emphasis on culturally sensitive educational materials. Some represented aggressive efforts to identify women during pregnancy, others offered genetic counseling and screening for thalassemia. The projects also disseminate information and coordinate referrals to outside agencies and share information with other service providers throughout U.S. communities.

Alcohol, Drug Abuse, and Mental Health Administration

National Institute of Mental Health

The National Institute of Mental Health (NIMH) was asked to assess the effectiveness of special refugee resettlement programs funded by ORR. The Vietnamese Former Re-Education Camp Detainee Program is a focused initiative designed to help resettle ex-political prisoners and their families. Under this program, funds were allocated to State or county governments (grantees) who, in turn, contracted with local mutual assistance associations (contract agencies) to provide supplemental social services for detainees.

In FY 1991, NIMH examined the effectiveness of this specially funded ORR initiative. The purpose of the

assessment was to determine whether the services provided under the detainee program were adequate and appropriate in helping resettle the detainees and their families. The assessment analyzed all 16 funded sites nationwide. The methodology consisted primarily of process evaluation. Qualitative and quantitative information was collected from a variety of sources, including program progress reports, agency records, structured interviews, and on-site field observations. Standardized protocols were followed in the observation of program services and activities. The following activities were conducted by NIMH staff:

- Development and implementation of a specialized evaluation protocol designed to assess the program effectiveness.
- Design and testing of structured interview forms and field observation procedures.
- Writing of a professional services contract to procure consultant services.
- Management of the planning and logistical arrangements of 16 nationwide field site visits. This included planning and arranging interviews between the consultants and State refugee coordinators, voluntary resettlement agencies, refugee leaders, and various other refugee organizations.
- Training three Vietnamese consultants and one ORR staff member in the use of the evaluation protocol and instruments.
- Providing technical guidance and recommendations to staff from the detainee program sites, State refugee coordinators, and voluntary resettlement agencies, based on the preliminary findings. Each site was given constructive feedback in an effort to modify observed weaknesses in the delivery of services and maintain minimum standards of operation. These sites were introduced to the concept of program evaluation and helped to develop meaningful quality control procedures.

The assessment of the detainee program was a complex and time-consuming project which required NIMH staff to carefully plan and coordinate a number of diverse activities and sub-tasks. The project, however, was successfully completed within a limited time period. Activities related to the completion of this project elicited a degree of confidence in the expertise of NIMH staff such that refugee organizations and agencies have requested further technical assistance and guidance from NIMH. Based on the findings and recommendations from the assessment, ORR is able to make an objective decision about the allocation of FY 1992 discretionary funds to areas receiving significant numbers of detainees.

During FY 1991, NIMH funded three regional training conferences on the resettlement of former Vietnamese re-education camp detainees and Amerasians and their families. These meetings have been part of an overall effort to assist mental health and social service providers working with these high risk populations in different geographic regions of the U.S. staff from NIMH were actively involved in the planning and implementation of the conferences. Workshops were conducted by NIMH staff who also presented papers at the conference meetings. Another conference is planned for FY 1992. To date, evaluation reports suggest that the meetings have been well received by the participants.

As a follow-up to work begun in FY 1991, the second phase of a project to create a national directory of mental health service providers for Southeast Asian refugees is now underway. This phase is directed at developing a list of providers and types of services available to this population in the Central and Midwestern States. This effort follows an initial draft directory produced for the Western States in FY 1990, which was well received by the refugee community. If funding is maintained, work on an Eastern States provider listing will follow, with publication of an updated national directory by the end of FY 1992. Current planning anticipates that NIMH will become the clearinghouse for changes and updates to this national directory, which could be republished periodically as a service to this significant refugee population.

APPENDIX C

RESETTLEMENT AGENCY REPORTS

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

American Council for Nationalities Service

The American Council for Nationalities Service (ACNS) is a national, not-for-profit, non-sectarian organization which has, for over 60 years, been concerned with people in migration, either forced or voluntary. The United States Committee for Refugees (USCR) is the public education and information program of ACNS. In addition, ACNS is the American branch of International Social Services (ISS), which provides intercountry casework services to families and children. ACNS is dedicated to assisting immigrants and refugees in their adjustment to productive life in the United States, to developing mutual understanding between the foreign-born and the general population, and to promoting the humane and fair treatment of refugees.

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

Resettlement Program

During FY 1991, ACNS and its member agencies resettled the following numbers of refugees:

African	497
European	590
Latin American	193
Near Eastern	197
Soviets	954
Southeast Asian	5,726
Total	**8,157**

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 15 local agencies which collectively resettled more than 50 percent of the ACNS caseload in FY 1991. These visits helped ACNS to meet its cooperative agreement requirements with the Department of State and also to appreciate the practical, human problems of local resettlement.

During FY 1991, ACNS conducted a matching grant program, supervised and partially funded by the Office of Refugee Resettlement. Through the matching grant program, 340 refugees were resettled by six local affiliates.

In July, 1991, nine former sites of the American Fund for Czechoslovak Refugees (AFCR) were added to the ACNS 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.

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

Since its inception, the Immigration and Refugee Program has welcomed over 383,000 refugees to the United States. In the past fiscal year, it resettled the following numbers of refugees (broken down by regional origin):

Africa	617
Eastern Europe	1,349
Soviet Union	2,420
Indochina	
Amerasian	859
Re-education detainees	761
Orderly Departure Program	219
Other (excluding ODP)	957
Near East	657
Latin America	271
Total	**8,110**

The Church World Service Immigration and Refugee Program (CWS/IRP) administrative offices are located in New York, New York. CWS/IRP also maintains regional offices in Miami, Florida, and Washington, D.C. In addition, CWS administers the Joint Voluntary Agency Office in Kuala Lumpur, Malaysia; Nairobi, Kenya; and Tanjung Pinang, Indonesia. CWS also contracts with the Community Relations Service, Department of Justice, for the resettlement of Cuban and Haitian entrants.

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

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

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

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

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

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

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

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

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

CWS/IRP continued to play an active role in the resettlement of Amerasians. CWS/IRP Amerasian cluster sites in FY 1991 included Phoenix and Tucson, Arizona; Denver, Colorado; Atlanta, Georgia; Boise, Idaho; Chicago and Springfield, Illinois; Binghamton and Syracuse, New York; Columbus, Ohio; Oklahoma City, Oklahoma; Portland, Oregon; Clifton Heights and Lancaster, Pennsylvania; Dallas and Houston, Texas; Arlington, Richmond, Harrisonburg, Leesburg and Manassas, Virginia; and Seattle and Spokane, Washington.

The Director of the Bureau for Refugee programs recognized CWS/IRP with an award of commendation for its initiative and success in improving the collection of travel loans.

Episcopal Migration Ministries

Organization and Structure of Episcopal Migration Ministries

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

EMM's refugee resettlement program is carried out by and through the 98 domestic dioceses of the Episcopal Church, whose jurisdiction covers all 50 States and Puerto Rico. The EMM domestic resettlement program is based largely on a volunteer sponsor model, using the time, skills, and donated resources of volunteer Diocesan Refugee Coordinators (Affiliate Directors), churches, sponsors, and community organizations. The volunteer model enables a large and diverse network of dioceses to participate in the refugee resettlement program without unnecessary administrative expenses. In FY 1991, the resettlement program was operative in 59 affiliate sites.

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

EMM Mission and Vision Statement

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

The vision of EMM is to:

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

Support of the Program

Episcopal Migration Ministries allocates to each diocese $250 of the per capita reception and placement grant it receives from the Bureau for Refugee Programs of the Department of State. This allocation is augmented with $100 per capita of church-derived funds for "impact aid" in designated locations for up to 1,344 refugees as well as with emergency grants upon the diocesan bishop's request. During FY 1991, the dioceses of Olympia (Seattle), Los Angeles, Rochester, and Western New York received aid grants totalling $146,100.

EMM provided over $50,000 to dioceses newly involved in the refugee program for sponsorship development, language and job training, as well as other requisites for successful resettlement. $50,000 of government funds and $83,000 in church monies went for enabling grants to individual refugees and displaced persons in need of emergency assistance. In addition, the Presiding Bishop's Fund for World Relief awards thousands of dollars to parishes and dioceses to support their refugee programs. EMM also granted $150,000 to support ecumenical refugee work, both domestic and overseas.

Matching Grant Program

EMM continues to participate in the highly successful matching grant program, working through the Council of Jewish Federations. In FY 1991, $242,632 was allocated to some 21 affiliates which conducted matching grant sponsorships. With intensive case management to enable early employment, enrollment in public assistance is avoided.

Immigration Counseling Network

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

FY 1991 Resettlement Activities

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

Amerasians

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

Former Reeducation Camp Detainees

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

FY 1991 Refugee Arrivals

During FY 1991, EMM resettled 2,548 refugees. In addition, 468 immigrants reunited with their relatives in the United States. The following is an ethnic breakdown of EMM's refugee arrivals:

Africa	
Ethiopian	128
Mozambican	1
South African	3
Ugandan	5
Zairan	1
Total	**138**
Europe	
Albanian	13
Bulgarian	8
Czech	14
Polish	1
Romanian	146
Russian	8
Total	**190**

Soviet	
Armenian	32
Byelorussian	37
Czech	5
Russian	64
Ukrainian	670
Total	**808**
East Asia/First Asylum	
Khmer	2
Laotian	205
Vietnamese	72
Amerasian	452
ODP/Detainees	444
Total	**1,175**
Latin America	
Cuban	133
Nicaraguan	2
Total	**135**
Near East/ South Asia	
Afghan	28
Iranian	28
Iraqi	18
Iraqi (Kurd)	18
Libyan	10
Total	**102**
Total (All programs)	**2,548**

Ethiopian Community Development Council

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

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

Goals

ECDC's goals focus on—

- Developing and implementing a broad range of culturally sensitive and linguistically appropriate programs and services that respond to the many adjustment and resettlement challenges facing refugees;
- Advancing the cultural, educational, and socio-economic development of the Ethiopian community;
- Encouraging members of the community to participate in the American civic process;
- Offering information and referral and other technical assistance to community-based organizations;
- Carrying out a program of public education at the local, State, and national levels to expand awareness of African refugee concerns;
- Fostering cooperation, respect, and understanding between the African refugee community and the American community at large; and
- Conducting educational and research activities concerning the Ethiopian community in the United States, Ethiopia, and the Horn of Africa, and controversies endemic to the region.

Program Activities

Local Program Focus — Since 1983, ECDC has been providing a wide range of social services to refugees, irrespective of nationality, residing in the Washington, D.C. metropolitan area. Our program of social and support services is designed to help people build economically independent lives in their new homeland. We offer employment services and job placement; vocational training, including driver's education; immigration counseling; housing assistance; information and referral; document translation and interpretation services; and crisis intervention and emergency assistance.

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

National Program Focus — Building on its close working relationships with individuals and organizations around the country at the local, State, and national levels, ECDC has spearheaded efforts to ad-

dress the plight of Ethiopian and other African refugees and focus attention on African refugee admissions and immigration policies and has urged support for domestic resettlement programs that speak to African refugee concerns. ECDC has led the way in strengthening and formalizing a network of over 30 African refugee Mutual Assistance Associations (MAAs) around the country by sharing information and resources, providing technical assistance, and bringing MAA leaders together at various national meetings.

We have also undertaken various projects of national scope and significance:

- Holding the first Conference on Ethiopian Refugees in the United States (1983);
- Conducting mental health training workshops in eight U.S. cities (1984);
- Organizing and co-sponsoring a national Conference on African and Haitian Refugees (1989); and
- Conducting and publishing the results of a national needs assessment study of the development needs of Ethiopian refugees in the United States (1988-1990).

During this past year, our African Refugee Resource Development project published a quarterly newsletter, **African Refugee Network**, conducted a national leadership training workshop, and established a resource center to provide technical assistance to African refugee MAAs and information and referral services to them and individuals and agencies working with African refugees.

Resettlement Program

ECDC began resettling African refugees during FY 1991 under a cooperative agreement with the Department of State's Bureau for Refugee Programs. This program was initiated after ECDC became the first community-based organization since passage of the Refugee Act of 1980 to be named by the Department of State as a national voluntary agency. ECDC serves both as a resettlement agency locally and as the national office for affiliates around the country.

From our office, located at 3213 Columbia Pike, Suite 101, Arlington, Virginia 22204, we carry out domestic resettlement activities through our African Refugee and Migration Services Program. We provide program support and technical assistance to our affiliated MAAs and monitor all resettlement activities.

The ECDC affiliate network is committed to early employment that will lead to economic self-sufficiency. Affiliated agencies are experienced service providers that bring cultural sensitivity and linguistically appropriate services, a professional staff, and dedicated volunteers to their resettlement efforts. With strong ties to their local communities and contacts with local employers and other service agencies, affiliates are well-suited to helping the newest members of the community through their initial and subsequent adjustment and resettlement periods. ECDC is a member of InterAction, and like our affiliates, works closely with local and State agencies.

During FY 1991, ECDC signed cooperative agreements with the following affiliates:

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

In this first year, with our program commencing in March, we resettled 97 African refugees, including 43 in Chicago, 25 in Houston, and 13 in the Washington, D.C. metropolitan area. By country of origin, this number included 86 from Ethiopia, 7 from the Sudan, and 4 from Zaire. For FY 1992, ECDC has expanded the scope of its resettlement program to include refugees from the Near East.

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 has been forged from the lessons learned in our more than one hundred years of experience in the field of refugee resettlement. In developing this philosophy and in striving to turn philosophy into practice, we have benefited from our close working relationship with the nationwide network of professionalized, community based, Jewish social service agencies. Through our alliance with this network, we are able to provide the professional service delivery expertise, collect data, and receive the feedback necessary to the management of each refugee resettled. Furthermore, it enables us to provide the level of comprehensive case management, under the supervision of trained social workers who are familiar with local resources, that is essential to assuring a smooth transition for newcomers as they enter their new communities.

Our institutional structure and service delivery system are particularly suited to facilitating the migration and absorption of Jewish refugees. Nonetheless, as experienced resettlement professionals, HIAS has played an active role in almost every major refugee migration to the country, regardless of the national or ethnic background of the migrant.

In the active process of resettling both Jewish and non-Jewish clients, HIAS utilizes the facilities provided by Jewish Federations and their direct service agencies, such as Jewish Family Services, Jewish Vocational Services, and Jewish Community Centers located in almost every city across the country. In New York, where the HIAS World Headquarters is located, we use the services of the New York Association for New Americans, a beneficiary of the Federation-United Jewish Appeal. Nationally, we work closely with the Council of Jewish Federations, the coordinating and planning body for Jewish Federations in the United States and Canada.

The HIAS resettlement model requires each local Jewish community to assume responsibility for the refugees in their community. Services are to be provided by a team of local professionals who have as their primary responsibility the successful resettlement of refugees. Additionally, this coordinated professional case management model includes the utilization of such key local resources as the refugee's stateside family and community based volunteers.

The ongoing responsibility to monitor the progress of resettlement programs is accomplished formally and informally through ongoing communication with individual communities. Specific HIAS staff trained to address this need provide affiliates with consultation, technical assistance and training through a variety of regional and national meetings. HIAS field representatives also travel to resettlement sites throughout the year to assess local needs and ensure a consistently high level of service. As local conditions vary greatly, flexibility, creative use of local resources, and diversity of services are fostered through this process.

Although clients are placed in a community of resettlement primarily on the basis of relative reunion, matching job skills and employment potential to job markets is also a factor. Consequently, the nature of programs developed within each community are often unique to that community's specific environment. Differences in programming can involve not only the type and extent of vocational counseling and English language training, but may also focus on the income potential of clients, their ability to develop self-help groups, housing requirements, size of families, availability of transportation, and many other critical issues.

Within our changing economic climate and regional differences in unemployment rates impacting on the availability of readily available job placements, some areas of current high unemployment must be utilized for resettlement because of the exigencies of relative reunion. This further emphasizes the need for diver-

sity in the availability of services and periods of maintenance, from city to city and from region to region. Through our periodic meetings with policy makers and practitioners from across the country, local independence and flexibility in programming is not only possible, but necessary and beneficial to the resettlement process. And, as some communities have developed into focal points for the resettlement of specific ethnic groups, such communities have a further responsibility to make unique provisions for the social and cultural needs of those groups.

Our experience has taught us that effective refugee resettlement requires a team of people trained in a variety of professional disciplines: people with expertise in vocational assessment, job finding and skills training, skilled teachers of English, family counselors capable of working within a cross-cultural milieu, experts on legal issues, etc. Without a central policy-making body in each community to mold these resources into a functional team delivering a coherent program, there is a great danger that various well-meaning groups or agencies providing specialized services could actually find themselves working at cross purposes. Therefore, HIAS stresses that while each community must have a high degree of independence, an effective resettlement program within a community requires a highly coordinated effort. That effort encourages the development of creative responses to needs and draws upon the expertise of a broad spectrum of groups, agencies, and individuals that can make unique contributions to the accomplishment of the collective task.

Close community-wide coordination is also needed to maximize the utilization of available resettlement resources. All HIAS-affiliated communities receive reception and placement grants through HIAS and also provide significant supplemental outlays of private funds and human resources to their resettlement programs. In addition, many choose to participate in the ORR matching grant program as a way of enhancing their ability to gain early employment for their clients through the provision of extended services.

While HIAS encourages flexibility and diversity from community to community in developing and targeting the services offered to refugees, all of our affiliates share a fundamental attitude towards resettlement and fully agree that there are certain basic guidelines that must govern resettlement efforts. As a result, both our placement and resettlement programs are grounded in two primary principles: reunion with relatives wherever advisable and dignified and appropriate employment as soon as possible. More simply, our shared goals are emotional adjustment and financial integration.

By emphasizing relative reunion and the earliest appropriate job placement, we strive to build upon the refugee's sense of self-worth and independence while we avoid fostering reliance on private and public institutions. The emotional and material supports engendered by the family through a relative reunion, helps shift the lines of interdependency from a client-agency or client-government relationship to a more enduring familial relationship, which is, of course, to the client's ultimate advantage.

The following table presents, by region of origin, the refugees resettled in the United States by HIAS during FY 1991:

Africa	7
Near East	661
Southeast Asia	215
USSR/Eastern Europe	27,588
Total	**28,471**

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 Offices in the Sudan and Sierra Leone, which, under contract to the Department of State, carry out the interviewing, documenting, and processing of refugees in those countries destined for resettlement in the U.S.

Overseas refugee assistance programs are of an emergency nature, in response to the most urgent and critical needs of each particular situation. Most often, these programs have an educational or health thrust to them, with a particular stress on preventive medicine, public health, sanitation, and health education. At present, the IRC has medical and relief programs of this nature in Thailand, Pakistan, Malawi, 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, as necessary, is provided with health screening, orientation to the community, and job counseling. In conjunction with these services, IRC also provides appropriate translation services, transportation, uniforms, and tools for specific jobs, and, where necessary, medical costs.

Newly arriving refugees are counseled on the desirability of early employment. Each office has job placement workers on staff and has developed contacts through the years with local employers. 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 and advisory committees. Coordination is maintained also with the other resettlement agencies, the National Governor's Association, the U.S. Conference of Mayors, the National Association of Counties, and other refugee-related groups.

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

During FY 1991, the International Rescue Committee resettled the following number of refugees:

Vietnamese	6,196
Laotians	1,363
Cambodians	14
Other Indochinese	4
Poles	60
Czechoslovaks	39
Romanians	650
Hungarians	7
Soviets	786
Bulgarians	148
Albanians	474
Iranians	581
Iraqis	69
Afghans	254
Other Near East	45
Ethiopians	610
Other Africans	97
Cubans	436
Nicaraguans	18
Total	**11,851**

Iowa Department of Human Services

Bureau of Refugee Services

The State of Iowa's longstanding commitment to refugee resettlement continued through FY 1991 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 Iowa Human Services Director, Charles Palmer, serves as the 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 62 percent of the approximately 11,000 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 1991, the Bureau resettled 345 refugees. The Bureau also continued to resettle Amerasians and their family members, an initiative which began during FY 1989. The Bureau placed 138 Amerasians and family members throughout Iowa during FY 1991. A total of 95 former re-education camp detainees and family members were also resettled during FY 1991. 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)	81
Tai Dam (Laos)	24
Vietnamese (Vietnam)	237
Romanian (Romania)	3
Total	**345**

The refugee sponsor program has always been the cornerstone of Iowa's resettlement program. During FY 1991, the Bureau focused its recruitment efforts in those areas that were identified as having strong employment possibilities and 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. As in FY 1990, approximately half of the sponsors in FY 1991 were church groups. Iowa has also experienced an increased commitment on the part of ethnic sponsors representing refugee communities previously resettled in Iowa.

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 1991, Bureau staff made a total of 717 job placements, an average of 59.75 per month, and 26,765 service contacts, averaging 2,230 per month, involving employment-related support services, health services, social adjustment and counseling, and interpretation.

As part of the core services provided to refugees during their first 90 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.

The Bureau cooperates with other employment and job-training programs, including the Iowa Department of Employment Service, Proteus, and JTPA agencies, 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 activities 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, 1991, 431, or 3.92 percent of the 11,000 refugees in Iowa, were receiving refugee cash or medical assistance. Below are the aid types and number of recipients for each.

Refugee cash assistance	197
Foster Care for Unaccompanied Refugee Minors	69
Refugee Medical Assistance	234
Total	**500**

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 percent of all Lutherans in the United States. LIRS's mission is based on commitment to provide hospitality to strangers and protect those who cannot speak for themselves.

We also believe that refugees need help only temporarily, because they have gifts, talents and strengths to offer to the vitality and strength of the United States, and that people need people.

In the LIRS' 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 resettlement 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 important to us.

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

LIRS resettles refugees where local sponsorships and employment opportunities offer the best chance for early self-sufficiency and where the population 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 few northern Europeans, but mainly people from Southeast Asia, the Soviet Union, the Middle East, Africa, Latin America, and the Caribbean. In 52 years of service, more than 200,000 refugees have been given a new start in this country through LIRS. This includes more than 5,000 unaccompanied minors placed in foster care since 1979.

In FY 1991, LIRS resettled the following number of refugees:

Afghan	165
African (other than Ethiopia)	79
Armenian	155
Bulgarian	36
Cuban	191
Cambodian	13
Czech	13
Ethiopian	521
Iranian	190
Kurd	80
Lao	934
Polish	4
Romanian	568
Soviet	2,096
Vietnamese (Land)	18
Vietnamese (ODP)	4,050
Vietnamese (Boat)	220
Total	**9,033**

The LIRS network functions through a strong three-tiered partnership of **national administration,**

professionally staffed regional offices, and **local church and community volunteers.**

National administration takes place at 390 Park Avenue South, New York, New York 10016-8803. With a 35-member staff, this national office manages the refugee resettlement program (26 regional offices and 28 sub-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 which are not reflected in this report.

From New York, contacts are maintained with government agencies, other voluntary agencies, the Refugee Data Center, and international counterparts. Arrangements are made for refugee welcome at ports of entry and final destination. Regional office work is monitored through regular on-site visits and quarterly contact. 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. The national office works closely with the affiliate resettlement programs to ensure the highest standards of resettlement services, to expand program opportunities, and to explore creative new ideas.

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

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

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 1991, some highlights of LIRS work included:

- Resettlement of **300 Libyans** who had to be sponsored on an emergency basis for immediate arrival, including a group of 30 who all wanted to resettle together. Plans were made to place the group of 30 among a number of agencies, but the final solution found was for LIRS to place all 30 in one community.

- Resettlement of **Kurds** who had been in Turkey since 1988. The Kurdish and Lutheran communities working cooperatively in North Dakota were among those who welcomed this group.

- Resettlement of Amerasians and their families at **Amerasian cluster sites** through ORR-funded InterAction grants.

- Resettlement of **75 Amerasians**, the first cycle of arrivals to come directly from Vietnam to the U.S. Instead of a six-month stay in the Philippines prior to their arrival, they come to "Welcome Home House," a new project of the LIRS affiliate, Mohawk Valley Resource Center for Refugees in Utica.

The project represents the dream of regional director Rose Marie Battisti to give Amerasian young people a better chance at coping in the land of their fathers. Over $750,000 in public and private funds were raised; a building was refurbished; and staff readied to offer three months of ESL and vocational training.

After the initial three months, newcomers move to one of six final cluster sites where jobs and sponsors wait. Final resettlement sites include Phoenix, Arizona; Jacksonville, Florida; Greensboro, North Carolina; Washington, D.C.; Philadelphia, Pennsylvania; and Utica, New York.

- Resettlement of **Soviet Pentecostals.** In 1991, one out of every four refugees resettled through LIRS came from the Soviet Union.

- Resettlement of **Vietnamese political prisoners.** One former prisoner resettled by LIRS, Thanh Cao, works for United Community Ministries in Virginia's Fairfax County and volunteers with Lutheran Social Services of the National Capital Area to orient newly arrived Vietnamese refugees. On the first annual Refugee Day, October 30, 1990, Cao received Federal recognition for "outstanding achievement and humanitarian service reflecting credit on the U.S. refugee admissions program and providing inspiration to others."

- Also on Refugee Day, President Bush named a **Hmong-American Lutheran couple the 287th Daily Point of Light.** Mr. Moua is the first director of a minority intern program established by the city of Eau Claire, Wisconsin. Mrs. Moua is a translator for the Eau Claire City/County Health Department. The Moua family was resettled by LIRS in 1976.

- Approval from ORR for our 1991 **match grant program**, which totaled nearly $500,000 in Federal funds. A new match grant site was also added, LSS of North Dakota.

Tolstoy Foundation, Inc.

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

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

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

Services provided start prior to the arrival of the refugee in the United States, beginning with a search for private sponsors or relatives and their orientation and 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. Periodically, executive staff in New York City headquarters visit offices to monitor and advise on the resettlement efforts. Special workshops are usually held once a year for staff professional development.

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

counting 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 1991, the Tolstoy Foundation resettled 1,335 refugees from geographic areas as listed below.

Eastern Europe	404
Soviet Union	447
Near East	435
Africa	49
Total	**1,335**

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 31,000 refugees in FY 1991, as follows:

East Asia	25,561
Soviet Union/Eastern Europe	2,553
Near East/South Asia	1,165
Latin America/Caribbean	676
Africa	1,405
Total	**31,360**

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 regional offices and State refugee coordinators.

In FY 1991, MRS supervised the placement of over 100 unaccompanied refugee minors in foster care and coordinated the services of Amerasian cluster sites in 40 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. During the past year, 3,377 new clients—comprising 34 ethnic groups—entered the program. Of this number, 2,196 completed the program self-sufficient, for a success rate of 72 percent of those completing services. By the close of FY 1991, a total of 34 dioceses were taking part in the match grant program.

In September 1990, using the authority established through the Wilson/Fish Amendment to the 1985 Continuing Appropriations Resolution and after extensive preparation, the San Diego diocese received approval from ORR for the first Wilson/Fish 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, includ-

ing 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 percent above current levels, allowing the unskilled, as well as immigrants with no previous family ties to this country to come to the United States. The legislation also provides temporary protected status for Salvadorans, and 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 1991, World Relief, the international assistance arm of the National Association of Evangelicals, resettled over 10,000 refugees and immigrants through its network of affiliate offices and sponsoring churches. Participation in the resettlement of refugees is seen as an extension of World Relief's mandate to enable the local evangelical church to minister to those in need.

Founded in 1944 to aid post-World War II victims, World Relief is now assisting self-help projects around the world. The commitment of World Relief to refugees world-wide is evidenced by both its U.S. resettlement activities and its overseas involvement. In cooperation with the State Department and UNHCR, World Relief currently administers the PREP program at the Refugee Processing Center in the Philippines. It also has a large staff committed to spiritual ministries. World Relief continues to work with refugees and displaced persons in Asia, Africa, and Central America.

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

Organization

In the United States, World Relief is a subsidiary corporation of the National Association of Evangelicals which represents 49 denominations and religious organizations and approximately 20,000 missionaries throughout the world.

The U.S. Resettlement Program of World Relief is administered through its national office near New York City in Congers, New York. Under the supervision of a senior management structure, resettlement activities are carried out through a nationwide network of 27 professional offices divided into six geographic areas. Area and affiliate offices are monitored through on-site visits and monthly reports. This office also provides liaison with InterAction, the Refugee Data Center, and the International Organization for Migration. In addition, it is responsible for all pre-arrival processing, post-arrival tracking, travel coordination, and travel loan collection.

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

From the inception of its refugee resettlement program in 1979, World Relief local offices have generated a large network of churches, colleges, seminaries, home mission groups, and para-church organizations which together provide a broad range of support and services for refugees. In FY 1991, this included sponsorships, cash contributions, gifts-in-kind, technical assistance, public relations assistance, and a variety of volunteer services.

Sponsorship Models

World Relief employs several kinds of sponsorships depending on the needs of the individuals being placed. In the **Congregational Model**, a local church plays the major role in delivery of services with World Relief local staff providing systematic professional guidance to the congregation. A World Relief caseworker initiates a resettlement employment plan and monitors progress to lead to early refugee self-

sufficiency. Other staff provide assistance to the congregation including orientation, counseling, monitoring, and referrals.

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

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

Special Caseloads in FY 1991

The World Relief resettlement program assists in the resettlement of approximately eight percent of the total refugees arriving to the United States during FY 1991. Much of World Relief's total caseload in the past year was made up of Amerasians and their accompanying family members, Vietnamese former political prisoners, and Soviet Evangelical Christians. These groups require specialized casework and long term commitment on behalf of the resettlement agency.

World Relief's Amerasian caseload, those arriving without family ties, was clustered in seven locations in the United States: Atlanta; Seattle; Chicago; Fort Worth, Texas; Washington, D.C.; Binghamton, New York; and Greensboro, North Carolina. Most of these offices also managed a World Vision Amerasian Mentor program, in which Amerasians are matched with volunteers who act as "mentors" to them, helping them to adjust to their new homeland. In addition, the World Relief offices in Atlanta and Binghamton were the lead and fiduciary agents for the Amerasian cluster site grants in their areas provided by the Office of Refugee Resettlement to assist in specialized, long-term case management for Amerasians.

World Relief resettled over 10,000 refugees and immigrants in FY 1991, as follows:

Indochina:	
Amerasians	1,649
Former political prisoners	1,323
First Asylum	1,323
Near East:	278
Africa:	321
Eastern Europe:	439
Latin America:	322
Soviets:	
Evangelical Christians	3,588
Armenians	70
Total	**9,313**
Additional Immigrants:	1,024

APPENDIX D

REFUGEE HEALTH PROJECT GRANTS

CDC Health Program for Refugees

FY 1991 Project Grant Awards and Project Directors*

Region I

Connecticut ($52,622)
James L. Hadler, M.D., M.P.H.
Department of Human Services
Preventable Disease Division
150 Washington Street
Hartford, Connecticut 06106

Maine ($3,358)
Joan A. Blossom, R.N., M.S.
Department of Human Services
Bureau of Health
State House, Station 11
Augusta, Maine 04333-0011

Massachusetts ($172,580)
Ms. Jennifer Cochran
Department of Public Health
Center for Disease Control
305 South Street
Jamaica Plain, Massachusetts 02130

New Hampshire ($7,669)
M. Goffrey Smith, M.D., M.P.H.
Division of Public Health Services
Bureau of Disease Control
6 Hazen Drive
Concord, New Hampshire 03301

Rhode Island ($23,461)
Peter R. Simon, M.D., M.P.H.
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 ($101,222)
Clifford G. Freund, M.P.H.
State Department of Health
3635 Quakerbridge Road
C N 369
University Office Plaza
Trenton, New Jersey 08625-0369

New York ($174,016)
George T. DiFerdinando, Jr., M.D.
State Department of Health
Room 641, Tower Building
Empire State Plaza
Albany, New York 12237

New York City ($194,741)
Mr. Burt Roberts
Department of Health
Health Program for Refugees
311 Broadway
New York, New York 10007

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

Region III*

District of Columbia ($28,080)	Martin E. Levy, M.D., M.P.H. Department of Human Services 1660 L Street, N.W., Room 815 Washington, D.C. 20036
Maryland ($72,493)	Diane Matuszak, M.D., M.P.H. Department of Health and Mental Hygiene Preventive Medicine 201 W. Preston Street, Room 307-A Baltimore, Maryland 21201
Pennsylvania ($51,917)	Dale T. Tavris, M.D., M.P.H. Department of Health Division of Rehabilitation P. O. Box 90 Harrisburg, Pennsylvania 17108
Philadelphia ($40,527)	Mr. Michael G. Lucas Department of Health Community Health Services 500 South Broad Street Philadelphia, Pennsylvania 19146
Virginia ($74,821)	Mr. Thomas T. Williams, Jr. Virginia Department of Health 109 Governor Street, Room 511 Richmond, Virginia 23219

Region IV**

Alabama ($11,939)	Donald E. Williamson, M.D. Alabama Department of Public Health Bureau of Disease Control 434 Monroe Street Montgomery, Alabama 36130-1701
Florida ($173,769)	John J. Witte, M.D., M.P.H. Department of Health and Rehabilitative Services 1317 Winewood Boulevard Tallahassee, Florida 32399-0700
Georgia ($69,703)	Ms. Claire E. McElveen Department of Human Resources Primary Health Care Section Room 100 878 Peachtree Street, N.E. Atlanta, Georgia 30309
Kentucky ($14,579)	Mr. Charles D. Bunch Barren River District Health Department 1133 Adams Street P.O. Box 1157 Bowling Green, Kentucky 42101-1157
North Carolina ($45,951)	Mr. George W. Flemming Department of Health Division of Health Services P. O. Box 2091 Raleigh, North Carolina 27602
Tennessee ($37,967)	Kerry W. Gately, M.D., M.P.H. Department of Public Health and Environment Division of Tuberculosis Control Cordell Hull Building, Room C2-200 Nashville, Tennessee 37247-4911

* Delaware and West Virginia did not apply for FY 1991 funds.

** Mississippi and South Carolina did not apply for FY 1991 funds.

Region V

Illinois
($150,962)
Ms. Carolyn Broughton
Department of Public Health
Division of Local Health Administration
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Indiana
($29,767)
Mary L. Fleissner, Ph.D., M.P.H.
Indiana State Board of Health
Bureau of Disease Intervention
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Michigan
($147,244)
Mr. Douglas Peterson
Department of Public Health
Bureau of Community Services
3423 North Logan Street
P.O. Box 30195
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Minnesota
($100,124)
Mr. Michael Moen, Chief
Minnesota Department of Health
Communicable Disease Section
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Minneapolis, Minnesota 55440

Ohio
($62,991)
Thomas J. Halpin, M.D.
Ohio Department of Health
Bureau of Preventive Medicine
P.O. Box 118
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Wisconsin
($89,956)
Mr. Tam C. Phan
Wisconsin Department of Health
Social Services, Refugee Health
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Region VI*

Louisiana
($20,611)
Mr. Jim Scioneaux
Department of Health and Human Services
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New Mexico
($9,997)
Susan S. Ripley, R.N.
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Bureau of Infectious Diseases
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Texas
($190,719)
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* Arkansas and Oklahoma did not apply for FY 1991 funds.

Region VII*

Iowa
($51,165)

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Kansas
($34,873)

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Kansas Department of Health and Environment
Division of Health
Landon State Building
900 S.W. Jackson
Topeka, Kansas 66612-1290

Missouri
($65,357)

Hilda Chaski, M.P.H.
Missouri Department of Health
Section of Disease Prevention
P. O. Box 570
Jefferson City, Missouri 65102

Region VIII**

Colorado
($40,710)

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

Montana
($4,500)

Yvonne Bradford, R.N.
Missoula City--County Health Department
Health Services Division
301 West Alder
Missoula, Montana 59802

North Dakota
($4,000)

Mr. Fred F. Heer
State Department of Health
Division of Disease Control
600 East Boulevard Avenue
Bismarck, North Dakota 58505-0200

South Dakota
($5,966)

Mr. Kenneth A. Senger
State Department of Health
Division of Public Health
523 East Capitol
Pierre, South Dakota 57501

Utah
($36,209)

Ms. Cynthia Godsey
Utah State Department of Health
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Salt Lake City, Utah 84116-0660

---

* Nebraska did not apply for FY 1991 funds.

** Wyoming did not apply for FY 1991 funds.

Region IX

Arizona *($60,557)*	Eduardo Alcanter, M.D., M.P.H. Maricopa County Division of Public Health Bureau of Disease Control P.O. Box 2111 Phoenix, Arizona 85001
California *($901,691)*	Barry S. Dorfman, M.D., M.P.H. California Department of Health 714/744 P Street, P.O. Box 942732 Sacramento, California 94234-7320
Hawaii *($45,490)*	Ms. Charlene Young Hawaii Department of Health Refugee Program P.O. Box 3378 Honolulu, Hawaii 96801
Nevada *($29,000)*	Debra L. Brus, D.V.M. Department of Human Resources Division of Health 505 East King Street, Room 200 Carson City, Nevada 89701

Region X*

Idaho *($17,107)*	Susan Church, R.N. North Central District Health Department 1221 F Street Lewiston, Idaho 83501
Oregon *($50,000)*	Ms. Donna Clark Oregon State Health Division Refugee Program P.O. Box 231 Portland, Oregon 97207
Washington *($123,236)*	Max M. McMullen, D.D.S., M.B.A. Washington Department of Health Refugee Health Program Airdustrial Park Building 14, MS-LP-21 Olympia, Washington 98504-0095

* Alaska did not apply for FY 1991 funds.

APPENDIX E

STATE REFUGEE COORDINATORS

State Refugee Coordinators

Region I

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Region III

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Region VIII

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Region IX

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Mr. Dwight Ovitt
Program Manager

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Region X

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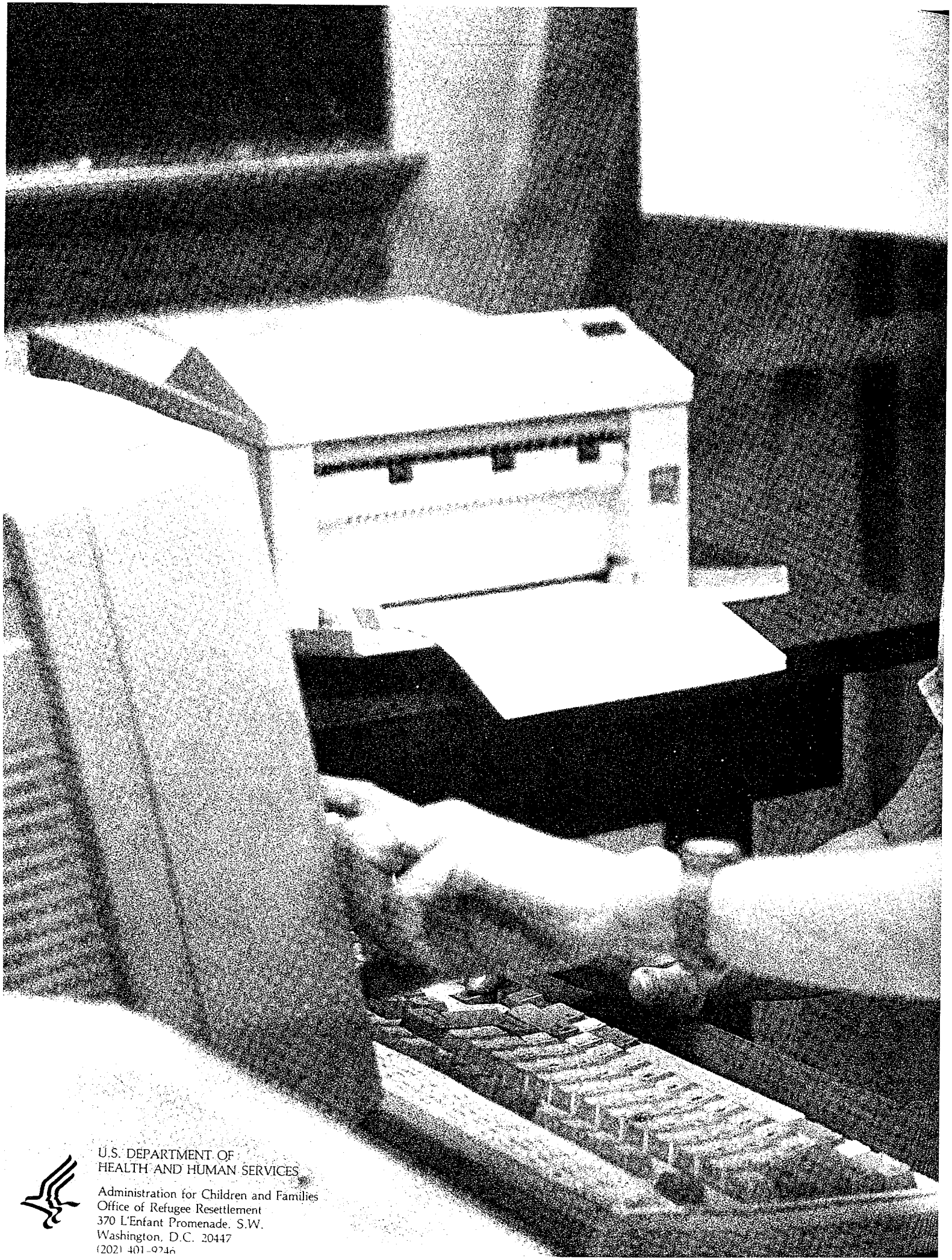

U.S. DEPARTMENT OF
HEALTH AND HUMAN SERVICES

Administration for Children and Families
Office of Refugee Resettlement
370 L'Enfant Promenade, S.W.
Washington, D.C. 20447
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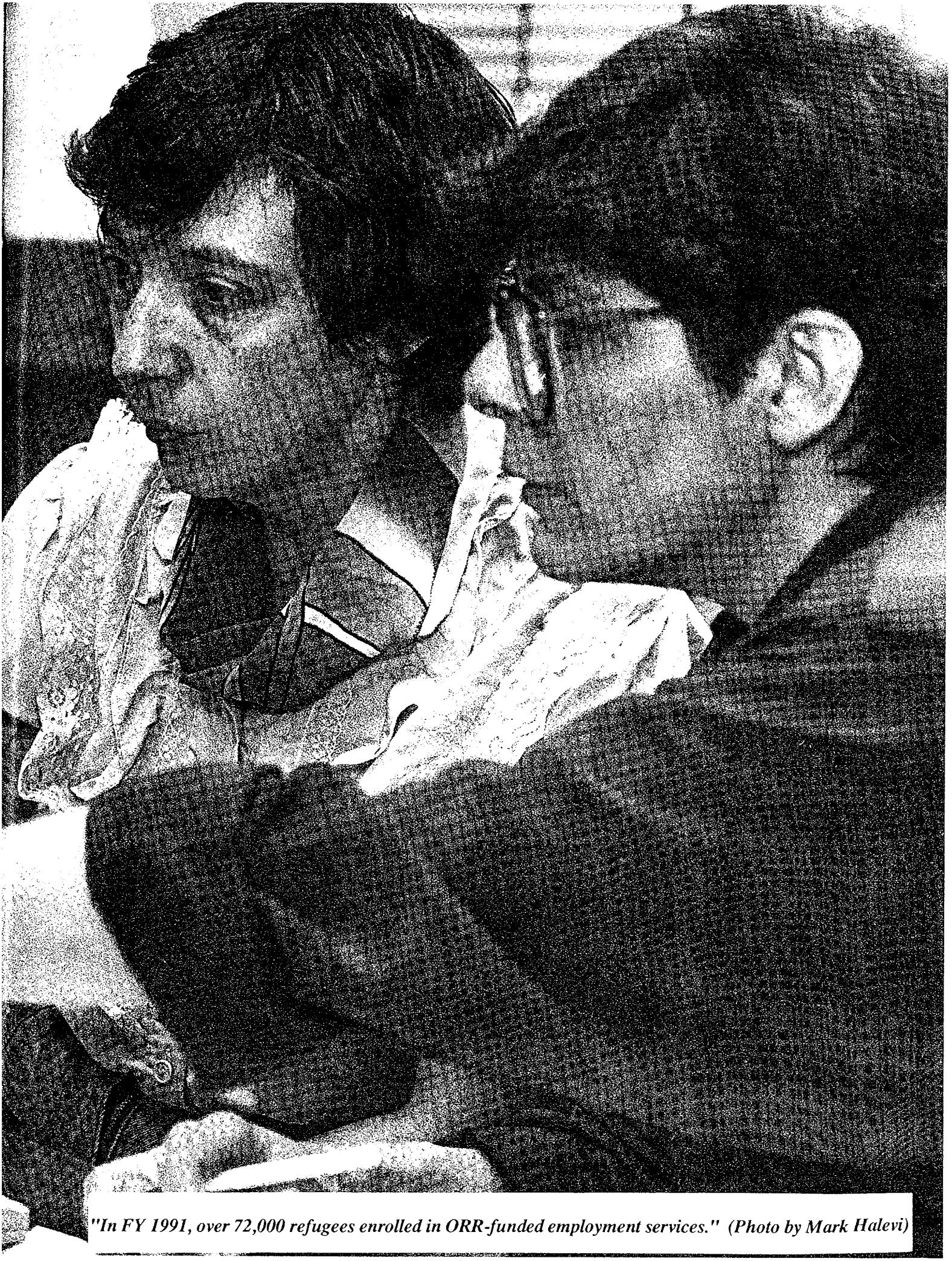

"In FY 1991, over 72,000 refugees enrolled in ORR-funded employment services." (Photo by Mark Halevi)