Report to the Congress

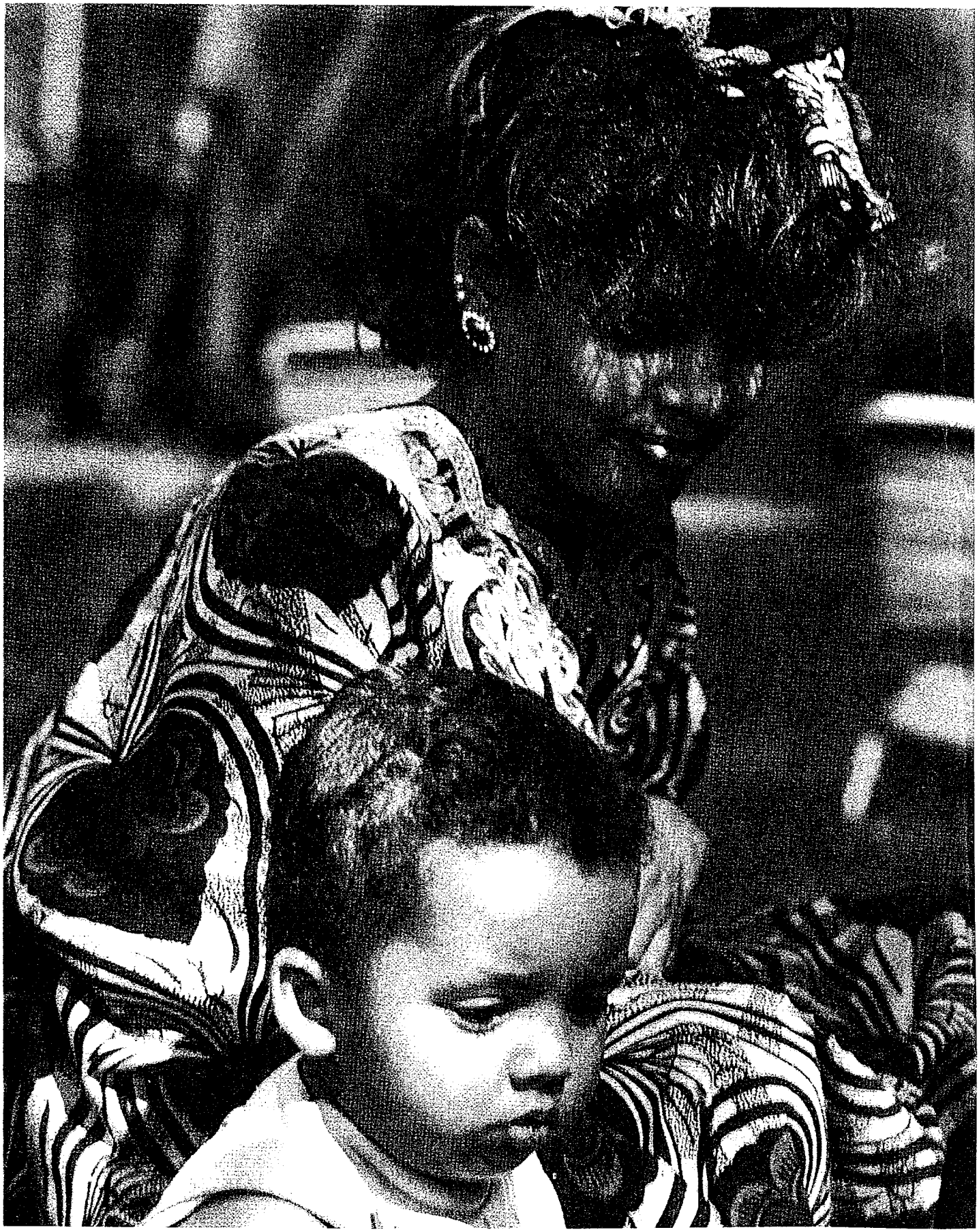
FY 1995

Refugee Resettlement Program

Office of Refugee Resettlement

U.S. DEPARTMENT OF HEALTH AND HUMAN SERVICES

Administration for Children and Families
Office of Refugee Resettlement



Above: A Benadir family is resettled in America. *(Photo by James DeWitt)*

Cover: Refugees from around the world learn English together in programs funded by ORR. *(Photo by James DeWitt)*

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Executive Summary

The Refugee Act of 1980 (section 413(a) of the Immigration and Nationality Act) requires the Secretary of Health and Human Services to submit an annual report to Congress on the Refugee Resettlement Program. This report covers refugee program developments in Fiscal Year 1995, from October 1, 1994 through September 30, 1995. It is the twenty-ninth in a series of reports to Congress on refugee resettlement in the U.S. since 1975 and the fifteenth to cover an entire year of activities carried out under the comprehensive authority of the Refugee Act of 1980.

Admissions

- Over 99,500 refugees and Amerasian immigrants were admitted to the United States in FY 1995. An additional 30,920 Cuban and 862 Haitian nationals were admitted as entrants.

- Approximately 27 percent of refugees came from the former Soviet Union, 28 percent from Southeast Asia, eight percent from the former Yugoslavia, 30 percent from Latin America and the Caribbean (Cuba and Haiti), four percent from the Near East and South Asia, and four percent from Africa.

Initial Reception and Placement Activities

- In FY 1995, ten 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 $396.2 million in FY 1995 for the costs of assisting refugees and Cuban and Haitian entrants. Of this, States received about $219.5 million for the costs of providing cash and medical assistance to eligible refugees and entrants.

- **Social Services:** In FY 1995, ORR provided States with $67.9 million in formula grants for a broad range of services for refugees, such as English language and employment-related training.

- **Targeted Assistance:** ORR provided $44.5 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 11,221 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, 1995 was 1,079, a decrease of 83 from a year earlier.

- **Voluntary Agency Matching Grant Program:** Grants totaling $27.3 million were awarded in FY 1994. Under this program, Federal funds are awarded on a matching basis to national voluntary resettlement agencies to provide assistance and services to refugees.

- **Refugee Health:** The Public Health Service continued to monitor the overseas health screening of U.S.-destined refugees, to inspect refugees at U.S. ports of entry, to notify State and local health agencies of new arrivals, and to provide funds to State and local health departments for refugee health assessments. Obligations for these activities amounted to about $5.3 million.

- **Wilson/Fish Demonstration Projects:** ORR provided $10.6 million to fund demonstration projects in Massachusetts,

Oregon, Alaska, Kentucky, Nevada, and California to help refugees find employment and reduce assistance costs.

- **National Discretionary Projects**: ORR approved projects totaling approximately $12 million to improve refugee resettlement operations at the national, regional, State, and community levels. ORR awarded 56 grants totalling $5.8 million to support projects to strengthen refugee communities and families. Other discretionary projects provided funds for business loans to refugee entrepreneurs and special assistance to Vietnamese political prisoners and Amerasian immigrants.

Key Federal Activities

- **Congressional Consultations for FY 1995 Admissions:** Following consultations with Congress, President Clinton set a world-wide refugee admissions ceiling at 110,000 for FY 1995.

Refugee Population Profile

- Southeast Asians remain the largest group admitted since 1975, with about 1.2 million refugees, including about 72,000 Amerasian immigrant arrivals. Nearly 450,000 refugees from the former Soviet Union arrived in the U.S. during this period.

- Other refugees who have arrived in substantial numbers since the enactment of the Refugee Act of 1980 include Romanians, Iranians, Poles, Ethiopians, Afghans, and Iraqis.

- Twelve States have Southeast Asian refugee populations of 25,000 or more and account for about 71 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 1995 annual survey of refugees who have been in the U.S. less than five years indicated that about 42 percent of refugees age 16 or over were employed in September 1995, as compared with about 63 percent for the U.S. population.

- The labor force participation rate was about 50 percent for the sampled refugee population, compared with 67 percent for the U.S. The unemployment rate was 15 percent, compared with five percent for the U.S. population.

- Approximately 37 percent of all sampled households were entirely self-sufficient, about 22 percent received both public assistance and earned income; and another 31 percent received only public assistance.

- Approximately 19 percent of refugees in the five-year population received medical coverage through an employer, while about 44 percent received benefits from Medicaid or Refugee Medical Assistance. About 26 percent of all refugees had no medical coverage in any of the previous 12 months.

- The average years of education was highest for the former Soviet Union (12.5 years), while the lowest was for Southeast Asian countries other than Vietnam (4.2 years). About seven percent reported that he or she spoke English well or fluently upon arrival, but another 59 percent spoke no English at all.

- Approximately 55 percent of refugee households in the five-year population received some sort of cash assistance. The most common form of cash assistance was General Assistance, received by about 23 percent of refugee households. About 60 percent of refugee households received food stamps and 14 percent lived in public housing.

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Director's Message

1995 was notable for the many changes that have begun working their way into the domestic refugee resettlement program and for us to begin seriously planning for these changes. Admissions decisions naturally drive many of our policies on how best to serve refugees upon arrival in the United States. Above all, our policies reflect an underlying principle for the resettlement program. It must be a national, Federally funded, integrated service delivery and assistance program. We have worked hard at ensuring the program can be responsive to whatever admissions decisions are made.

We remained committed to the goal of helping refugees achieve early economic self-sufficiency and social adjustment through immediate access to refugee-specific services. While refugees face significant challenges on their arrival in the United States, we know that over time refugees increasingly seek and find jobs and move toward self-sufficiency in their new communities.

In 1995, we began sharpening our focus on newer refugee arrivals, stressing the need to provide refugee-specific, culturally and linguistically appropriate services. While we stressed the need to serve "newer" and more diverse arriving refugee populations, we were also mindful of the large numbers of "older" refugee and entrant populations. 1995 was indeed transitional and laid the groundwork for major changes to come.

1995 was a year in which many began planning for the 1996 effective date of our new regulation. This regulation, for the first time, limits services funded by our main formula-driven programs, Social Services and Targeted Assistance, to refugees and entrants who have been in the United States for five years or less. Looking ahead, I believe the domestic program must be able to respond quickly, visibly, and flexibly in providing refugee-specific services in response to crises. Our new initiatives in Preferred Communities and Unanticipated Arrivals grant programs have taken off on an excellent beginning. We have taken significant steps that ensure not just our continued fiscal commitments but also our ability to meet the programmatic needs of refugees from around the world. For this reason, we volunteered to be a pilot program and began discussions with the States on how best to achieve the requirements of the Government Performance and Results Act. In FY 1995, we asked States to set employment and self-sufficiency client outcome goals with the purpose of increasing outcomes each year, beginning with FY 1996.

We've also found that it is not just funding that helps us achieve our mission but that improving our communication with each other can be helpful. We have had extensive discussions with State and local government officials, voluntary agencies, mutual assistance associations, and others about the future of the program and its interaction with other programs.

I have been pleased with the partnerships we have established among all the sectors involved in resettlement. We continue to believe that there is no single approach to resettlement that will be appropriate in all circumstances. Flexibility remains the key to effective resettlement.

At the State and local level, there has been a good deal of activity around creating alternative programs using the "Fish/Wilson" authority. Some projects were established when the State government decided not to continue administering the program, such as in Kentucky, and some projects are being established on a huge scale as refugee specific alternatives to mainstream aid programs.

At the Federal level, we and the Centers for Disease Control and Prevention have worked closely with State and local health departments in developing a national health screening

protocol. This protocol will ensure refugees receive proper assessment and treatment when they arrive in the United States so that we may address any health-related condition that would adversely affect a refugee's effective resettlement. We look forward to its distribution next fiscal year.

In conclusion, the domestic refugee resettlement program is in a position to meet the needs of refugees today and to meet the future challenges facing the program. Refugee resettlement represents the very best in America's tradition of rescuing the persecuted and welcoming them to the land of the free.

Lavinia Limon
Director, Office of Refugee Resettlement

I. INTRODUCTION

Section 413(a) of the Immigration and Nationality Act "the Act") requires the Secretary of Health and Human Services to submit a report to Congress on the Refugee Resettlement Program not later than January 31 following the end of each fiscal year. The Act requires that the report contain the following:

- An updated profile of the employment and labor force statistics for refugees who have entered the United States under the Immigration and Nationality Act within the period of five fiscal years immediately preceding the fiscal year within which the report is to be made and for refugees who entered earlier and who have shown themselves to be significantly and disproportionately dependent on welfare (Part III, pages 35 - 56 of the report);
- A description of the extent to which refugees received the forms of assistance or services under Title IV Chapter 2 (entitled "Refugee Assistance") of the Act (Part II, pages 7 - 34);
- A description of the geographic location of refugees (Part II, pages 4 - 6 and Part III, page 35 - 37);
- 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 33 - 34) during the fiscal year for which the report is submitted;
- 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 7 - 34 and Appendix C);
- ORR's plans for improvement of refugee resettlement (Pages 1 - 2);
- Evaluations of the extent to which the services provided under Title IV Chapter 2 are assisting refugees in achieving economic self-sufficiency, obtaining skills in English, and achieving employment commensurate with their skills and abilities (Part III, pages 35 - 54);
- Any fraud, abuse, or mismanagement which has been reported in the provision of services or assistance (Part II, pages 33 - 34);
- A description of assistance provided by the Director of ORR pursuant to section 412(e)(5) (Part II, page 7);
- A summary of the location and status of unaccompanied refugee children admitted to the U.S. (Part II, page 11 - 12); and
- A summary of the information compiled and evaluation made under section 412(a)(8), whereby the Attorney General provides the Director of ORR information supplied by refugees when they apply for adjustment of status (Part III, pages 55 - 56).

In response to the reporting requirements listed above, refugee program developments from October 1, 1994 until September 30, 1995 are described in Parts II and III. . This report is the fifteenth prepared in accordance with the Refugee Act of 1980—and the twenty-ninth in a series of reports to Congress on refugee resettlement in the United States since 1975.

II. ORR'S REFUGEE RESETTLEMENT PROGRAM

Admissions

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

The ceiling for the number of refugees to be admitted each year is determined by the President after consultation between the Executive Branch and the Congress. The President has authority to respond beyond the ceiling in cases of refugee emergencies. The table below shows the arrivals versus the ceilings in FYs 1983-1995.

Ceilings and Admissions, 1983 to 1995

Year	Ceiling	Admissions	Percent*
1995	110,000	99,522	90.4
1994	121,000	112,117	92.7
1993	132,000	119,081	90.2
1992	142,000	131,764	92.8
1991	131,000	113,730	86.8
1990	125,000	122,772	98.2
1989	116,500	106,539	91.4
1988	87,500	76,649	87.6
1987	70,000	58,862	84.1
1986	67,000	60,557	90.4
1985	70,000	67,167	96.0
1984	72,000	70,601	98.1
1983	90,000	60,036	66.7

* Percent of admissions ceiling actually admitted.
Source: Reallocated ceilings from Department of State. Admissions based on ORR data system, as of March, 1996. Includes Private Sector Initiative admissions and Amerasians.

For FY 1995 the refugee[1] ceiling was 110,000. During FY 1995, 98,574 refugees and 948 Amerasians were admitted to the U.S. In addition, 30,920 Cuban and 862 Haitian entrants and humanitarian parolees were admitted to the U.S. Table 7 in Appendix A presents refugee (including Amerasian) and entrant arrival numbers and associated percentages by State of initial resettlement and Table 4 in Appendix A displays FY 1995 arrivals by country of citizenship for each State.

Reception and Placement

Most persons eligible for ORR's refugee program benefits are the refugees resettled through the Department of State's refugee allocations system under the annual ceiling for refugee admissions. Upon arrival, refugees are provided initial services through Cooperative Agreements made by the Department of State to qualifying agencies. In FY 1995 the following agencies participated: Hebrew Immigrant Aid Society, United States Catholic Conference, Lutheran Immigration and Refugee Service, International Rescue Committee, Immigration and Refugee Services of America, Episcopal Migration Ministries, World Relief of the National Association of Evangelicals, Church World Service, Ethiopian Community Development Council, and Iowa Department of Human Services.

These agencies are responsible for providing initial "nesting" services covering basic food, clothing, shelter, orientation, and referral for the first 30 days. In FY 1995 the agencies received a per capita amount of $700 for this purpose. After this period, needy refugees are eligible for

[1] In the report, unless otherwise noted, the term "refugee" refers to persons admitted as refugees or as Amerasian immigrants, but not to Cuban or Haitian nationals designated as entrants.

the assistance provided under ORR's program of domestic assistance.

ORR Assistance and Services

All persons admitted as refugees are eligible for refugee benefits described in this report. Certain other persons admitted to the U.S. under other immigration statuses are also eligible for refugee benefits. Amerasians from Vietnam and their accompanying family members, though admitted to the U.S. as immigrants, are entitled to the same social services and assistance benefits as refugees. Certain nationals of Cuba and Haiti, such as public interest parolees and asylum applicants, may also receive benefits in the same manner and to the same extent as refugees, if they reside in States with an approved Cuban/Haitian Entrant Program.[2]

Arrivals and Countries of Origin

Refugees from Southeast Asia (principally Vietnam, Laos, and Cambodia) represented the vast majority of refugees admitted into the U.S. in each year from 1975 to 1987 (refer to Table 1, Appendix A),and, although comprising less than half of all refugees admitted since 1988, they remain the largest refugee group with over 1.1 million arrivals since 1975 (Table 2, Appendix A). Between FY 1988 and FY 1994, refugees from the former Soviet Union comprised the largest arrival group (with the exception of FY 1991 if Amerasians and Vietnamese are aggregated). In FY 1995, refugees and entrants from Cuba comprised the largest arrival group.

During the past thirteen years, 1,264,258 Amerasians, refugees, and entrants have resettled in the U.S. 32 percent of these refugees arrived from Vietnam (including Amerasians), 27 percent from the former Soviet Union, nine percent from Laos, seven percent from Cuba, and six percent from Cambodia. Whereas refugees arriving from countries such as Poland and Romania have tapered off in recent years, refugee arrivals from countries such as the former Yugoslavia, Somalia, and the Sudan are on the rise. (Refer to Section III, Population Profile, for greater detail.)

Distribution of Refugee and Entrant Arrivals by State

From 1975 to the present, the State of California has resettled more Amerasians, refugees, and entrants combined than any other State, followed by New York, Florida, Texas, and Washington (refer to Table 2, Appendix A). During the same period, California received the largest number of refugees from Southeast Asia and the second largest number of non-Southeast Asia Refugees. Texas received the second largest number of refugees from Southeast Asia followed by Washington, New York, and Minnesota. New York received the largest number of non-Southeast Asia refugees followed by California, Florida, Illinois, and Pennsylvania. (Refer to Section III, Population Profile, for greater detail.)

Cuban/Haitian Arrivals of FY 1994 - 1995

In FY 1995, 30,920 Cuban entrants and 862 Haitian entrants arrived in the U.S. Of the 31,782 entrants, 25,881 (81 percent) initially resettled in Florida. This was the largest wave of Cuban and Haitian entrants since the approximately 125,000 Cuban and Haitian refugee/entrants who arrived during the 1980 Mariel boatlift.

As the flow of rafters appeared to be growing and more and more Cubans were setting to sea in unseaworthy vessels, a policy of interdiction

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[2] Also considered entrants for the purpose of ORR-funded assistance and services are Cuban and Haitian nationals who are (a) paroled into the U.S., or (b) subject to exclusion or deportation proceedings under the Act, or (c) applicants for asylum.

Public interest and humanitarian parolees arriving from nations other than Cuba or Haiti are not considered entrants and not eligible for ORR-funded assistance. Similarily, individuals from nations other than Cuba or Haiti who apply for asylum are not eligible for ORR-funded assistance until asylum is granted.

of rafters was implemented in September, 1994. Cubans fleeing by raft were afforded safe haven at Guantanamo Naval Base, Cuba, joining approximately 20,000 Haitians[3] already provided safe haven there. Safe haven was also provided temporarily for Cubans on U.S. military facilities in the Republic of Panama. Some who managed to by-pass the interdiction activities were detained at the INS Krome detention facility in Miami and at Port Isabella, Texas.

The Administration authorized humanitarian parole for certain categories of migrants afforded safe haven. These were primarily the elderly, youth, those with medical problems, and family members. In addition, the Cubans and Haitians detained at the INS Krome detention facility and at Port Isabella were paroled into the community. Parolees from Krome and Port Isabella totaled 1,571 Cubans and 519 Haitians in FY 1995.

In May, 1995, in an agreement with the Cuban government, the Clinton administration decided to admit the remaining Cubans from Guantanamo, primarily single males, once all other parole categories had been exhausted. By the end of FY 1995, 21,617 Cubans and 431 Haitians were granted humanitarian parole status and resettled in the U.S. The remaining 13,500 Cubans were resettled by January, 1996, and the safe haven camp at Guantanamo Naval Base effectively closed.

Finally, per a Bilateral Agreement between the U.S. and Cuba allowing for no fewer than 20,000 Cuban immigrants per year to the U.S., 4,297 refugees and 13,306 parolees for a total of 17,603, migrated from Havana to the United States in FY 1995, as reported by INS.

Under Section 501 of the Refugee Education Assistance Act of 1980, Cuban and Haitian entrants are eligible for the same services as refugees under the refugee resettlement program. In FY 1995, funding exceeded $59 million, including a $4 million supplemental award to help address the impact on Florida. The State of Florida was also awarded $14 million from the Immigration Emergency Fund to address the impact of Cuban/Haitian parolees.

[3] With the military intervention in Haiti and the restoration of President Aristide, virtually the entire Haitian population at Guantanamo was repatriated to Haiti in FY 1995.

Domestic Resettlement Program

Refugee Appropriations

In FY 1995, the refugee and entrant domestic assistance program was funded under the Departments of Labor, Health and Human Services, and Education, and Related Agencies, and the Foreign Operations Appropriations Acts. The total funding that the Department of Health and Human Services (DHHS) obligated to States and other grantees was approximately $396.2 million. This compares with the $383.2 million obligated the year before.

Approximately $219.5 million was obligated for the State-administered programs of Refugee Cash Assistance (RCA) and Refugee Medical Assistance (RMA). Another $67.9 million was awarded in formula grants for social services to help States provide refugees with employment services, English language training, vocational training, and other support services to promote economic self-sufficiency and reduce refugee dependence on public assistance programs. An additional $16.1 million in social services funds was obligated for the national discretionary funds program. Among these awards were grants for Community and Family Strengthening projects ($6.5 million) and micro-enterprise loan programs ($1.4 million). Another $2 million of discretionary grant funds were distributed by formula allocation to States for special services to former political prisoners from Vietnam. These and other discretionary grant programs are discussed in greater detail, beginning on page 15.

Also in FY 1995, ORR provided $55.4 million for its targeted assistance program. The objective of this program is to assist refugee and entrant populations in heavily concentrated areas of resettlement where State, local, and private resources have proved insufficient. Almost $25.5 million was allocated to States according to formula, $19 million was awarded to Florida for the Dade County public schools and Jackson Memorial Hospital in Miami, and another $11 million was awarded as part of a discretionary grant program.

Under the Matching Grant program, voluntary resettlement agencies were awarded almost $27.3 million in FY 1995 matching funds for assistance and services to resettle refugees from the former Soviet Union and other refugees. Funds were provided for this activity in lieu of regular State-administered cash assistance, case management, and employment services.

Obligations for health screening and follow-up medical services for refugees amounted to about $5.3 million in FY 1995. 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.

Three Program Approaches to Domestic Resettlement

There are three approaches to refugee resettlement that are used in the domestic program: (1) The State-administered program; (2) the Wilson/Fish Program; and (3) the Matching Grant Program.

(1) State-Administered Program

Overview

Federal resettlement assistance to refugees is provided by ORR primarily through a State-administered refugee resettlement program. States administer the provision of transitional 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. tates participating in the refugee program are required to submit a plan which describe the nature and scope of the State refugee program and give assurances that the program will be administered in conformity with the Refugee Act.

Cash and Medical Assistance

Needy refugees who meet the eligibility requirements for the Aid to Families with Dependent Children (AFDC) program, the Supplemental Security Income (SSI) program, and the Medicaid program receive benefits under these programs on the same basis as citizens.

Needy refugees who do not qualify for the AFDC, SSI, or Medicaid programs, but who met the income and resource eligibility standards

ORR Obligations: FY 1995

(Amounts in $000)

A.	**State-administered program:**	
	Cash assistance, medical assistance, unaccompanied minors, and State administration	219,465
	Social Services (State formula allocation)	67,890
	Targeted Assistance (State formula allocation)	44,457
	Subtotal, State-administered program	**331,812**
B.	**Discretionary Allocations:**	
	Targeted Assistance (Ten Percent)	4,940
	Targeted Assistance	6,000
	Social Services*	16,141
	Subtotal, Discretionary Allocations	**27,081**
C.	**Alternative Programs:**	
	Voluntary Agency Matching Grant Program	27,344
	Privately-administered Wilson/Fish projects**	4,698
	Subtotal, Alternative Programs	**32,042**
D.	**Preventive Health: Screening and Health Services**	**5,300**
	Total, Refugee Program Obligations	**396,235**

*Includes $4 million in re-programmed CMA funds to Florida for Cuban/Haitian entrant assistance.

**Includes $771,342 in formula social service funds earmarked for privately administered Wilson/Fish demonstration programs.

of these programs, were eligible to receive special refugee cash assistance (RCA) and refugee medical assistance (RMA) through the refugee program during their first eight months in the United States.

The Federal refugee program reimburse States for their full costs for the RCA and RMA programs and associated State administrative costs. Refugee program reimbursement for the State costs of the AFDC, SSI, and Medicaid programs is no longer provided due to insufficient funding.

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, for the purpose of helping refugees to obtain employment and achieve economic self-sufficiency and social adjustment as quickly as possible. During FY 1995, as in previous fiscal years, ORR allocated 85 percent of the social service funds on a formula basis. Under this formula, $67,890,000 in social service funds were allocated directly to States according to their proportion of all refugees who arrived in the U.S. during the previous three fiscal years. States with small refugee populations received a minimum of $75,000 in social service funds.

On June 28, 1995, ORR published a final rule, which significantly affects the provision of social services to refugees. With the exception of referral and interpreter services, ORR-funded refugee social services are now limited to refugees who have been in the U.S. five years or less.

The rule also requires that:

- A State must provide refugee-specific services to meet refugee needs;
- Refugee women must have the same opportunities as men to participate in all employment services;
- Service providers are required to develop a family self-sufficiency plan for any refugee who participates in ORR-funded employment-related services;
- ORR-funded English language instruction must be provided in a concurrent, rather than sequential, time period with employment or with other employment-related services; and
- Services must be provided, to the extent possible, in a manner that is culturally and linguistically compatible with a refugee's language and cultural background.

The rule became effective on October 1, 1995.

Targeted Assistance

The targeted assistance program funds employment and other services for refugees and entrants who reside in local areas of high need. These areas are defined as counties or contiguous county areas where, because of factors such as unusually large refugee and 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.

In FY 1995, ORR obligated $55,397,000 for targeted assistance activities for refugees and entrants. Of this, $25,457,300 was awarded by formula to 20 states on behalf of the 42 counties eligible for targeted assistance grants. Another $19 million was specially earmarked by Congress and awarded to three counties in Florida and the New York metropolitan area for the impact of Cuban/Haitian entrants. Florida received $18,291,323; and New York received $708,677. FY 1995 targeted assistance formula awards are provided in the following tables.

Targeted Assistance Allocations by County FY 1995		
Alameda	CA	$546,455
Contra Costa	CA	154,061
Fresno	CA	431,842
Los Angeles	CA	3,190,458
Merced	CA	233,077
Orange	CA	1,469,187
Sacramento	CA	571,756
San Diego	CA	907,737
San Francisco	CA	830,309
San Joaquin	CA	382,923
Santa Clara	CA	1,115,626
Stanislaus	CA	109,042
Tulare	CA	122,069
Denver	CO	291,444
Broward	FL	191,054
Dade	FL	3,186,215
Hillsboro	FL	114,275
Palm Beach	FL	127,620
Honolulu	HI	150,875
Cook/Kane	IL	1,174,139
Sedgwick	KS	173,754
Orleans	LA	144,744
Montgomery/PG	MD	269,900
Middlesex	MA	198,664
Suffolk	MA	490,864
Hennepin	MN	324,877
Ramsey	MN	355,743
Jackson	MO	130,322
Essex	NJ	153,651
Hudson	NJ	189,865
Union	NJ	66,013
New York	NJ	3,371,299
Multnomah	OR	575,979
Philadelphia	PA	553,086
Providence	RI	201,700
Dallas/Tarrant	TX	593,833
Harris	TX	649,777
Salt Lake	UT	210,030
Arlington	VA	151,312
Fairfax	VA	300,479
King/Snohomish	WA	895,074
Pierce	WA	156,170
Total		**$25,457,300**

Targeted Assistance Allocations for Communities Affected by Recent Cuban and Haitian Arrivals: FY 1995		
Broward	FL	$1,237,866
Dade	FL	15,431,234
Palm Beach	FL	1,622,223
New York	NY	708,677
Total		**$19,000,000**

Targeted Assistance Allocations by State: FY 1995	
California	$10,064,542
Colorado	291,444
Florida	*21,910,486
Hawaii	150,875
Illinois	1,174,139
Kansas	173,754
Louisiana	144,744
Maryland	269,900
Massachusetts	689,528
Minnesota	680,620
Missouri	130,322
New Jersey	409,529
New York	*4,079,977
Oregon	575,979
Pennsylvania	553,086
Rhode Island	201,700
Texas	1,243,610
Utah	210,030
Virginia	451,791
Washington	1,051,244
Total	**$44,457,300**

* The allocations for Florida and New York include $18,291,322 and $708,678 respectively for communities affected by Cuban and Haitian entrants and refugees.

Summary of Targeted Assistance Funding
FY 1983 — 1995

State	Formula Awards	Special Funds	Total Funds
California	$179,297,395	$1,200,000	$180,497,395
Colorado	2,956,473		2,956,473
Dist. Columbia	109,476		109,476
Florida	98,991,749	178,303,352	277,295,101
Hawaii	3,205,644		3,205,644
Illinois	14,763,120		14,763,120
Kansas	3,320,642		3,320,642
Louisiana	2,242,207		2,242,207
Maryland	3,042,717		3,042,717
Massachusetts	9,978,881	900,000	10,878,881
Minnesota	10,895,178		10,895,178
Missouri	1,244,359		1,244,359
New Jersey	6,726,600		6,726,600
New York	18,815,644	708,678	19,524,322
Oregon	8,557,534	500,000	9,057,534
Pennsylvania	6,503,650		6,503,650
Rhode Island	3,920,837		3,920,837
Texas	7,865,162		7,865,162
Utah	2,225,342		2,225,342
Virginia	7,083,352		7,083,352
Washington	13,572,272		13,572,272
Total	**$405,318,234**	**$181,612,030**	**$586,930,264**

Unaccompanied Minors

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

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

Since January, 1979, a total of 11,221 children have entered the program. Of these, 1,386

subsequently were reunited with family and 8,756 have reached the age of emancipation. Based on reports received from the States, the number in the program as of September 30, 1995, was 1,079—a decrease of 83 from the 1,162 in care a year earlier. Unaccompanied minor children are located in 28 States and the District of Columbia.

The number of minors arriving in the U.S. in need of foster care during FY 1995 was relatively stable at about 20 per month. The minors are placed in the licensed child welfare programs operated by the local affiliates of USCC and LIRS in areas with their ethnic community concentration. The number leaving the program by reaching the age of majority continues to accelerate. As a result, programs in some States have been phased out.

In progress reports on 689 children in 24 States, caseworkers rated children's progress in four categories—English language, general education, social adjustment, and health—on three levels: unsatisfactory, satisfactory, and superior. The sample analysis shows that 38 of the 689 attended school at the elementary level, 425 at the secondary level, 179 at the post-secondary level, and 47 are not in school.

Caseworker ratings by percentage were as follows:

	Superior	Satis-factory	Unsatis-factory
English language	26.7%	60.3%	12.9%
General education	25.8	60.2	14.0
Social adjustment	31.8	62.1	6.1
Health	38.4	60.4	1.2

(2) Wilson/Fish Alternative Program

An alternative approach to the State-administered program is the Wilson/Fish program. The Wilson/Fish Amendment to the Immigration and Nationality Act, contained in the FY 1985 Continuing Resolution on Appropriations, directed the Secretary of Health and Human Services to develop alternatives to the regular State-administered program for the purpose of: (a) increasing refugee self-sufficiency, (b) avoiding welfare dependency, and (c) increasing coordination among service providers and resettlement agencies. The Wilson/Fish authority provides 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 regular cash and medical assistance grants and social services allocations. For this reason, these projects are considered "budget neutral." Wilson/Fish alternative projects typically emphasize one or more of the following elements:

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

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

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

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

In FY 1995, ORR provided $10,593,396 to fund six Wilson/Fish alternative projects. Four are privately administered programs (Alaska, Kentucky, Nevada, and San Diego) and two are State-administered programs (Massachusetts and Oregon).

Alaska

In the State of Alaska, which has never operated a State-administered refugee program, the greater Anchorage area was the site of a Wilson/Fish alternative program administered by Alaska Refugee Outreach (ARO), an affiliate of Episcopal Migration Ministries, since February, 1992. The Alaska project provided English as a Second Language (ESL), employment assessment and placement services, driver's education training, and medical assistance to non-Medicaid eligible refugees through private insurance coverage.

Due to a decline in the number of refugees resettled in Alaska, the ARO Board of Directors voted in March, 1995 to cease project operations with the budget period ending December 31, 1995. This project is now in the process of completing its final reports to ORR.

The Alaska Wilson/Fish model is unique in that it does not provide cash assistance to refugees. As a result, ARO focused its efforts on job assessment, job readiness, and job placement with concurrent ESL instruction. Employable refugees are placed in jobs very soon after arrival. The average time lapse from date of arrival to date of job placement for employable refugees enrolled in the Wilson/Fish program was 30 days for the budget period ending December 31, 1995. The average wage placement was $7.12 per hour for the same period.

Data for calendar year 1995 indicate a cumulative enrollment of 137 refugees, with 20 new arrivals during FY 1995. Since the number of new arrivals was extremely low, the project focused its employment services on job upgrades. During 1995, 26 refugees were placed in jobs, and 62 were assisted with job upgrades.

In the absence of the Wilson/Fish project, services to refugees will be provided by several Anchorage-area churches. ESL classes will be available through the International Friendship Center and Adult Basic Education classes.

Kentucky

In FY 1995, the United States Catholic Conference (USCC) through its local affiliate, Catholic Charities of Louisville, concluded its fourth year administering the Kentucky Wilson/Fish program. This past year, the program expanded Statewide and included administration of social service funds to fill the gap created when the State fully withdrew from the refugee program. The program functions as a consortium of service providers with Catholic Charities of Louisville as lead agency. Refugees are resettled through six local affiliates of four voluntary agencies. In addition to administering the social services and cash assistance component, the Kentucky Wilson/Fish contracts for private medical coverage.

Medical coverage for a projected 490 refugees and interim cash assistance for 420 refugees was projected out of an estimated arrival figure of 980 for the year. Arrivals have been steadily climbing, reflecting the good economic climate in the State and the work of the service providers.

During FY 1995, USCC and its affiliates placed 249 refugees in jobs. The average wage was $5.75 per hour.

Massachusetts

The Massachusetts Office for Refugees and Immigrants implemented a Wilson/Fish alternative project in June, 1995. The alternative project is focused on increasing early employment and self-sufficiency through a strategy that identifies a primary participant in each newly-arrived refugee case, who is then targeted for early job placement. Subsequently, other employable family members are also placed in jobs. The emphasis is on employment first; access to ESL and skills training to increase job advancement is offered to employed refugees on a priority basis. Stipends are

offered to defray initial work-related expenses. The project restructures the delivery of cash assistance and services and creates a case management and tracking system that allows each refugee to have one case manager who works with that person on a continuing basis.

During the first three months of implementation, the Wilson/Fish project enrolled 358 clients and placed 186 refugees in jobs. The average wage at placement was $5.65 per hour

Nevada

In FY 1995, ORR awarded USCC and its local affiliate, Catholic Community Services of Nevada (CCSN), a third-year grant to administer the Statewide program in Nevada for a 14-month project period. The program operates principally in the Las Vegas area, providing interim cash assistance, medical coverage through a private health plan, and social services, including language, employment, and social adjustment services. The program is on a May through June project period to bring it in line with other Wilson/Fish projects administered by the USCC. During FY 1995, the USCC reported serving 597 clients, with 268 job placements. Arrivals are expected to continue to climb in FY 1996 as the State is resettling a significant number of Cuban entrants.

Oregon

The Refugee Early Employment Program (REEP) model was the first ORR-approved Wilson/Fish alternative project. REEP has been in operation since the fall of 1985. REEP is a State-administered project which serves a tri-county area comprised of Multnomah, Clackamas, and Washington Counties. Affiliates of three voluntary agencies, United States Catholic Conference (USCC), Church World Service (CWS), and Lutheran Immigration and Refugee Service (LIRS), determine eligibility, and provide cash assistance and case management services to RCA-eligible enrollees.

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

Job developers with the International Refugee Center of Oregon (IRCO), a consortium of MAAs, work closely with the voluntary agency case managers in the provision of employment services to REEP-enrolled refugees.

Medical services are currently provided to all REEP participants through the Oregon Health Plan, a Health Care Financing Administration (HCFA)-approved health care reform demonstration project.

During FY 1995, there were 2,079 refugee arrivals in Oregon. A total of 1,729 refugees participated in REEP employment services. Of those participating in REEP employment services, 1,321 refugees entered employment. The average wage at placement was $5.93. Oregon is in the process of planning a new Wilson/Fish project.

San Diego

The San Diego Wilson/Fish project, operated by the United States Catholic Conference (USCC), has been in operation since FY 1990. This project serves RCA refugees resettled in San Diego by USCC and uses a one-stop approach to provide comprehensive services and cash assistance to project participants. A proportionate per capita share of California's FY 1995 refugee social services formula allocation was diverted to the project, based on the number of project enrollees.

During FY 1995, the project enrolled 374 new clients. Of that number, 83 out-migrated and 10 were deferred. Of the remaining 281 clients, 186 were placed in jobs by the end of FY 1995.

Wilson/Fish 1995 Awards

	CMA	Social Svcs	Total
Private:			
Alaska	$40,552	$75,000	$115,552
Kentucky	$1,208,336	$333,103	$1,541,439
Nevada	$1,747,400	*$270,306	$2,017,706
San Diego, CA	$930,400	$180,000	$1,110,400
Subtotal	$3,926,688	$858,409	$4,785,097
State:			
Oregon	$3,417,198	0	$3,417,198
Massachusetts	$2,391,101	0	$2,391,101
Subtotal:	$5,808,299	0	$5,808,299
Total:	$9,734,987	$858,409	$10,593,396

NOTE: The States of Oregon and Massachusetts received social services funds through the normal allocation process. Both States received their CMA funds through the formula allocation process. *Includes $87,067 in discretionary funds.

New York

A design for a Wilson/Fish alternative project grant to restructure the New York City refugee program was developed during the year through the collaboration of the New York Bureau for Refugees and Immigration Affairs, resettlement agencies in New York City, and ORR officials. The purpose of this project is to accelerate employment and reduce a refugee's average time on welfare by transferring the administration of cash assistance to the private resettlement agencies in New York City, and by creating a single system for refugee services. This State project will operate only in the New York City area. It is anticipated that approximately 16,000 refugees annually will be served through this program. The project is expected to begin in early FY 1997.

(3) Voluntary Agency Matching Grant Program

The Matching Grant program, funded by Congress since 1979, provides an alternative approach to State-administered resettlement assistance. ORR awards matching grants of up to $1,000 per refugee to voluntary resettlement agencies which agree to match the ORR grant with equivalent cash and in-kind contributions. The program's goal is to help refugees attain self-sufficiency within four months after arrival, without access to public cash assistance.

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

Refugees from the Soviet Union and its successor republics have been the primary beneficiaries of the program since its commencement in 1979. About 67 percent of current participants are from the former Soviet Union; Southeast Asians, Bosnians, Ethiopians, Somalis, and Iraqis comprise most of the balance. Nine voluntary agencies operated programs in 182 locations in FY 1995 and provided resettlement services to over 24,350 refugees—about one fourth of all refugee arrivals.

Church World Service (CWS) began its Matching Grant Program in 1995. CWS was awarded $289,407 to serve 290 refugees in 8 sites. CWS ultimately enrolled 263 refugees into the Matching Grant program in 1995; the primary groups were Sudanese, Vietnamese, Bosnians and Iraqis. The largest sites were Bristol, Tennessee; Seattle, Washington; Denver, Colorado; and Greensboro, North Carolina.

Episcopal Migration Ministries (EMM) received its Matching Grant award directly from ORR for the first time in 1995. Previously, EMM had been a sub-grantee of HIAS for the Matching Grant program. EMM received an award of $357,000 to serve 357 refugees in the Matching

Grant Program. EMM enrolled 321 refugees at 12 sites. The largest ethnic groups served were Vietnamese, Amerasians, Bosnians, Cubans, and Russians. The largest sites were Bristol, Tennessee; Greenville, North Carolina; Ansonia, Connecticut; and Fargo, North Dakota.

Ethiopian Community Development Council (ECDC), new to the Matching Grant Program in 1995, received an award of $152,000 to serve 152 Matching Grant clients in Arlington, Virginia and Houston, Texas. However, due to a late start-up, ECDC served only 23 refugees in Houston, with Vietnamese representing over half the caseload; Bosnians and Iraqis comprised the rest.

Hebrew Immigrant Aid Society (HIAS) received $19,310,000 in FY 1995 funds and a no-cost extension to spend $7,790,000 in grant funds which were unexpended during the prior year. HIAS resettled 16,173 newly arriving refugees, the vast majority from the successor republics of the former Soviet Union. It served 24,736 refugees in 1995, including 8,563 who arrived near the end of 1994. A total of 89 communities participated in the program during 1995. The six largest resettlement sites were New York City (8,692), Chicago (1,080), San Francisco (899), Los Angeles (718), Philadelphia (557), and Boston (451).

Immigration and Refugee Services of America (IRSA) received $1,000,000 to resettle 1,000 refugees and ultimately resettled 988 refugees at 7 sites. IRSA served 1,074 refugees during 1995 including 186 who arrived at the end of 1994. Houston, Texas; Kansas City and St. Louis, Missouri; and Erie, Pennsylvania were IRSA's largest sites. Vietnamese, Cuban, Bosnian, Iraqi, and Southern Sudanese were the largest client groups.

International Rescue Committee (IRC) received an initial grant award of $349,500 and a supplemental award of $125,000 for their 1995 program. IRC served 350 new arrivals and 150 clients who continued in the program from 1994, for a total of 500 clients served under the Matching Grant Program at 5 sites in 1995. Their largest site was Miami, Florida. The largest ethnic groups served were Bosnians and Cubans.

Lutheran Immigration and Refugee Service (LIRS) was awarded $894,482 in 1995 to serve 964 refugees; they ultimately served 1,247 new enrollees. LIRS' major Matching Grant sites were Des Moines, Iowa; and Greensboro, North Carolina. The major ethnic groups served were Vietnamese and Bosnians.

United States Catholic Conference (USCC) received an initial grant of $4,467,000 for its 1995 program to serve 4,467 refugees and received a supplemental grant of $300,000 mid-year to expand the program to include 300 unanticipated Cuban arrivals. USCC served a total of 5,020 newly arrived clients during the year at 44 sites in 26 states and 1,429 refugees who continued in the program from 1994. The largest ethnic groups served were Vietnamese and Cubans. Their largest sites were Atlanta, Georgia; Newark, New Jersey; and Grand Rapids, Michigan.

World Relief Corporation (WRC), in its second year of operating a Matching Grant Program, received $100,000 to resettle 100 refugees in Fort Worth, Texas. As proposed, exactly 100 refugees were enrolled in the Matching Grant Program in Ft. Worth during 1995. Taking into account the refugees who enrolled in the program at the end of 1994, a total of 104 refugees were served during the year. The largest ethnic groups served were Vietnamese, Bosnians, and Cubans. World Relief plans to add more sites to their Matching Grant Program in 1996.

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

Participating agencies reported the following performance outcomes during CY 1995. Of Matching Grant program participants who completed four months in the program during 1995, CWS reported that 74 percent of refugees were self-sufficient at the end of the four month matching grant program; for EMM, approximately 80 percent were self-sufficient; for ECDC, 87.5 percent; for HIAS, 23.2 percent; for IRSA 96.6 percent; for IRC, 68 percent; for LIRS, 87 percent; for USCC, 80 percent; and for WRC, 71 percent.

Partnerships to Improve Employment and Self-Sufficiency Outcomes

State Outcome Goal Plans

In FY 1995, the Office of Refugee Resettlement undertook a joint effort with States to place a priority on improving State performance regarding refugee employment and self-sufficiency outcomes. ORR convened a workgroup comprised of State Refugee Coordinators and ORR staff in November, 1994 to consider the issues related to establishing performance measures and annual outcome goals and to make recommendations as to how to proceed.

The major recommendations of the ORR Performance Measures Workgroup were:

1. Require States to establish annual outcome goals aimed at continuous improvement of performance along the following 6 outcome measures:
    - Entered employments;
    - Cash assistance terminations due to earnings;
    - Cash assistance reductions due to earnings;
    - Entered employments with health benefits available;
    - Average hourly wage at placement;
    - Employment retentions.
2. Evaluate a State's performance against its performance from the previous year instead of comparing States with each other. This method would enable States to be evaluated on the basis of the unique circumstances in their State, instead of being compared with other States, without consideration of differences among States regarding economic conditions and the characteristics of the refugee groups being served.
3. Beginning with FY 1996, request States and, in the case of California, counties receiving ORR funds, to submit an annual outcome goal plan to ORR, indicating projected outcome goals for each measure aimed at improving upon the previous year's performance.

After consulting with States on the workgroup's recommendations and receiving the support of most States, ORR adopted the workgroup's recommendations for implementation. States were instructed to submit their first annual goal plan to ORR by November 15, 1995. State and county performance on the 6 outcome measures will be tracked by ORR. Each State's or county's actual performance will be compared to that State's or county's annual outcome goals to determine progress and ensure that States strive for continuous improvement.

Beginning with the FY 1996 report, each State's or county's annual outcome goals and actual performance on the 6 outcome measures will be published in the ORR Annual Report to Congress.

The California Initiative

The California Initiative is a special cooperative effort between the Office of Refugee Resettlement, the California Department of

Social Services (CDSS), and interested counties, which began in FY 1995, to improve refugee program results in selected counties in California. The Initiative is a multi-year effort. During FY 1995, a Federal/State/County team entered into a partnership to examine ways to improve employment and self-sufficiency outcomes for refugees residing in two California counties which are heavily impacted by refugee resettlement: Merced and Orange counties.

The team conducted in-depth, on-site assessments of the existing service delivery system in each county to determine how to improve the system to provide better client outcomes. The assessment included extensive interviews with refugee clients, community leaders, employers, and service agency staff to determine what services were considered the most useful in helping refugees to become employed. A major issue that was addressed was how to accelerate employment. Based on this assessment, the team developed a set of program strategies designed to improve the service system in each county to better assist refugees toward employment and self-sufficiency more quickly.

Merced County was the first county to participate in this initiative. The team found that most refugees are not progressing well through the County's Greater Avenues for Independence (GAIN) program, the service system for county AFDC recipients, and therefore, are not moving quickly toward employment. The majority of refugees are referred to ESL class soon after they enter the GAIN system and frequently remain in ESL for a number of years because of a lack of English language proficiency. Services are provided sequentially, rather than concurrently, so that refugees are not able to move on to other employment-related services until they are able to satisfactorily complete the English language requirements. As a result, employment plans have not been developed for most refugees and needed services such as job training have not been accessible.

Program improvements recommended by the team included: (1) The concurrent provision of ESL with employment or other employment-related services in order to accelerate a refugee's preparation for employment; (2) the development of an employment plan soon after entry into the GAIN system for each client that leads to self-sufficiency as soon as possible; (3) the provision of job-related ESL soon after a refugee's arrival in the U.S. in order to provide refugees with the language skills needed to apply for and obtain a job; (4) the expanded use of aggressive job development and the provision of job training to enhance refugee job placements; and (5) the use of work supplementation and welfare grant diversions to provide a subsidy to employers to hire and train refugees on the job. Merced County began implementing the team's strategies near the end of the fiscal year; most strategies were fully operational by early calendar year 1996.

In Orange County, the team found that the refugee-specific community-based service delivery system that was in place for refugees was generally well-designed and appropriate to helping refugees become employed as quickly as possible. The team concluded, however, that certain improvements were needed to the RCA service program to increase job outcomes and to achieve more stable client self-sufficiency, particularly for older former political prisoners from Vietnam. Although initially employed, a number of these refugee clients lost their jobs after a short period of time and were not able to secure other jobs. A number of these refugees were being supported by their adult children and had no health insurance. The team found that the county's GAIN program for AFDC recipients is generally not an appropriate service system for preparing refugee AFDC recipients for employment in a timely manner. Similar to the situation in Merced, the majority of refugee GAIN clients in Orange County were not progressing through the GAIN system towards employment within a reasonable period of time.

Program improvements recommended by the team included: (1) the expansion of the RCA

service program to include extended vocational English as-a-second-language (VESL), the provision of short-term skills training and subsidized on-the-job training through the use of grant diversions, particularly for older former political prisoners from Vietnam, and the provision of post-placement services to assist refugees to retain employment; and (2) the referral of all newly arrived AFDC refugee recipients to the same refugee-specific service system that serves RCA recipients during their first year in the U.S. to enhance self-sufficiency. The county will begin implementing these program improvements in FY 1996.

Key County Initiative (KCI)

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

With its KCI grant, Orange County provided refugee-specific services to these two target groups. Two bilingual, bi-cultural case managers, themselves former refugees, were selected to act as role models to their clients and to provide them with individual and group counseling in addition to intensive case management. KCI designed a special orientation session for these participants to provide them with information about the new responsibility to participate in GAIN activities, the impact of employment on their AFDC grants, the potential long-term benefits of employment, and the long-term disadvantage of remaining on welfare. The participants were offered job search services in the form of specially designed employment workshops.

Since January, 1992, Orange County has enrolled 753 participants in the KCI project. 40 found full-time employment (30 or more hours per week as defined by JOBS), with a retention rate of 92 percent for 90 days. AFDC savings calculated for the grant project period totaled $659,266, exceeding grants awarded ($348,000) by $311,266. Potential future savings would be much greater. For FY 1995, the County was awarded $238,000 to continue KCI operations for the last year of the project period.

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

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

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

Preventive Health Services

Refugees, like other aliens, must be free of all contagious diseases in order to enter the U.S. In FY 1995, to ensure that refugees met public health requirements, ORR supported, through an interagency agreement, several preventive health programs of the Public Health Service at a cost of approximately $5.3 million. About $2.6 million was used for oversight of health screenings overseas, port of entry health inspections, and PHS administrative costs.

Another $2.7 million was provided to 42 State and local health agencies to manage and support health screening.

National Discretionary Projects

During FY 1995, ORR approved approximately $12 million in social services discretionary grants to improve resettlement at national, regional, State, and community levels.

Major discretionary awards included the following:

- Almost $5.8 million in 57 grants to States and local non-profit agencies to strengthen refugee communities and families.

- $2 million to 22 States for special assistance to former Vietnamese political prisoners.

- $735,477 to 7 national voluntary agencies to promote resettlement of refugees outside of impacted areas and in preferred communities.

- $319,286 to 2 States and 3 national voluntary agencies to help them respond to the unexpected arrival of new ethnic populations.

- $737,442 to 6 agencies to continue microenterprise projects of training, entrepreneurial skills, and small amounts of capital to help start small refugee businesses.

In addition, ORR awarded approximately $11 million in targeted assistance discretionary grants as follows:

$4,759,224 was awarded in 34 grants to States to continue special employment services; and $510,075 was awarded to 6 agencies to continue mental health services for refugees.

Under a special appropriation of $6 million to ORR through the Foreign Operations, Export Financing, and Related Programs Appropriations Act, ORR provided $4,655,277 to 12 States and one county to augment the targeted assistance discretionary program, particularly to localities most impacted by the influx of refugees such as Loatian Hmong, Cambodians and Soviet Pentecostals. Additionally, ORR awarded $765,124 to 5 States for microenterprise development projects and one grant of $250,000 to Pennsylvania in a joint venture with the Charles Stewart Mott Foundation for a neighborhood conflict resolution project in West Philadelphia. All of these grants are intended to increase refugees' progress toward economic independence.

Details of these awards follow.

Summary of Current Discretionary Grants FY 1995

Targeted Assistance Community Employment Enhancement Grants

ORR awarded 34 grants in 26 States totaling $4,759,224 to States and private agencies to implement special employment services which cannot be met with formula social service or Targeted Assistance formula grants. Recipients were:

Alabama	Job development and enhancement in Mobile and Bayou La Batre	$150,000
California	Para-professional training and placement for Lao and Cambodian refugees	114,425
Colorado	Support of volag employment case management	115,220
Dist. of Columbia	VESL and job-seeking and retentional skills	65,000
Florida	Employment services for Haitian refugees	185,000
Idaho	Employment services and ESL	150,000
Iowa	Employment services for Africans, Iraquis, and Bosnians in Cedar Rapids	50,084
Iowa	Bilingual job developer in Davenport for Amerasians and former political prisoners from Vietnam	43,967
Iowa	Improved access to health care for former political prisoners from Vietnam	49,282
Illinois	Employment assistance to prevent long-term dependency through a coalition of five MAAs	129,930
Illinois	Employment and adjustment services to Bosnians, Middle Eastern, and Soviet Pentecostal refugees in Chicago	102,090
Kansas	Employment services for Hmong and Soviet refugees	85,946
Kansas	Employment assistance and drug/crime/alcohol prevention education programs	87,032
Maine	Provide VESL and other employment services through Catholic Charities	105,000
Maryland	Address special employment needs of older Soviet refugees	175,000

Massachusetts	Address critical systemic issues preventing families from achieving self-sufficiency	203,981
Michigan	Address employment needs of hard-to-serve Hmong	90,000
Michigan	Work training and family management	169,000
Minnesota	Job placement for SE Minnesota	357,537
Montana	Employment services in two communities, Missoula and Billings	150,000
New Hampshire	Continue a range of employment services at the Refugee Community Center	100,000
New Mexico	ESL, OJT, Mentoring in Albuquerque	225,168
New York	Work related ELT by volunteers to the employed and the soon-to be employed for job retention and enhancement	50,500
New York	ELT, VESL to Soviets to qualify them to provide child care in licensed facilities	175,000
North Dakota	Job linking services	100,000
Oregon	Computer training for Soviet refugees	140,000
Pennsylvania	Fund Philadelphia's neediest refugee neighborhoods	200,000
Tennessee	Maintain family self-sufficiency among Kurds	130,000
Texas	Employment support services for refugee women	150,000
Virginia	Employment enhancement for Soviet Evangelicals	117,204
Washington	Decrease welfare use by reimbursement for work-related expenses	210,000
Washington	Job development, placement and post-placement service	200,000
Washington	Employment services leading to economic independence for Soviet Pentecostals	101,660
Wisconsin	Job placement and job readiness services contracted through Hmong MAAs	249,900

TAG Impact Aid Grants

ORR awarded 13 new grants totaling $4,655,277 to States for enhanced employment services and other social and economic problem situations.

- **State of California**, $889,612, to assist nine counties with transitional employment for 5-year population.
- **County of Los Angeles, CA**, $250,000, for continuation of the Key County Initiative .
- **State of Colorado**, $140,579, for unmet employment services for refugees on AFDC mainly in the Denver metro area, also in Boulder, Jefferson, Arapahoe and Adams counties.
- **State of Florida**, $500,000, for intra-state secondary resettlement of Cubans.
- **State of Illinois**, $235,381, for training and employment service for refugee women through subgrants.
- **State of Massachusetts**, Office for Refugees and Immigrants, $220,000, for services for women through 3 subgrants.
- **State of Minnesota**, Dept. of Human Services, $300,000, for ESL and employment services.
- **State of Missouri,** Dept of Social Services, $299,705, to improve economic and social self-sufficiency.
- **State of North Carolina**, Dept. of Human resources, $200,000, for job development/placement, upgrading ESL, for Hmong, Montagnards and Vietnamese.
- **State of New Jersey**, Dept. of Human Services, $200,000, for enhanced employment services in impacted areas.
- **State of Virginia**, $420,000, for employment services for refugee women, Somali, Khmer and Vietnamese.
- **State of Washington**, $400,000, "Business and Community Partnership Project", to provide a menu of employment services to AFDC recipients, Khmer, Vietnamese, Russian/Ukraine families in King, Snohomish and Pierce counties.
- **State of Wisconsin**, Dept. of Health and Social Services, $600,000, for employment services in 14 counties.

Refugee Mental Health Targeted Assistance Grants

ORR awarded 6 grants totaling $510,075 to support local community efforts to enhance mental health services for at-risk refugees having difficulty adjusting to the social and psychological changes of their new circumstances. Grantees were:

- **State of Illinois**, $50,100, for a multidimensional strategy for mental health needs of Bosnians.
- **State of Massachusetts**, $99,975, for the mental health needs of Cambodian and Soviet Evangelicals in Western Massachusetts.
- **State of Oregon**, $100,000, through Lutheran Family Services, to fill service provision gaps between existing mental health programs and the needs of Soviet Jewish and Pentecostal refugees.
- **State of Oregon**, $70,000, through International Refugee Center of Oregon, for mental access services to Soviet Jewish and Pentecostal refugees.
- **State of Texas**, $90,000, for a coalition to help Southeast Asian communities in Galveston and Harris Counties become aware of refugee cultural and emotional adjustment

problems and how to access available services.

- **State of Virginia**, $100,000, for cross-cultural training for mental health providers and enhance the refugee communities' health resources.

Microenterprise Development Initiative

In FY 1995, ORR awarded six continuation awards and five new awards totaling $2,877,566 to organizations to develop and administer microenterprise programs.

These projects were intended for recently arrived refugees on public assistance who possess few personal assets or who lack a credit history that meets commercial lending standards. They are also intended for refugees who have been in the U.S. for several years and who have held entry-level jobs which do not provide an adequate standard of living. Microenterprise projects typically include components of training and technical assistance in business skills, credit, administration of revolving loan funds, and business management seminars.

Since the program's inception in September, 1991, ORR has provided funding for 11 three-year microenterprise development projects and six two-year projects. These 17 projects have achieved outcomes in microenterprise from the beginning of the program to September 30, 1995, as follows:

Client Businesses—398 businesses have been developed under this program; of these, 337 were start-ups, and 61 were expansions of existing micro-businesses. Fifty percent of these businesses were in the service industry; 25 percent were retail; 12 percent were in manufacturing; 13 percent did not fall in the above categories. Forty-nine percent were home-based. Ninety-one percent were still operating as of September 30, 1995.

Loan Funds—The program provided $1,159,653 in loan funds, representing 243 business loans at an average loan amount of $4,772 to refugee entrepreneurs during this period to help capitalize their businesses. Of this amount, ORR provided $583,594 in loan capital which leveraged an additional $576,059 in other financing. The default rate was 2.8 percent of the amount of money loaned and 1.1 percent of the number of loans.

Excluding loan funds, the total amount of ORR funding for these 17 microenterprise projects was $3,881,305 over the three-year period. This represents an average cost per business start of $9,752.

Client Characteristics—Over 2500 refugees have participated in business training. At the time of their entry into training, nearly 38 percent had been in the U.S. less than 2 years; another 41 percent had been in the U.S. 2-5 years. About 57 percent were competent in English while 35 percent had little or poor English language skills. The largest ethnic groups in the training classes were Vietnamese (47 percent), Ethiopia (4 percent), and Soviets (25 percent).

Thirty-five percent were women and 65 percent were men; over 58 percent were married; 31 percent were single, leaving some participants undetermined.

Grants have been awarded as follows:

Continuations

Church Avenue Merchants Block Association, Brooklyn, NY $120,000

- Economic and Employment Development Center, Los Angeles, CA $102,500
- Fresno County Economic Opportunities Commission, Fresno, CA $110,000
- Institute for Coop Community Development, Manchester, NH $114,990

- Institute for Social and Economic Development, Iowa City, IA $105,000

- WomenVenture, St. Paul, MN $120,000

First-Year Grantees

- Jewish Family & Vocational Service, Louisville, KY $96,703

- Jewish Vocational Service, Boston and Lowell, MA $168,421

- Worker Ownership Resource Center, Geneva, NY $125,000

- State of Pennsylvania Lutheran Child and Family Services $150,000

- State of Wisconsin, ADVOCAP, Inc. in Fond Du Lac, for CAP Services, Inc. in Stevens Point, and for Western Dairyland Opportunity Council in Independence, WI $225,000

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

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

Community and Family Strengthening Grants

ORR awarded 57 grants totaling $5,767,321 to public and private non-profit organizations to support projects designed to strengthen refugee families in the areas of health, refugee youth, employment, English language training, refugee parent-school relationships, crime, spouse and child abuse, citizenship and community activities.

Arizona	Arizona International Refugee Consortium. Development of a community center for refugees of all ethnicities.	$90,000
California	Cambodian Association of Long Beach. Counseling to women.	91,483
Los Angeles	African Committee Refugee Center. Counseling, information, and referral, ESL classes.	70,000
Orange County	Catholic Charities of Orange County. Community-based citizenship education.	199,380
	Vietnamese Community of Orange County. In-home counseling services for spousal and child abuse.	112,500
San Diego	Indochinese MAA. Family preservation services and outreach to women.	44,960
	International Rescue Committee. Special classes for refugee mothers and children.	204,011
San Jose	Catholic Charities/Vietnamese Voluntary Foundation. Preventive support and training services for Vietnamese and Amerasian youth.	193,500
Stanislaus	California State University. Parent-child literacy programs.	71,999
Colorado	Family Services of Colorado. Support groups and ELT classes at a community library.	137,290
Colorado	Lutheran Social Services of Colorado Springs. Community education programs in health, family relations, safety and crime prevention and parental responsibilities.	45,000
Connecticut		
Stamford	Jewish Federation of Greater Hartford. Health issues among Soviet refugees.	24,863
Hartford	Citizenship Training	38,460
Dist. of Columbia	Indochinese Community Center. Leadership project for Vietnamese youth..	100,458

Dist. of Columbia	Metro Voluntary Agency Consortium. Physical and mental health access for women.	135,000
Florida	City of Miami. OJT for Cubans and Haitians.	211,792
Georgia	Christian Emergency Help Centers. Liaison between refugees and law enforcement and education systems, "Bridging the Gap Project."	157,500
Georgia	Save the Children Foundation. Educate refugees about domestic violence and services available to victims.	157,500
Idaho	State of Idaho. Social, economic and educational functioning of refugee families.	63,500
Illinois	State of Illinois. Fund Travelers and Immigration Aid to create a Bosnian MAA in Chicago.	71,937
Chicago		
Downstate	East Central Illinois MAA Center. Family strengthening through ESL, information, referral, volunteer recruitment, and counseling.	36,000
Iowa	State of Iowa Refugee Coalition. Orientation for African and Bosnian refugees and police liaison in Davenport	55,088
Iowa	ELT, day care and supportive services for employment.	54,000
Kansas	Southeast Asian MAA. Health education and access to health services.	50,971
Kansas City	Community Services Center. Expand facilities.	106,249
Kentucky	Catholic Social Services Bureau. ELT, case management and employment services.	67,500
Lexington		
Louisville	Catholic Charities. Services for women through three subgrants.	70,000
Bowling Green	Western Kentucky MAA. Services to new arrivals including parent training in child rearing, understanding health care, ELT, day care.	66,500
Louisiana	Associate Catholic Charities of New Orleans. Youth services through recreation, life planning courses and tutoring.	130,653
New Orleans		
Maine	Catholic Charities of Portland. Employment services.	39,000

Maryland	State of Maryland. Domestic violence services for refugees by linking communities with mainstream "women-in-crisis" services.	178,194
Massachusetts **Boston**	Boston International Institute. Orientation and other services to Ethiopians.	90,000
Fall River	Cambodian Community of Greater Fall River. Community center to further community development and leadership through an umbrella of programs and services.	90,000
Lawrence	International Institute of Greater Lawrence. ELT, job skills training, placement and social support to enhance self-sufficiency; to form a refugee Advisory Council.	72,000
Michigan **Detroit**	Arab-American Chaldean Council. Family strengthening through information and referral, ESL, orientation.	54,000
Minnesota	Institution for Education and Advocacy. Advanced ESL mentoring for students and adults.	193,421
Nebraska **Lincoln**	Lincoln Interfaith Council. Asian Community & Cultural Center. Social services and group activities for families.	117,000
New Hampshire **Hillsboro, Manchester**	International Institute of Boston. Help refugee community articulate their needs and participate in problem resolution.	67,500
New Jersey	Jewish Family Services. Enable former Soviet refugees to work and advance in positions of self-sufficiency.	90,000
New York **Brooklyn**	Haitian Centers Council. Public education/orientation, citizen education, parenting skill for Haitians in 3 sites.	130,000
	St. Rita's Center. Family strengthening through intervention in troubled families.	72,000
Syracuse	Interreligious Council of Central NY. A Southeast Asian Community Center for services to women and seniors and to encourage incorporation of the Center as an independent MAA.	90,000
Ohio	State of Ohio. Train women for child care, parenting, clinical intervention, ELT.	157,500
Oregon **Portland**	Ecumenical Ministries of Oregon. Community development center for Soviet refugees.	117,929
Pennsylvania	Jewish Family and Children Services. Family strengthening	134,982

Pittsburgh	through ESL, school liaison, mentoring.	
South Dakota	Department of Social Services. Community development through housing and parenting educational services.	150,000
Texas **Fort Worth**	Catholic Charities. Family literacy classes, survival enhancement workshops and citizen classes.	43,572
Vermont **Addison and Chittenden Ctys.**	Immigration and Refugee Services of America. Enhance employment opportunities. (2 grants).	102,663
Vitginia **Northern**	State of Virginia. ELT in four northern communities.	198,000
Richmond	Refugee and Immigrant Services. ESL and employment assistance.	112,500
Washington **Statewide**	State of Washington. Bilingual support programs for family violence.	121,500
Seattle	Central Seattle Community Health Centers. Health education and advocacy program for King County refugees.	162,000
Wisconsin **Manitowac**	Lakeshore Indochinese MAA. Parenting education, gang prevention.	36,000
Statewide	State of Wisconsin. Orientation and training for refugee families about family violence prevention.	180,000
Sheboygan	Hmong MAA of Sheboygan. Strengthen parents and intergenerational recreation.	28,466
Wausau	Hmong MAA of Wausau. Coordinated case management plan for 45 families to allow them to address specific needs in order to become self-sufficient, offering counseling, training, and services.	81,000

Preferred Communities

In 1994, with the intent to increase opportunities for refugee self-sufficiency and effective resettlement, the ORR Director announced funds available for grants to voluntary agencies to increase placements of newly arriving refugees in preferred communities where there was a history of low welfare utilization and a favorable earned income potential relative to the cost of living and to decrease placements of refugees in communities where there has been a history of extended welfare use.

In FY 1995, ORR awarded two continuation grants and five new grants totaling $735,477 to seven national voluntary resettlement agencies to enhance services in preferred communities with good employment opportunities needed by newly arriving refugees and to reduce the number of refugees placed in high refugee impact communities.

The continuation grants for increased placement of refugees in communities with ample employment opportunities were awarded to:

- **United States Catholic Conference,** $150,000.
- **Immigration & Refugee Services of America,** $150,000.

The new grants for the same purpose were awarded to:

- **International Rescue Committee ,** $93,830.
- **World Relief Corporation,** $36,926.
- **Domestic and Foreign Missionary Society: Episcopal Migration Ministries,** $40,115.
- **Church World Services,** $142,902.
- **Hebrew Immigrant Aid Society,** $120,000.

Unanticipated Arrivals

ORR awarded five grants totalling $319,286 to two state government refugee programs and three local agencies to enable communities to respond to the arrival of new ethnic populations of refugees and entrants in communities where the existing services were not adequate because available funds were already obligated.

Grantees were awarded one-time-only seventeen-month grants as follows:

- **State of North Carolina,** $87,025, for services to Montagnard refugees.
- **Catholic Charities of Louisville, KY,** $30,899, for services to Cuban refugees.
- **State of Iowa, Bureau for Refugee Programs,** $55,657, for services to Sudanese who had moved into a small town finding work at the turkey processing company.
- **Catholic Charities of Boston,** $50,000, for services to newly arriving Haitians.
- **Church World Service, Inc. Miami Office,** $96,017, for employment services to newly arriving Cubans in the Miami area.

Refugee Crime Victimization

ORR continued its interagency agreement with the Bureau of Justice Assistance in the Department of Justice, for a third year, providing $100,000 to the non-profit National Crime Prevention Council (NCPC) for services through the Outreach to New Americans Project. The agreement provides technical assistance to projects funded which include crime or domestic violence prevention activities under ORR's Refugee Community and Family Strengthening program.

Under the terms of the agreement, NCPC organized a follow-up national workshop in Washington, D.C., for teams of ORR's crime

prevention grantees. Each team consisted of a police officer and a refugee community or local non-profit agency partner. The Interagency Agreement also funded the publication and distribution of "Lengthening the Stride: Employing Peace Officers from Newly Arrived Ethnic Groups." The booklet was a sequel to "Building and Crossing Bridges: Refugees and Law Enforcement Working Together." Updated information on this resource partner was shared with participants at the ORR national conference.

Ethnic Community Organizations Grants

ORR awarded 7 grants totalling $667,865 to strengthen the role of national networks of ethnic community-based organizations as a vehicle for communities to organize their collective resources toward refugee community building, to provide leadership in domestic resettlement issues, to provide representation of the communities, and to serve as partners with ORR in developing strategies to articulate and address the needs of refugee communities.

- **Southeast Asia Resource Action Center, Wash, DC**, for the National Alliance of Vietnamese American Service Agencies, $115,000, to develop leadership and peer-to-peer experience sharing, with a focus on crime and violence prevention. NAVASA is comprised of 31 agencies from 19 States.

- **Cambodian Network Council, Washington, D.C.,** , comprised of 71 MAAs, $104,200, to provide technical assistance for institutional development, networking, acting as information clearinghouse.

- **Montagnard Dega Association, Inc, Greensboro, NC**, $8,665, to reduce the isolation of the Montagnards spread through 16 States by telephone networking and to share in leadership development in activities organized by others.

- **Hmong National Development, Inc, Omaha, NE,** $115,000, to develop Hmong business ventures, newsletter, technical assistance and leadership.

- **Haitian Centers Council, Inc, Brooklyn, NY,** comprised of 8 Haitian community centers in NY, NJ, CT, and PA, $100,000 to bring together community leaders, and for resource gathering.

- **Kurdish Human Rights Watch, Inc, Vienna, VA**, $100,000, to do an informal census, inventory of resources, and community building.

- **Ethiopian Community Development Center, Alexandria, VA**, $125,000, to educate general public, develop MAA network, promote growth of African MAAs (35 in 14 States).

English as a Second Language (ESL)

In FY 1995, ORR funded several regional conferences to provide an opportunity for ELT service providers to share information about programs for refugees, to provide information and guidance to ORR on current ELT needs, and to suggest solutions for challenges facing ELT refugee programs. The conferences were in Denver, Colorado, October 14-15; Washington, D.C., November 6-8, 1994; San Diego, California, February 23-25; and St. Louis, Missouri, June 8-10, 1995. More than 400 people from 36 states attended the consultations.

Former Political Prisoners

ORR awarded $2 million to 22 States to provide special assistance to former political prisoners from Vietnam. Awards, which were made on the basis of arrivals of such former prisoners during the prior year, were as follows:

California	871,014
Colorado	26,664
Florida	$48,217
Georgia	$130,948
Illinois	$38,662
Iowa	23,331
Kansas	26,293
Louisiana	$33,404
Maryland	25,701
Massachusetts	$57,771
Michigan	$24,590
Minnesota	$34,367
Missouri	$27,478
Nebraska	$26,219
New York	$39,551
North Carolina	$23,257
Oklahoma	$25,775
Oregon	$57,994
Pennsylvania	$26,664
Texas	240,566
Virginia	$50,068
Washington	$141,466

Other Discretionary Grants

The following grants were also awarded in FY 1995

- $1,172,261 to the **State of Wisconsin** for a special project targeted to refugee youth.
- $100,000 to the **District of Columbia** for emergency assistance.
- $150,000 through an interagency agreement with the **Office of Refugee Mental Health** to provide technical assistance to refugee mental health projects.
- $25,000 to **New York** to plan a Wilson/Fish Project.
- $87,067 to the **United States Catholic Conference** for services in its Nevada Wilson/Fish project.

Citizenship and Naturalization Projects

ORR awarded $3,720,682 to 24 States for public information, outreach activities regarding naturalization and citizenship, and for English language and civics instruction for adult Eligible Legalized Aliens who have not met the requirements of Section 312 of the Immigration and Nationality Act for purposes of becoming naturalized as citizens of the United States. Guidance to States on the implementation of this provision was issued as part of the announcement of availability of funding on May 26, 1995.

Details of these awards are provided below:

State	Amount
Arizona	$35,629
California	2,229,954
Colorado	34,733
Florida	185,523
Georgia	14,781
Idaho	8,887
Illinois	236,241
Massachusetts	15,869
Maryland	2,580
Michigan	3,583
North Carolina	15,869
Nebraska	1,746
New Jersey	17,669
New Mexico	17,116
Nevada	29,689
New York	183,54
Ohio	20
Pennsylvania	9,905
Rhode Island	5,484
Texas	624,032
Utah	6.040
Virginia	12,020
Washington	25,720
Wisconsin	4,483

Program Monitoring

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

- Of 73,334 refugees enrolled in ORR-funded employment services (excluding targeted assistance funded services), 35,482 were placed in jobs during FY 1995 for an "entered employment rate" of 48.4 percent. The unit cost of employment services averaged $436 nationally. The per capita cost for job placement averaged $900 per individual.

- Sixty-seven percent of all refugees placed into employment retained their jobs for at least 90 days.

- The average hourly wage for refugees placed in employment through ORR-funded employment services,in FY 1995 was $5.71.

- Of 41,489 refugees enrolled in English language training classes during FY 1995 in 41 states, 21,004 or 50.6 percent completed at least one level of training. Average unit costs for ESL classes were $327; unit costs for completion of at least one level averaged $646.

- Data compiled from 32 states on refugee women's participation in employment services indicates women comprised 42.2% of participants in FY 1995. Thirty-four percent of participants placed in jobs were women.

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

Audits

In FY 1995, the results of audits conducted pursuant to the Single Audit Act of 1984 (Pub. L. No. 98-502) were issued to several States administering refugee programs. The findings are summarized below.

Arizona—The auditors recommended that procedures be developed to ensure (1) all costs reported and claimed are not of program income, (2) supporting documentation is maintained for all charges to the Federal programs, (3) all expenditure reports are currently prepared, (4) grant monies are used to reimburse only current year program expenditures, (5) subrecipient audit reports are received, reviewed, and appropriate follow-up action is taken in a timely manner, and (6) subgrantees maintain compliance with program regulations.

California—The auditors recommended that procedures be strengthened to ensure (1) that Federal financial reports are accurately completed and reconciled to the official accounting records, and (2) receipt of unaccompanied minors required progress and change of status reports.

Florida—The auditors recommended that (1) Federal reports contain all required information, are accurately completed and timely filed, (2) procedures be strengthened to ensure (a) that benefits are paid only to eligible participants, (b) adequate documentation of recipient eligibility; (3) procedures be developed and implemented to ensure (a) that reviews of unaccompanied minor's living arrangements and services are performed and documented on a timely basis, (b) only payroll cost pertaining to the operation of the program are claimed and (c) the administration of program income requirements for subrecipients be monitored.

Maine—The auditors found that the State had not taken any corrective action to audit reports citing subrecipient grant overpayment or questioned cost in Federal funds.

Minnesota—The auditors recommended procedures be strengthened to ensure funds are obligated and expended within the time frames specified by Federal regulations.

Nebraska—The auditors recommended procedures be strengthened to ensure Federal programs are charged only to the extent of the benefit received in accordance with Office of Management and Budget Circular A-87.

New York—The auditors recommended that New York continue to strengthen procedures over the review of the local district claims for allowability and consider expanding the number of presettlement reviews performed at the local districts.

South Carolina—The auditors recommended the return of the unexpended fund balance.

Tennessee—The auditors recommended procedures be strengthened to ensure all Federal reports are accurately prepared.

Texas—The auditors recommended that procedures be developed and implemented to ensure payroll costs are allocated equitably.

III. REFUGEES IN THE UNITED STATES

Population Profile

This section characterizes the refugees in the United States, focusing primarily on those who have entered since 1975. All tables referenced by number appear in Appendix A.[1]

Nationality of U.S. Refugee Population

Southeast Asians remain the largest category among recent refugee arrivals (refer to Table 2). Of the approximately two million refugees who have arrived in the U.S. since 1975, about 1.2 million have fled from nations of Southeast Asia. Vietnamese continue to be the majority group among the refugees from Southeast Asia, although the ethnic composition of the entering population has become more diverse over time. About 125,000 Vietnamese fled to America in 1975 when the Saigon government collapsed. Over the next four years, large numbers of boat people escaped from Southeast Asia and were admitted to the U.S. About 90 percent of these arrivals were Vietnamese. The Vietnamese share of the whole has declined gradually, however, especially since persons from Cambodia and Laos began to arrive in larger numbers in 1980.

No complete enumeration of any refugee population has been carried out since January, 1981, the last annual Alien Registration undertaken by the Immigration and Naturalization Service (INS). At that time, 72.3 percent of the Southeast Asians who registered were from Vietnam, 21.3 percent were from Laos, and 6.4 percent were from Cambodia. By the end of FY 1995, the Vietnamese (including Amerasians) made up 67 percent of the total population of arrivals from Southeast Asia, while 20 percent were from Laos, and 13 percent were from Cambodia. A little less than one-half of the refugees from Laos are from the highlands of that nation and are culturally distinct from the Lowland Lao. Small numbers also arrived from Thailand, Burma, Hong Kong, China, and the Philippines. In addition to these arrivals, approximately 152,000 Vietnamese and smaller numbers of Cambodians and Laotians were admitted as humanitarian parolees. Most of these arrivals were admitted to join other family members already residing in the U.S.

Beginning with FY 1983, refugees and entrants from five countries represented 80 percent of all arrivals (refer to Table 1). The Vietnamese (including Amerasians) remain the largest category of refugee arrivals (32 percent), followed by refugees from the republics of the former Soviet Union (27 percent), Laos (nine percent), Cuba (seven percent), and Cambodia (six percent). For FY 1995, refugees and entrants from five countries represented 91 percent of all arrivals. Four of the same five countries retained the largest share of refugee and entrant arrivals. Cuba moved into first place with 28 percent, followed by refugees from the republics of the former Soviet Union (27 percent), Vietnam, including Amerasians (25 percent), the former Yugoslavia (eight percent), and Laos (three percent).

Geographic Location of Refugees

Southeast Asian refugees have settled in every State and several territories of the United States (refer to Table 2). From FY 1975 through FY 1995, more Southeast Asians initially resettled in California than in any other State. For the same period, more non-Southeast Asians resettled in New York than in any other State. Illustration 1 highlights the rankings for both Southeast Asian and non-Southeast Asian arrivals by State of initial resettlement for the period FY 1975 through FY 1995. Illustration 2 highlights the rankings for all arrivals by State of initial resettlement for FY 1983 through FY 1995, and FY 1991 through FY 1995, respectively.

[1] This discussion does not include the 125,000 Cubans designated as "entrants" who arrived during the 1980 Mariel boatlift, and approximately 250,000 refugees admitted prior to FY 1983.

ILLUSTRATION 1 - Rankings for Southeast Asian and Non-Southeast Asian Arrivals by State of Initial Resettlement (FY 1975 - FY 1995)

State	S.E. Asian	Non-S.E. Asian	Total
California	1	2	1
Florida	-	3	3
Illinois	-	4	-
Minnesota	5	-	-
New York	4	1	2
Pennsylvania	-	5	-
Texas	2	-	4
Washington	3	-	5

ILLUSTRATION 2 - Rankings for Arrivals by State of Initial Resettlement for FY 1983 - FY 1995, and FY 1991 through FY 1995.

State	Arrivals for 1983 - 1995	Arrivals for 1991 - 1995
California	1	1
Florida	3	3
New York	2	2
Texas	4	4
Washington	5	5

In FY 1995, more entrants and refugees initially resettled in Florida than in any other State, followed by California, New York, Washington, and Texas (refer to Table 4). Eighty-two percent of the arrivals initially resettled in Florida were entrants from Cuba. The majority of refugees initially resettled in California were from Vietnam (49 percent), followed by refugees from the former Soviet Union (27 percent). Eighty percent of the refugees initially resettled in New York were from the former Soviet Union. In the State of Washington, refugees from the former Soviet Union (45 percent) and refugees from Vietnam (38 percent) made up the largest proportion. In Texas, refugees from Vietnam (62 percent) made up the largest proportion.

Secondary Migration

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

The Refugee Assistance Amendments of 1982 amended the Refugee Act of 1980 (section 412(a)(3)) requiring ORR to compile and maintain data on the secondary migration of refugees within the United States. ORR developed the Refugee State-of-Origin Report (ORR-11) and the current method of estimating secondary migration in 1983 in response to this directive. The principal use of such data is to allocate ORR social service funds to States. The most recent compilation was September 30, 1995.

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

States participating in the refugee program reported to ORR a summary tabulation of the first three digits of the social security numbers of the refugees currently receiving assistance or services in their programs as of September 30, 1995. Most States chose to report tabulations of refugees participating in their cash and medical assistance programs, in which the social security numbers are already part of the refugee's

record. Several States were able to add information on persons receiving only social services and not covered by cash and medical reporting systems.

Compilation of the tabulations submitted by all reporting States results in a 53 x 53 State (and territory) matrix which contains information on migration from each State to every other State. In effect, State A's report shows how many people have migrated in from other States, as well as how many people who were initially placed in State A are currently there. The reports from every other State, when combined, show how many people have left State A. The fact that the reports are based on current assistance or service populations means, of course, that coverage does not extend to all refugees who have entered since 1975. However, the bias of this method is toward refugees who have entered in the past three years, the portion of the refugee population of greatest concern to ORR. Available information also indicates that much of the secondary migration of refugees takes place during their first few years after arrival and that the refugee population becomes relatively stabilized in its geographic distribution after an initial adjustment period. The matrix of all possible pairs of in- and out-migration between States can be summarized into total in- and out-migration figures reported for each State (refer to Table 8).

Almost every State experienced both gains and losses through secondary migration. On balance, 20 States gained net population through secondary migration. The largest net gain was recorded by the State of Washington, with new in-migration of 2,380. The primary sources for the migration into Washington were California (686) and Oregon (283). Minnesota also recorded strong secondary migration, with net in-migration of 1,933. Florida and Iowa, with strong in-migration and little out-migration, recorded net gains of 636 and 527, respectively. California recorded the largest net loss due to migration, (2,447), followed by New York (693) and Texas (609).

Examination of the detailed State-by-State matrix showed three major migration patterns: a movement out of California into many other States, a strong movement into Washington from many other States, and a substantial amount of population exchange between contiguous or geographically close States. The first two patterns are consistent with the historical pattern of migration over the past five years and the third is predictable from general theories of migration.

Economic Adjustment

Overview

The Refugee Act of 1980, and the Refugee Assistance amendments enacted in 1982 and 1986, stress the achievement of employment and economic self-sufficiency by refugees as soon as possible after their arrival in the United States. This involves a balance among three elements: the employment potential of the refugees, including their skills, education, English language competence, health, and desire for work; the needs that they as individuals and members of families have for financial resources, whether for food, housing, or child-rearing; and the economic environment in which they settle, including the availability of jobs, housing, and other local resources. Past refugee surveys have found that the economic adjustment of refugees to the U.S. has been a successful and generally rapid process. During 1995, the process of refugee economic adjustment appears to have followed patterns similar to those of recent years, as discussed below.

Current Employment Status of Refugees

In 1995, ORR completed its 24th survey of a national sample of refugees, with data collected by Arrington Dixon and Associates, Inc. (ADAI). The sample was selected from the population of all refugees who arrived between May 1, 1990, through April 30, 1995. ADAI conducted a telephone interview with all refugees in the sample population who could be located. Survey questions related to the education, training, employment, and labor force participation of each adult member of the refugee household, as well as the family income of the entire household.

Prior to 1993, the annual survey was restricted to Southeast Asian refugees who had arrived during a five-year period ending approximately six months before the time of the interview. In 1993, the survey was expanded beyond the Southeast Asian refugee population to include refugee, Amerasian, and entrant arrivals from all regions of the world. Each year a random sample of new arrivals is identified and interviewed. In addition, refugees who had been included in the previous year's survey--but had not resided in the United States for more than five years--are again contacted and interviewed for the new survey. Thus, the survey continuously tracks the progress of a randomly selected sample of refugees over their initial five years in this country. This permits comparison of refugees arriving in different years, as well as the relative influence of experiential and environmental factors on refugee progress toward self-sufficiency across five years. Altogether, 1,827 households were contacted and interviewed this year.[1]

The 1995 survey indicates that both Southeast Asian and non-Southeast Asian refugees appear to find employment at a lower rate than the general population of the U.S., but that they also appear to improve their economic circumstances over time. To evaluate the economic progress of refugees, ORR used three common measures of employment effort: the employment-to-population ratio (or EPR); the labor force participation rate; and the unemployment rate.

Table 1 presents the EPR[2] in September, 1995 for refugees 16 and over in the five-year population. The survey found that the overall EPR for all refugees was over 42 percent (49.3 percent for males and 35.1 percent for females). These employment data are nearly seven percentage points higher than the EPR recorded in the 1994 survey and nine and one half percentage points higher than the EPR recorded in the 1993 survey. By contrast, the EPR for the U.S. population was 63.2 percent in the same month. It is not

[1] A technical description of the survey can be found on last page of this section.

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

TABLE 1 - Employment Status of Refugees by Year of Arrival and Sex

Year of Arrival	Employment Rate (EPR)			Labor Force Participation Rate			Unemployment Rate		
	All	Male	Female	All	Male	Female	All	Male	Female
1995	37.9%	48.6%	27.5%	52.6%	62.6%	42.3%	22.7%	27.7%	35.4%
1994	41.9	49.4	34.2	51.3	59.6	42.7	18.2	17.3	20.0
1993	37.6	44.4	30.9	45.8	53.7	37.8	17.9	17.4	18.5
1992	45.3	51.0	39.4	51.5	56.3	46.6	12.1	9.4	15.6
1991	44.4	51.5	37.2	50.2	58.5	41.7	11.5	12.0	10.8
1990	46.1	53.0	38.8	49.2	56.1	42.3	6.5	5.3	8.1
Total Sample	42.3	49.3	35.1	49.8	57.3	42.2	15.1	13.9	16.8
U.S. Rates	63.2	71.1	56.1	66.7	74.7	59.3	5.2	4.9	5.5

Note: As of October 1995. Not seasonally adjusted. Data refer to refugees 16 and over in the five-year sample population consisting of Amerasians, Entrants, and Refugees of all nationalities who arrived in the years 1990-1995.

surprising that the refugee EPR is lower than that of the general population, since the refugee sample population includes many refugees who have been in the country for only a short time and also excludes from the sample refugees who arrived before May, 1990 (who are more likely to be residing in self-sufficient households).

Although lower than that of the U.S. population as a whole, refugee employment appears to increase with each year of residence in the U.S. While the EPR of all 1995 refugee arrivals was only 37.9 percent, the EPR of refugees who had arrived in previous years was considerably higher, reaching 46.1 percent for refugees who arrived in 1990, i.e., a difference of 8.2 percent. From the 1995 data, ORR also calculated the labor force participation rate[3] for refugees 16 and over in the five-year population (refer to Table 1). This rate is closely related to the EPR, except it includes individuals looking for work as well as those currently employed. In September, 1995, the overall labor force participation rate for the five-year refugee population was near 50 percent (57.3 percent for males and 42.2 percent for females). Like the EPR, the labor force participation rate of refugees is lower than that of the U.S. population (66.7 percent). Unlike the EPR, however, the labor force participation rate showed little variation. The rate for 1995 arrivals (52.6 percent) versus 1990 arrivals (49.2 percent) only showed a difference of 3.4 percent.

Furthermore, it is instructive to compare employment measures for each year, i.e., 1990 through 1995 (refer to Table 1). For the 1995 arrivals, the EPR (individuals who are currently employed) was nearly 38 percent and the labor force participation rate (individuals looking for work as well as those currently employed) was nearly 53 percent. The difference (nearly 15 percent) is the proportion of the adult population seeking employment but unable to find it. The difference between the EPR and labor force participation is 9.4 percent for the 1994 arrivals, 8.2 percent for the 1993, 6.2 percent for the 1992 arrivals, 5.8 percent for the 1991 arrivals, and only 3.1 percent for the 1990 arrivals.

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

For all of the survey respondents, the difference between the EPR and labor force participation rate diminishes with time. Similarly, the unemployment rate[4] drops with time. The survey found that the unemployment rate for all refugees was over 15 percent (13.9 percent for males and 16.8 percent for females). For 1995 arrivals, the unemployment rate was nearly 28 percent. With each passing year, the unemployment rate dropped, i.e., 18.2 percent for 1994 arrivals, 17.9 percent for 1993 arrivals, 12.1 percent for 1992 arrivals, 11.5 percent for 1991 arrivals, and only 6.5 percent for 1990 arrivals. The unemployment rate for refugees in their fifth year of residence approximates the unemployment rate for the U.S. (5.2 percent) in the same survey month. However, by only focusing on aggregated data, important differences between refugee groups are obscured.

By disaggregating the data, the EPR, the labor force participation rate, and the unemployment rate provide additional insights into the economic adjustment of refugees. Table 2 reveals significant disparities between the employment rates of the seven refugee groups formed from the survey respondents[5]. The EPR for the seven refugee groups ranged from a high of 58.2 percent for Latin America to a low of 15.3 percent for Other Southeast Asia. The EPR for all but two refugee groups rose from the EPR reported in the 1994 survey. The EPR for Latin American rose by 1.2 percent, for the Middle East by 14.1 percent, for the former Soviet Union by 1.3 percent, for Vietnam by 12.1 percent, and for Other Southeast Asia by 3.6 percent. The EPR

TABLE 2 - Employment Status of Selected Refugee Groups by Sex

Employment Measure	Africa	Latin America	Middle East	Eastern Europe	Former Soviet Union	Vietnam	Other S.E. Asia	All
Employment-to-Population Ratio (EPR)	31.9%	58.2%	37.7%	44.2%	37.2%	47.0%	15.3%	42.3%
-Males	38.1%	69.4%	50.0%	66.7%	44.7%	51.4%	19.1%	49.3%
-Females	24.9%	42.1%	20.1%	23.8%	30.8%	42.5%	11.2%	35.1%
Worked at any point since arrival	39.8	66.2	38.9	45.2	42.1	48.7	16.1	45.5
-Males	39.1	78.1	50.0	67.7	49.4	53.1	19.6	52.3
-Females	40.6	49.3	22.9	24.7	35.8	44.0	12.2	38.6
Labor Force Participation Rate	38.9	69.2	40.3	55.7	52.5	50.0	17.0	49.8
-Males	43.4	80.1	54.0	77.4	60.7	55.3	21.9	57.3
-Females	34.7	52.7	20.6	35.9	45.5	44.6	11.7	42.2
Unemployment Rate	18.3	15.8	6.3	20.4	29.1	6.0	10.3	15.1
-Males	12.2	13.7	8.0	13.8	26.4	7.1	12.8	13.9
-Females	29.4	20.6	0.0	33.3	32.1	4.6	5.3	16.8

Note: As of October 1995. Not seasonally adjusted. Data refer to refugees 16 and over in the five-year sample population consisting of Amerasians, Entrants, and Refugees of all nationalities who arrived in the years 1990-1995.

[4] The **unemployment rate** is a measure of the proportion of persons looking for work. Specifically, it is the ratio of the total number of adults age 16 and over who are looking for work to the total number of adults age 16 and older in the labor force, expressed as a percentage. (See footnote on above for explanation on labor force.)

[5] The seven refugee groups are derived from the following countries or regions: Vietnam (including Amerasians), Other Southeast Asia, the former Soviet Union, Eastern Europe, Africa, the Middle East, and Latin America (Cuba and Haiti). The category "Other Southeast Asian" consists of Laotians, (including Hmong), Cambodians, and Burmese.

for Africa fell by 7.7 percent and the EPR for Eastern Europe fell by 8.7 percent.

Table 2 also reveals similar disparities for the labor force participation rate among the seven refugee groups formed from the survey respondents. The labor force participation rate ranged from 69.2 percent for Latin America to 17.0 percent for Other Southeast Asia. The unemployment rate ranged from a low of 6.0 percent for Vietnam to a high of 29.1 percent for the former Soviet Union. These findings are consistent with the labor force participation rate (71.2 percent for Latin America and 20.2 percent for Other Southeast Asia) and unemployment rate (4.0 percent for Vietnam and 29.7 for the former Soviet Union) reported in the 1994 survey. As previously stated, the difference between the EPR and the labor force participation rate is the proportion of the adult population seeking employment but unable to find it. Where the difference between the two employment measures is small, the associated unemployment rate tends to be small (which suggests that some refugee groups may not actively be looking for work).

Table 2 also presents the proportion of refugees who have ever held employment since arrival in the U.S. Overall, the proportion of refugees currently working is about 93 percent of the refugees who have ever worked (ranging from a low of 80 percent for Africa to a high of 98 percent for Eastern Europe). The comparable figure for 1994 is 87 percent (ranging from a low of 65 percent for Other Southeast Asia to a high of 96 percent for Africa). There continue to be some significant disparities among refugee groups. The group from Latin America exhibited the highest rate of employment since arrival (66.2 percent) followed by Vietnam (48.7 percent) and refugees from Eastern Europe (45 percent). The group from Other Southeast Asia exhibited the lowest rate of employment since arrival (16.1 percent). The remaining groups entered into employment at a rate of approximately 40 percent. Like the 1994 survey, there were no large disparities between the rate of current employment and employment since arrival.

Further disaggregation of the data by sex provides another vantage point relative to the employment status of refugees (refer to Table 2). Overall, the EPR for males was 49.3 percent versus 35.1 percent for females. The biggest disparity within refugee groups was for Eastern Europe and the Middle East. The EPR and labor force participation rate for males versus females from Eastern Europe was 42.9 percent and 41.5 percent higher, respectively. The unemployment rate was 13.8 percent for males versus 33.3 percent for females. The EPR and labor force participation rate for males versus females from the Middle East was 29.9 percent and 33.4 percent higher, respectively. The unemployment rate was eight percent for males versus zero for females.

The survey also asked working age refugees why they were not looking for employment. Attending school accounted for the largest proportion (35 percent), followed by poor health or handicap (33 percent), followed by limited English (18 percent). Another 14 percent responded that child care or other family responsibilities kept them from looking for work. Of that 14 percent, males represented 15 percent and females represented 85 percent.

Factors Affecting Employment Status

Achieving economic self-sufficiency is based on the employment prospects of adult refugees, which hinges on a mixture of refugee skills, family size and composition (e.g., number of dependents to support), job opportunities, and the resources available in the communities in which refugees resettle. The occupational and educational skills that refugees bring with them to the United States also influence their prospects for self-sufficiency.

The average number of years of education for all 1995 arrivals was ten and one half (refer to Table 3). The level of education prior to arrival has risen sharply over the past decade, most probably due to a significant increase in the proportion of refugees from the former Soviet Union. The 1995 survey revealed a pronounced disparity between the educational backgrounds among the

seven refugee groups formed from the survey respondents. The average years of education was highest for the former Soviet Union (12.5 years) and lowest for Other Southeast Asia (4.2 years). By combining high school, technical school, and university degrees, again, the former Soviet Union (approximately 79 percent) ranks highest for education while Other Southeast Asian (approximately 12 percent) ranks the lowest.

Although refugees from the Middle East (49 percent) and Other Southeast Asia (65 percent) showed the largest proportion for no formal education before arriving in the U.S., they rank relatively high for attending school since arriving in the U.S. and hold the top two positions for degrees received. Eastern Europe shows the highest proportion for high school attendance (14 percent). Other Southeast Asia shows the highest proportion for attempting to earn an Associate Degree (7 percent). And, the Middle East shows the highest proportion for attempting to earn a Bachelor's Degree (11 percent). It should be noted that even though the survey asks how many years of schooling and what was the highest degree or certificate obtained prior to coming to the U.S., the correspondence between years of school and degrees or certifications among different countries is not necessarily the same. Consequently, some degree of caution is necessary when interpreting education statistics.

English language proficiency is another factor crucial to economic self-sufficiency (refer to Table 4). In this year's survey, less than three percent of 1995 arrivals indicated that they spoke English well or fluently (at the time of arrival), 36 percent indicated that they did not speak English well, while 61 percent claimed they spoke no English at all. Following U.S. arrival, the proportion of refugees that do not speak English or do not speak English well declines with each passing year, while the proportion of refugees that speak English well or fluently increases with each passing year. However, the rate of change is relatively slow. The importance of English language proficiency can be gauged by comparing the ability to speak English (at the time of arrival) and the associated EPR. For all of the survey respondents, those who claimed that they spoke no English had an EPR of 36 percent; those who claimed that they did not speak English well had an EPR of 50 percent; and, those who claimed that they spoke English well or fluently had an EPR of 60 percent.

TABLE 3 - Educational and English Proficiency Characteristics of Selected Refugee Groups

Education and Language Proficiency	Africa	Latin America	Middle East	Eastern Europe	Former Soviet Union	Vietnam	Other S.E. Asia	All
Average Years of Education before U.S.	9.7	10.1	9.9	10.6	12.5	9.9	4.2	10.5
Highest Degree before U.S.								
None	36.0%	31.9%	49.4%	18.2%	1.5%	34.3%	64.8%	26.6%
Primary School	3.8	16.1	1.1	17.3	9.7	8.0	11.2	9.2
Secondary School	48.0	20.2	35.9	27.5	23.9	45.7	10.2	34.3
Technical School	0.0	12.2	4.4	18.6	22.5	.9	.9	8.7
University Degree	1.9	13.4	7.9	15.3	32.9	4.8	.6	13.7
Medical Degree	0.0	1.3	.6	1.6	3.4	.2	.3	1.3
Attended School/University (since U.S.)	21.9	6.7	36.1	15.3	20.7	25.0	18.8	21.9
Attended School/University (since U.S.) for degree/certificate	19.5	6.6	23.9	12.0	17.8	21.2	13.6	18.3
High School	9.5	5.5	11.6	13.5	5.5	6.9	6.4	6.8
Associate Degree	0.0	.2	.4	0.0	3.8	2.9	7.0	2.9
Bachelor's Degree	8.3	.3	11.0	.5	5.9	7.9	0.0	6.1
Master's/Doctorate	0.0	.3	0.0	0.0	1.7	1.1	0.0	1.0
Professional Degree	0.0	0.0	.4	0.0	.1	.9	0.0	.4
Other	1.7	0.0	0.0	0.0	.3	.1	1.1	.2
Degree Received	4.5	2.8	8.9	2.8	2.1	2.1	8.0	2.9
At Time of Arrival								
Percent Speaking no English	39.3	61.6	54.1	68.5	65.3	55.5	68.1	59.3
Percent Not Speaking English Well	33.9	29.2	37.3	19.7	25.3	39.2	25.6	32.7
Percent Speaking English Well or Fluently	24.4	7.0	8.6	11.4	8.8	5.2	4.9	7.4
At Time of Survey								
Percent Speaking no English	16.0	17.3	13.6	14.2	16.8	10.8	30.6	14.7
Percent Not Speaking English Well	13.6	41.6	34.9	46.0	35.3	51.1	47.8	43.4
Percent Speaking English Well or Fluently	66.7	38.8	51.5	39.4	47.6	37.5	20.2	41.2

Note: Data refer to refugees 16 and over in the five-year sample population consisting of Amerasians, Entrants, and Refugees of all nationalities who arrived in the years 1990-1995. These figures refer to self-reported characteristics of refugees. Professional degree refers to a law degree or medical degree.

TABLE 4 - English Proficiency and Associated EPR by Year of Arrival

Year of Arrival	Percent Speaking No English (EPR)	Percent Not Speaking English Well (EPR)	Percent Speaking English Well or Fluently (EPR)
At Time of Arrival			
1995	61.1 (31.9)	36.4 (48.9)	2.5 (24.9)
1994	60.1 (34.4)	32.9 (54.5)	6.1 (53.6)
1993	59.5 (30.8)	31.6 (46.3)	7.9 (58.8)
1992	59.2 (38.4)	31.7 (52.5)	8.5 (68.3)
1991	59.5 (40.9)	33.0 (49.1)	7.2 (54.2)
1990	55.6 (43.4)	33.8 (43.6)	10.4 (69.2)
Total Sample	59.3 (36.3)	32.7 (49.8)	7.4 (60.0)
At Time of Survey			
1995	27.1 (17.7)	57.2 (44.2)	15.0 (47.8)
1994	18.4 (20.1)	51.5 (43.1)	29.1 (55.1)
1993	16.3 (9.3)	44.7 (38.2)	37.7 (49.9)
1992	10.4 (14.4)	36.6 (39.8)	52.5 (55.7)
1991	10.7 (23.8)	35.5 (43.5)	53.2 (48.6)
1990	10.1 (15.2)	41.5 (41.8)	48.2 (56.4)
Total Sample	14.7 (16.5)	43.4 (41.5)	41.2 (52.9)

Note: As of October 1995. Not seasonally adjusted. Data refer to refugees 16 and over in the five-year sample population consisting of Amerasians, Entrants, and Refugees of all nationalities who arrived in the years 1990-1995. These figures refer to self-reported characteristics of refugees.

Alternatively, less than 15 percent of 1995 arrivals indicated that they spoke English well or fluently (at the time of the survey), 57 percent indicated that they did not speak English well, while 27 percent claimed they spoke no English at all. The proportion of refugees that do not speak English decreases with each passing year. Put differently, with the passage of time, many refugees that do not speak English shift into the number of refugees who do not speak English well and finally into the number of refugees who speak English well or fluently. By comparing English language proficiency at the time of arrival versus at the time of the survey, the rate of change from no proficiency to some proficiency to fluency does not appear to be so slow. Again, the importance of English language proficiency can be gauged by comparing the ability to speak English (at the time of the survey) and the associated EPR. For all of the survey respondents, those who claimed that they spoke no English had an EPR of 17 percent; those who claimed that they did not speak English well had an EPR of 42 percent; and, those who claimed that they spoke English well or fluently had an EPR of 53 percent.

It appears that English Language Training (ELT) was effective. The survey found that 56 percent of all survey respondents had received some amount of ELT. Table 5 details the amount of ELT relative to English proficiency for three groups (with different levels of attendance). Note that the raw (weighted) number is given for each time period and for each group to help look behind the percentages. For refugees that attended ELT classes every day, those who speak no English show a total percentage of seven percent as opposed to those who speak English well or fluently (43 percent). Nearly the same percentages are repeated for refugees that received ELT classes two to six times per week. For classes that met only one time per week, refugees that do not speak English jumps to 26 percent whereas refugees who speak English well or fluently drops to 23 percent.

TABLE 5 - English Proficiency (at time of survey) and Associated ELT (since arrival)

Length of English Language Training	Percent Speaking No English	Percent Not Speaking English Well	Percent Speaking English Well or Fluently
Classes Met Every Day			
0.5 Years (N = 489)	9.7%	54.7%	35.3%
1.0 Years (N = 476)	5.5	49.7	44.7
1.5 Years (N = 55)	9.3	67.4	23.3
2.0 Years (N = 85)	6.4	33.1	58.8
2.5 Years (N = 32)	3.6	27.4	69.0
3.0 Years (N = 33)	12.0	40.2	47.8
3.5 Years (N = 13)	0.0	0.0	100.0
4.0 Years (N = 21)	0.0	31.3	68.7
> 4 Years (N = 18)	0.0	29.6	70.4
(Total N = 1,325)*			
Total Sample	7.3	49.4	43.0
Classes Met 2 - 6 Times Per Week			
0.5 Years (N = 844)	10.5	47.8	41.7
1.0 Years (N = 494)	4.4	50.5	45.2
1.5 Years (N = 106)	8.3	52.4	39.4
2.0 Years (N = 124)	8.3	51.9	39.8
2.5 Years (N = 43)	0.0	31.9	68.1
3.0 Years (N = 31)	24.5	40.2	35.3
3.5 Years (N = 10)	20.6	11.1	68.3
4.0 Years (N = 55)	0.0	31.0	69.0
> 4 Years (N = 20)	8.9	17.4	73.7
(Total N = 1,807)*			
Total Sample	7.9	48.5	43.6
Classes Met 1 Time Per Week			
0.5 Years (N = 35)	24.3	46.1	29.6
1.0 Years (N = 21)	35.1	51.5	13.4
1.5 Years (N = 8)	35.3	64.7	0.0
2.0 Years (N = 2)	47.5	52.5	0.0
2.5 Years (N = 0)	N/A	N/A	N/A
3.0 Years (N = 3)	0.0	31.9	68.1
3.5 Years (N = 0)	N/A	N/A	N/A
4.0 Years (N = 3)	0.0	40.0	60.0
> 4 Years (N = 0)	N/A	N/A	N/A
(Total N = 86)*			
Total Sample	25.9	51.0	23.1

*Total N includes all answer categories including missing or unknown.

Note: Data refer to refugees 16 and over in the five-year sample population consisting of Amerasians, Entrants, and Refugees of all nationalities who arrived in the years 1990-1995. These figures refer to self-reported characteristics of refugees.

Since arrival into the U.S., refugees from the former Soviet Union (74 percent) followed by Eastern Europe (63 percent) have utilized ELT outside of high school the most, whereas Latin America (31 percent) and Africa (35 percent) have utilized ELT the least (refer to Table 6). ELT continues long after arrival for many refugees. From 1991 through 1995, ELT utilization (outside of high school) for all refugee groups remained over 50 percent. Only in 1990 was ELT utilization outside of high school less (47 percent). The overall proportion is 56 percent. Other Southeast Asia (31 percent) and Eastern Europe (27 percent) are attending ELT outside of high school the most whereas Latin America (nine percent) and Africa (14 percent) are attending ELT the least.

TABLE 6 - Service Utilization by Selected Refugee Groups and for Year of Arrival

Type of Service Utilization	Africa	Latin America	Middle East	Eastern Europe	Former Soviet Union	Vietnam	Other S.E Asia	All
ELT since arrival Inside High School	1.3%	0.6%	5.2%	2.2%	3.0%	8.0%	4.0%	5.1%
ELT since arrival Outside of High School	34.8	31.1	41.7	63.4	73.5	53.2	48.0	56.0
Job training since arrival	4.2	3.6	0.0	7.9	19.2	5.5	7.8	9.2
Currently attending ELT Inside High School	1.3	0.6	5.2	2.2	3.0	7.9	4.0	5.1
Currently attending ELT Outside of High School	13.8	9.1	19.6	26.7	19.9	26.1	30.5	22.4
Type of Service Utilization by Year of Arrival		**1995**	**1994**	**1993**	**1992**	**1991**	**1990**	**All**
ELT since arrival Inside High School		1.0%	3.0%	4.1%	7.2%	7.1%	7.4%	5.1%
ELT since arrival Outside of High School		51.7	59.6	57.6	55.0	57.5	46.9	56.0
Job training since arrival		6.0	7.9	8.2	11.3	11.5	8.2	9.2
Currently attending ELT Inside High School		1.0	3.0	4.1	7.2	7.1	7.1	5.1
Currently attending ELT Outside of High School		32.5	26.3	23.3	19.4	21.2	13.5	22.4

Note: Data refer to refugees 16 and over in the five-year sample population consisting of Amerasians, Entrants, and Refugees of all nationalities who arrived in the years 1990-1995. In order that English language training (ELT) not be confused with English high school instruction, statistics for both populations are given.

The proportion of refugees who are currently in ELT is 22 percent. Nearly 33 percent of refugees who arrived in the U.S. in 1995 were currently attending ELT. For refugees who arrived in the U.S. five years earlier, the rate dropped to less than 14 percent. Refugees from Other Southeast Asia (31 percent) followed by Eastern Europe (27 percent) and Vietnam (26 percent) ranked the highest. Latin American (nine percent) and Africa (14 percent) ranked the lowest.

The proportion of refugees who have attended job training classes appears to lag far behind ELT (refer to Table 6). Only six percent of refugees who arrived in the U.S. in 1995 had received some job training, compared with 56 percent receiving ELT. With time, refugees appear to receive more job training. For refugees who arrived in the U.S. four years earlier, nearly twelve percent had received some job training. Refugees from the former Soviet Union had received the greatest amount of job training since arrival (19 percent) versus refugees from the Middle East who had received none.

Other Economic Indicators

The earnings of employed refugees appears to rise with length of residence in the United States (refer to Table 7). For 1995 arrivals, the average hourly wage was $6.17 per hour. For 1990 arrivals, the average hourly wage had risen to $7.14 per hour (an increase of 16 percent). The overall hourly wage of employed refugees in the five-year population was $6.77 (down from $7.03 reported in the 1994 survey). The median wage for all full-time hourly workers in the U.S. for the fourth quarter of 1995 was $8.17 per hour. The average weekly earnings for full-time salaried workers in the U.S. in 1995 was about $12.10 per hour. The number of refugees who reported home ownership also appears to rise with length of residence. Whereas less than four percent of 1995 arrivals reported home ownership, nearly 15 percent of 1990 arrivals reported home ownership.

TABLE 7 - Hourly Wages and Home Ownership for Year of Arrival

Year of Arrival	Hourly Wages of Employed	Own Home or Apartment	Rent Home Or Apartment
1995	$6.17	3.8%	94.5%
1994	6.09	3.4	95.0
1993	6.72	4.2	92.9
1992	6.90	9.5	89.9
1991	7.53	13.5	84.0
1990	7.14	14.8	83.4
Total Sample	6.77	7.8	90.4

Note: Data refer to refugees 16 and over in the five-year sample population consisting of Amerasians, Entrants, and Refugees of all nationalities who arrived in the years 1990-1995. These figures refer to self-reported characteristics of refugees.

Medical Coverage

Overall, 25.5 percent of adult refugees who arrived in the United States during the five-year period lacked medical coverage of any kind throughout the year preceding the survey (refer to Table 8). This proportion varied widely among the five refugee groups, from a low of about three percent for the group from the former Soviet Union to a high of 40 percent for Vietnam. Refugees from the former Soviet Union were the most likely to have medical coverage through employment (25.6 percent) where as the group from Other Southeast Asia were the least likely to have medical coverage through employment (3.9 percent). Medical coverage through Medicaid or RMA was highest for Eastern Europe (66.5 percent) and lowest for Latin America (20.7 percent).

TABLE 8 - Source of Medical Coverage for Selected Refugee Groups and for Year of Arrival

Source of Medical Coverage	Africa	Latin America	Middle East	Eastern Europe	Former Soviet Union	Vietnam	Other S.E.Asia	All
No Medical Coverage in any of past 12 months	26.0%	34.4%	21.1%	10.0%	2.8%	39.5%	23.5%	25.5%
Medical Coverage through employer	10.1	13.3	6.6	21.0	25.6	19.3	3.9	18.9
Medicaid or RMA	49.7	20.7	61.6	66.5	58.8	35.5	48.1	44.2
Source of Medical Coverage by Year of Arrival		**1995**	**1994**	**1993**	**1992**	**1991**	**1990**	**All**
No Medical Coverage in any of past 12 months		24.1%	27.9%	29.2%	18.8%	24.9%	27.2%	25.5%
Medical Coverage through Employer		8.4	13.9	15.5	24.4	23.6	24.7	18.9
Medicaid or RMA		66.2	49.3	44.1	44.4	36.1	33.1	44.2

Note: As of October 1995. Data refer to refugees 16 and over in the five-year sample population consisting of Amerasians, Entrants, and Refugees of all nationalities who arrived in the years 1990-1995.

The proportion of refugees without medical coverage (averaging close to 25 percent) varied little by year of arrival. However, refugees who arrived in 1992 (19 percent) were more likely to have medical coverage than during any other period. These rates are much higher than those reported in the 1994 survey. As a general rule, medical coverage through employment increases with time in the U.S., and medical coverage through government aid programs declines with time in the U.S. Overall, 19 percent of the refugees surveyed had medical coverage through employment and 44 percent had medical coverage through Medicaid or RMA. Medical coverage through employment rose from 8 percent for refugees who arrived in 1995 to 25 percent for refugees who arrived in 1990. And, medical coverage through Medicaid or RMA dropped from 66 percent for refugees who arrived in 1995 to 33 percent for refugees who arrived in 1990. However, even after five full years of residence, more adult refugees are covered through government aid programs than through an employer.

Economic Self-Sufficiency

Table 9 details the economic self-sufficiency of the five-year sample population of the 1995 survey. Overall, about 37 percent of all refugee households in the United States for five years or less had achieved economic self-sufficiency by October 1995 (up from 31 percent reported in the 1994 survey). An additional 22 percent had achieved partial independence, with household income a mix of earnings and public assistance (up from 13 percent reported in the 1994 survey).

For about 34 percent of refugee households, however, income in 1995 consisted entirely of public assistance (matching the 34 percent reported in the 1994 survey).

TABLE 9 - Dependency and Self-Sufficiency of Refugee Households by Year of Arrival

Ethnic Group	Year of Arrival	Public Assistance Only	Both Public Assistance and Earnings	Earnings Only
S.E. Asians	1995	27.8%	47.8%	10.6%
All Others		28.5	16.5	29.5
S.E. Asians	1994	28.8	40.6	23.2
All Others		37.7	19.1	36.6
S.E. Asians	1993	27.6	21.0	38.8
All Others		42.8	14.8	32.6
S.E. Asians	1992	27.4	28.7	34.9
All Others		33.0	16.1	43.9
S.E. Asians	1991	28.6	18.4	46.4
All Others		25.3	25.0	39.6
S.E. Asians	1990	20.4	21.3	40.9
All Others		13.7	19.3	63.5
S.E. Asians	1990 - 1995	26.9	27.1	35.4
All Others	1990 - 1995	33.6	18.3	38.6
All Groups	1990 - 1995	30.8%	22.0%	37.3%

Note: Data refer to refugees 16 and over in the five-year sample population consisting of Amerasians, Entrants, and Refugees of all nationalities who arrived in the years 1990-1995. Refugee households with neither earnings nor assistance are excluded.

The gap between economic independence for Southeast Asian versus non-Southeast Asian households appears to be diminishing. Over 35 percent of Southeast Asian households were entirely self sufficient compared to less than 39 percent for non-Southeast Asian households. The difference between the two groups in the 1994 survey was 13 percent (23 percent for Southeast Asians and 36 percent for non-Southeast Asians) compared to approximately three percent in the 1995 survey. Differences between the 1994 and 1995 surveys with respect to partial and complete dependence indicates that Southeast Asian households are moving away from complete dependence to partial dependence whereas non-Southeast Asians show a modest increase in both complete and partial dependence.

With time, refugee households progress towards self-sufficiency. Progress appears to take place more quickly for non-Southeast Asian households. For non-Southeast Asian households who arrived in the U.S. in 1995, 30 percent reported that they were self-sufficient. For refugees that entered five years earlier, the percentage more than doubled to 64 percent. For the Southeast Asian households, the trend is stronger still, i.e., from 11 percent in 1995 to 41 percent in 1990. Equally noteworthy are the percentages associated with complete dependence (which are nearly equal in 1995). Over time, complete dependence falls by nearly 15 percent for non-Southeast Asian households (from 29 percent in 1995 to 14 percent in 1990). However, for Southeast Asian households, complete dependence only falls by seven percent (from less than 28 percent in 1995 to more than 20 percent in 1990).

Table 10 details several household characteristics by type of income. Households that receive no cash assistance average 3.8 members with 2.0 wage earners. Households receiving cash assistance average 4.3 members and no wage earners, while those with a mix of earnings and assistance income average 5.0 members and 1.6 wage earners. A child under the age of six was present in 27 percent of welfare dependent households and households with a mix of earnings and assistance. A child under the age of six was present in 22 percent of self-sufficient households.

English language proficiency was higher in families with earnings only and lower in families with assistance only. Approximately 11 percent of all refugee households dependent solely on public assistance contained one or more persons fluent in English. In contrast, about 17 percent of households with a mix of earnings and assistance reported at least one fluent English speaker. An even higher proportion of households with earnings income only (22 percent) reported at least one fluent English speaker.

TABLE 10 - Characteristics of Households by Type of Income

Household Characteristics Sample	Refugee Households with: Public Assistance Only	Both Public Assistance and Earnings	Earnings Only	Total
Average Household Size	4.3	5.0	3.8	4.1
Average Number of wage earners per household	0.0	1.6	2.0	1.2
Percent of households with at least one member:				
Under the age of 6	27.2%	27.7%	22.0%	24.4%
Under the age of 16	54.6	67.6	53.3	56.8
Fluent English Speaker	10.9	16.5	22.0	17.2

Note: Data refer to refugees 16 and over in the five-year sample population consisting of Amerasians, Entrants, and Refugees of all nationalities who arrived in the years 1990-1995. Refugee households with neither earnings or assistance are excluded.

Welfare Utilization

The 1995 survey showed that welfare utilization varied considerably among refugee groups. Table 11 presents welfare utilization data on the households of the seven refugee groups formed from survey respondents. Non-cash assistance was generally higher than cash assistance, probably because Medicaid, food stamp, and housing assistance programs, though available to cash assistance households, are also available to households with low-income workers. Sixty percent of refugee households reported receiving food stamps in the previous 12 months, nearly the same as the year before (61 percent). Utilization ranged from a high of 82 percent for the group from Other Southeast Asia to a low of 40 percent for Latin America (similar to the 1994 survey). Forty-four percent of all refugees reported that their medical coverage was through low-income medical assistance programs (Medicaid or RMA), compared to 51 percent reported in the 1994 survey. Utilization of government medical assistance programs this year ranged from a low of 21 percent for Latin America to a high of 76 percent for Eastern Europe. Fourteen percent of refugee households reported that they lived in public housing projects (the same proportion reported the previous year).

Fifty-five percent of refugee households had received some kind of cash assistance in at least one of the past 12 months. This represents an increase of only one percent from 1994, but an increase of approximately six percent from 1993. This rise in refugee welfare utilization contrasts with the trend in refugee employment (refer to Table 1 and Table 2). The EPR reported in the 1995 survey was 42 percent versus 35 percent in the 1994 survey versus 33 percent in the 1993 survey. Overall, receipt of any type of cash assistance was highest for the group from Other Southeast Asia (85 percent) and lowest for Latin America (16 percent).

Seventeen percent of all refugee households had received AFDC in the last 12 months, ten percent less than what was reported in the 1994 survey and six percent less than what was reported in the 1993 survey. Utilization ranged from a high of 70 percent for Other Southeast Asia to a low of three percent for Eastern Europe and Africa. AFDC for Latin America was only four percent. Little more than two percent of sampled households received RCA in 1995, most probably due to its time limitation.

Twenty-two percent of refugee households had at least one household member who received Supplemental Security Income (SSI) in the past twelve months. This rate is up slightly from the rates reported in previous surveys (20 percent in 1994 and 19 percent in 1993). Utilization varied largely according to the number of refugees over age 65. Refugees from the former Soviet Union were found to utilize SSI most often. With about 11 percent of their five-year population aged 65 or over, 34 percent of their households received SSI. By contrast, not one other refugee group had more than two percent of their five-year population aged 65 or over. The median age for the seven refugee groups ranged from a low of 13 years for Other Southeast Asia to 34 years for the former Soviet Union.

TABLE 11 - Public Assistance Utilization of Selected Refugee Groups

Type of Public Assistance	Africa	Latin America	Middle East	Eastern Europe	Former Soviet Union	Vietnam	Other S.E.Asia	All
Cash Assistance								
Any Type of Cash Assistance	40.8%	16.0%	62.6%	37.8%	67.0%	53.3%	85.4%	55.1%
AFDC	3.2	3.6	7.7	3.0	12.2	20.9	69.5	17.0
RCA	1.4	1.5	3.3	3.7	0.1	3.9	2.4	2.1
SSI	4.4	8.9	6.5	4.4	33.6	19.5	24.1	21.8
General Assistance	33.2	4.1	48.8	30.5	33.2	16.0	13.2	23.0
Non-cash Assistance								
Medicaid or RMA	49.7	20.7	61.6	66.5	58.8	35.5	48.1	44.2
Food Stamps	51.0	39.7	55.9	66.0	65.4	59.3	81.6	60.3
Housing	16.3	14.7	24.2	8.3	11.4	12.8	28.4	13.9

Note: Data refer to refugees 16 and over in the five-year sample population consisting of Amerasians, Entrants, and Refugees of all nationalities who arrived in the years 1990-1995. Medicaid and RMA data refer to adult refugees age 16 and over. All other data refer to refugee households and not individuals. Many households receive more than one type of assistance.

General Assistance (also called General Relief or Home Relief in some States) is a form of cash assistance funded entirely with State or local funds. It generally provides assistance to single persons, childless couples, and families with children that are not eligible for AFDC. The 1993 survey reported that about four percent of refugee households received some form of GA during the past twelve months compared to the 1994 survey that reported 11 percent compared to the 1995 survey that reports 23 percent. Refugees from the Middle East showed the highest utilization rate (49 percent) followed by Africa and the former Soviet Union (33 percent). Parenthetically, refugee households with a relatively low proportion of families with minor children and without an earner must depend on Home Relief rather than AFDC. Refugees from the former Soviet Union initially resettled in New York are a case in point (discussed in more detail below). Latin America showed the lowest utilization rate (four percent). The lack of utilization by refugees from Latin America may be related to their concentration in Florida, which has no General Assistance program (also, discussed in more detail below).

Receipt of employment-related services, e.g., ELT and job training, and receipt of welfare was not consistent across refugee groups. Refugees from the former Soviet Union demonstrated high employment-related services and high welfare utilization. Eastern Europe demonstrated high employment-related services, but relatively low welfare utilization. Latin America demonstrated relatively low employment-related services and low welfare utilization. The relationship between employment, i.e., EPR, and receipt of welfare was not entirely consistent either. Refugees from Latin America demonstrated the lowest welfare utilization and the highest EPR followed by refugees from Eastern Europe who showed the second lowest welfare utilization (for cash assistance), but the third highest EPR. Other Southeast Asia demonstrated the highest welfare utilization and the lowest EPR. Refugees from the Middle East and the former Soviet Union demonstrated relatively high welfare utilization rates, but a relatively low EPR. Africa demonstrated both a relatively low welfare utilization rate and low EPR, whereas Vietnam demonstrated both a relatively high welfare utilization rate and EPR.

Employment and Welfare Utilization Rates by State

The 1995 survey also reported welfare utilization and employment rate by State of residence. Table 12 shows the EPR and utilization rates for various types of welfare for twenty States, as well as the nation as a whole. Unlike Table 11, which computes welfare utilization rates for entire households, Table 12 presents data on utilization by individual refugees (including children).

The EPR was generally low where the number of individuals receiving welfare was high and high where welfare utilization is low. For example, Missouri had the highest EPR (76 percent) and the fourth smallest amount of cash assistance (19 percent) followed by Maryland that had the second highest EPR (70 percent) and the smallest amount of cash assistance (12 percent). Florida had the fifth highest EPR (57 percent) and the third smallest amount of cash assistance (14 percent). Alternatively, Wisconsin had the lowest EPR (24 percent) and second highest amount of cash assistance (63 percent) followed by California that had the second lowest EPR (31 percent) and the third highest amount of cash assistance. Both New York and Washington had the third lowest EPR (31 percent) and the fifth and fourth highest amount of cash assistance (54 percent). Minnesota had the fourth lowest EPR (34 percent), but the highest amount of cash assistance (70 percent).

Wisconsin, followed by Minnesota, California, and Washington showed the highest proportion of AFDC utilization (51, 45, 27, and 24 percent, respectively). Georgia, followed by Virginia, Texas, and California showed the highest proportion of RCA utilization (15, 4, 4, and 2 percent, respectively). Massachusetts, followed by Ohio, New York, and Colorado showed the highest proportion of SSI utilization (20, 17, 16, and 12 percent, respectively). New York, followed by Ohio, Washington, and Texas showed the highest GA utilization (34, 22, 22, and 20 percent respectively).

It is interesting to note the change in rate of welfare utilization that results from substituting individuals for households as the unit of analysis (the difference between the utilization rates reported in Table 11 and Table 12). The utilization rate for individuals receiving AFDC was 15 percent versus 17 percent for households. The utilization rate for individuals as well as households receiving RCA was two percent. The utilization rate for individuals receiving GA was 16 percent versus 23 percent for households. Most notable is the drop in SSI: The utilization rate for individuals receiving SSI was eight percent versus 22 percent for households. Finally, the overall welfare utilization rate for refugee individuals (41 percent) was 14 percent lower than the total welfare utilization rate for refugee households. As a general rule, measuring welfare utilization by household tends to inflate the utilization rate somewhat because households are counted as dependent on welfare even if only one member of a large family received any type of assistance.

Overall, findings from ORR's 1995 survey indicate (as in previous years) that refugees face significant problems upon arrival in the United States. But, over time, refugees generally find jobs and move toward economic self-sufficiency in their new country. The survey also shows that although the employment rate of refugees is much lower than that of the U.S. population, it rises with time in the U.S. for most refugee groups. Data also show that the continued progress of many refugee households toward self-sufficiency is tied to education and English proficiency.

Technical Note: The ORR Annual Survey, with interviews in the fall of 1995, was the 24th in a series conducted since 1975. Until 1993, the survey was limited to Southeast Asian refugees. A random sample was selected from the ORR Refugee Data File. ORR's contractor contacted the family by a letter in English and a second letter in the refugee's native language. If the person sampled was a child, an adult living in the same household was interviewed. Interviews were conducted by telephone in the refugee's native language. The questionnaire and interview

TABLE 12 - Employment-to-Population Ratio (EPR) and Dependency for Top Twenty States

			Number of Individuals (vs. Households) on Welfare				
State	Arrivals	EPR	AFDC	RCA	SSI	GA	Total**
California	(2,541)	31.0	26.8	2.3	8.0	17.5	54.5
Colorado	(90)	36.2	6.7	0	15.6	5.6	27.8
Florida	(673)	57.4	4.3	1.5	4.9	3.6	14.3
Georgia	(251)	67.2	4.0	15.1	4.4	9.6	33.1
Illinois	(229)	49.1	3.1	0	5.7	17.0	25.8
Massachusetts	(198)	38.3	7.1	1.5	20.2	9.1	37.9
Maryland	(122)	9.5	0	0	4.9	7.4	12.3
Michigan	(191)	64.9	4.2	0	4.2	17.8	26.2
Minnesota	(215)	34.2	44.7	0	6.5	19.1	70.2
Missouri	(130)	75.7	1.0	0	2.3	16.2	19.2
New Jersey	(135)	51.6	17.0	0	4.4	13.3	34.8
New York	(981)	31.1	6.6	1.0	12.4	34.0	53.7
Ohio	(137)	51.2	6.6	0	16.8	21.9	45.3
Oregon	(168)	56.9	4.2	0	8.9	7.1	20.2
Pennsylvania	(199)	41.8	11.1	0	11.1	13.6	35.7
Tennessee	(112)	34.4	0	0	2.7	18.8	21.4
Texas	(552)	54.3	4.9	4.2	4.2	20.1	33.3
Virginia	(136)	41.4	2.2	4.4	6.6	1.0	14.0
Washington	(533)	31.1	23.6	1.5	7.5	21.8	54.4
Wisconsin	(195)	23.7	51.3	0	6.2	5.1	62.6
Other States	(720)	53.0	5.6	4.7	4.0	4.7	19.0
All States	(8,509)	42.3	14.9	2.2	7.6	16.2	40.9

*The State arrival figures are weighted totals.

**The column totals represent individuals who received any combination of AFDC, RCA, SSI and/or GA, e.g., if an individual received AFDC, RCA, SSI, and GA, he/she is counted four times.

Note: As of October 1995. Not seasonally adjusted. Welfare utilization refers to receipt of public assistance in at least one of the past twelve months. The listed utilization rate for each type of public assistance is the ratio of the number of individuals (including minor children) receiving such aid to the total number of individuals in the five-year sample population residing in that State. **Because some refugees have difficulty distinguishing between GA and AFDC, some GA utilization may reflect AFDC utilization.** For data on welfare utilization by household, see Table 9.

procedures were essentially the same between the 1981 survey and the 1992 survey, except that beginning in 1985 the sample was expanded to a five-year population consisting of refugees from Southeast Asia who had arrived over the most recent five years.

In 1993, the survey was expanded to be representative of all refugees, Amerasians, and entrants who had arrived in the United States between May 1, 1988 and April 30, 1993, the cutoff date for inclusion in the sample. Refugees included in the 1992 survey who had not yet resided in the U.S. for five years were again contacted and interviewed along with a new sample of Southeast Asian refugees who had arrived in the previous 12 months. Complementing this was a random sample of non-Southeast Asian refugees who arrived between May 1, 1988 and April 30, 1993.

For 1995, refugees included in the 1994 survey who had not yet resided in the U.S. for five years were again contacted and interviewed along with a new sample of refugees, Amerasians, and entrants who had arrived between May 1, 1994 and April 30, 1995.

Of the 2,115 re-interview cases from the 1994 sample, 1,462 were contacted and interviewed, and 30 were contacted, but refused to be interviewed. The remaining 623 re-interview cases could not be traced in time to be interviewed. Of the 509 new interview cases 365 were contacted and interviewed, another 7 were contacted, but refused to cooperate, and the

remaining 137 could not be traced in time to be interviewed. The resulting responses were then weighted according to year of entry and ethnic category.

In addition, of the 623 re-interview cases which could not be traced in time to be interviewed, nine died and two moved back to their native countries. Of the 137 new interview cases, which could not be traced in time to be interviewed, one died, one moved back to his native country, and one did not arrive in the U.S.

Refugee Adjustment of Status and Citizenship

Adjustment of Status

Most refugees in the United States become eligible to adjust their immigration status to that of permanent resident alien after a waiting period of one year in the country. This provision, section 209 of the Immigration and Nationality Act, applies to refugees of all nationalities. During FY 1995, a total 97,216 refugees adjusted their immigration status under this provision. About 1,259,000 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 9,576 in FY 1995. This figure includes both refugees and entrants, who were permitted to adjust status under this Act beginning in 1985. In the 29 years since this legislation was passed, approximately 730,000 Cubans have become permanent resident aliens under its provisions. In FY 1995, only 32 former refugees became permanent resident aliens under other laws.

The Immigration Act of 1990 amended section 209 to double from 5,000 to 10,000 yearly, effective in FY 1991, the maximum number of adjustments of status for aliens who have been granted political asylum and who have resided in the U.S. for at least one year. A large backlog of persons waiting to adjust status under this provision had accumulated, because the 5,000 limit was reached every year beginning in FY 1984. In FY 1995 7,837 asylees obtained permanent resident alien status. This indicates that the backlog was cleared.

Citizenship

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

Data are not compiled on the number of naturalizations of former refugees as a distinct category of permanent resident aliens. However, since most permanent resident aliens from Cambodia, Laos, and Vietnam through the late 1980s arrived as refugees, an estimate of their naturalization rate can be made. The 1975 cohort of refugees first became eligible in 1980 and each year another group becomes eligible. From 1980 through 1994, the most recent year for which data are available, approximately 344,000 former Southeast Asian refugees became U.S. citizens. This represents about 37 percent of Southeast Asian refugee arrivals through FY 1989. However, this figure is considered to be a low estimate since it does not include some categories of naturalization: persons becoming citizens under special provisions of the law, such as marriage to a U.S. citizen, or administrative certificates of citizenship issued to young children who parents are naturalized. On average, the Southeast Asians who become naturalized citizens are doing so in their twelfth year of residence in the U.S.

By way of contrast, from 1980 through 1994, about 172,000 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 1980's, or as refugees in earlier decades. Because the history of Cuban refugee migration is longer and more complicated than that of the Southeast Asians, their naturalization rate cannot be estimated from the published data with reasonable confidence. Compared to other refugee groups, Cubans who had naturalized in recent years waited for a relatively long time to do so, more than 12 years on average.

The other large refugee group of the 1970s and 1980s, the Soviets, show a higher propensity to naturalize once they become permanent resident aliens than Southeast Asians or Cubans. From 1980 through 1994, nearly 71,000 persons born in the U.S.S.R. became citizens, and this represents 42 percent of those who arrived from 1975 through 1989 as refugees. The Soviets who naturalized during 1994 did so on average after only six years in the United States.

APPENDIX A

TABLES

TABLE 1
REFUGEE, ENTRANT, AND AMERASIAN ARRIVALS BY COUNTRY OF CITIZENSHIP

FY 1983 - FY 1995

COUNTRY	1995	1994	1993	1992	1991	1990	1989	1988	1987	1986	1985	1984	1983	1983-1995
Afghanistan	13	24	1,234	1,465	1,443	1,595	1,741	2,211	3,161	2,418	2,200	2,021	2,790	22,316
Albania	49	159	397	1,168	1,339	104	42	74	47	82	44	42	56	3,603
Bulgaria	6	26	23	102	563	345	105	149	108	151	125	129	137	1,969
Cambodia	6	15	61	162	179	2,328	2,162	2,897	1,786	9,845	19,175	19,727	13,041	71,384
Cuba	37,037	15,468	6,870	6,654	4,188	4,706	4,170	3,365	292	143	180	87	617	83,777
Czechoslovakia	0	3	1	16	153	331	910	661	1,031	1,427	948	822	1,227	7,530
Ethiopia	192	297	2,710	2,927	4,085	3,114	1,723	1,447	1,800	1,265	1,739	2,517	2,544	26,360
Haiti	2,551	5,043	1,945	10,440	0	0	1	4	0	0	0	0	0	19,984
Hungary	0	1	0	2	12	259	1,054	771	664	653	520	544	644	5,124
Iran	973	859	1,155	1,964	2,650	3,100	4,835	6,235	6,624	3,203	3,421	2,862	902	38,783
Iraq	3,475	4,930	4,560	3,375	822	66	103	40	196	305	232	161	1,583	19,848
Laos	3,682	6,211	6,945	7,285	9,232	8,715	12,560	14,597	13,394	12,313	5,195	7,218	2,907	110,254
Liberia	55	590	946	620	1	0	1	4	0	0	0	0	0	2,217
Libya	0	0	0	1	344	1	1	2	2	1	5	0	0	357
Nicaragua	13	13	60	18	194	634	341	201	36	0	0	0	0	1,510
Poland	23	43	52	165	371	1,629	3,576	3,308	3,406	3,577	2,822	4,300	5,508	28,780
Romania	32	81	230	1,510	4,533	4,071	3,276	2,833	2,999	2,588	4,456	4,293	3,741	34,643
Somalia	2,526	3,508	2,695	1,528	119	17	45	6	2	0	0	1	0	10,447
Sudan	1,694	1,289	253	126	6	59	6	1	2	0	3	0	4	3,443
USSR	35,509	43,125	48,354	61,018	38,496	49,742	39,387	20,020	3,458	793	647	730	1,371	342,650
Vietnam a/	32,250	34,107	31,405	26,856	28,385	27,796	21,924	17,571	19,661	21,703	25,222	24,856	22,819	334,555
Amerasian b/	948	2,888	11,220	17,140	16,580	13,916	8,720	363	3	0	0	0	0	71,778
Yugoslavia	9,872	7,418	1,877	3	1	2	3	2	2	2	22	25	10	19,239
Zaire	115	83	199	63	39	70	20	7	9	11	30	31	11	688
Other c/	283	294	354	350	251	339	200	152	179	77	181	235	124	3,019
Total	131,304	126,475	123,546	144,958	113,986	122,939	106,906	76,921	58,862	60,557	67,167	70,601	60,036	1,264,258

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

b/ Thirteen Amerasians listed their country of citizenship as Cambodia in 1991 and another eight Amerasians listed their country of citizenship as Cambodia in 1992. All 21 were assigned to the category of Amerasian.

c/ Includes countries with fewer than 100 arrivals in any year.

TABLE 2
SOUTHEAST ASIAN AND OTHER ARRIVALS BY STATE OF INITIAL RESETTLEMENT
FY 1975 - FY 1995

	Amerasian	Vietnam	Laos	Cambodia	Other S.E. Asia a/	Total S.E. Asia	Total Non-S.E. Asia b/	Total S.E. & non-S.E. Asia
ALABAMA	863	3,602	1,174	941	1	6,581	667	7,248
ALASKA	55	420	108	18	1	602	250	852
ARIZONA	2,005	8,576	1,276	1,605	6	13,468	6,834	20,302
ARKANSAS	94	4,522	1,300	222	2	6,140	247	6,387
CALIFORNIA	14,506	241,669	74,418	36,887	180	367,660	133,949	501,609
COLORADO	754	9,058	4,176	1,903	3	15,894	5,431	21,325
CONNECTICUT	770	5,315	2,745	2,157	4	10,991	8,110	19,101
DELAWARE	2	361	95	12	0	470	322	792
D.C.	2,402	7,683	2,552	1,803	14	14,454	3,221	17,675
FLORIDA	2,066	18,930	2,336	2,652	11	25,995	87,770	113,765
GEORGIA	3,510	15,512	3,295	3,363	7	25,687	8,941	34,628
HAWAII	637	6,767	3,272	247	2	10,925	112	11,037
IDAHO	97	1,488	886	383	1	2,855	2,569	5,424
ILLINOIS	1,627	18,271	9,679	6,820	25	36,422	34,686	71,108
INDIANA	112	4,651	1,320	798	81	6,962	2,308	9,270
IOWA	1,392	7,975	5,757	1,208	6	16,338	2,317	18,655
KANSAS	732	10,085	2,338	918	2	14,075	1,442	15,517
KENTUCKY	1,068	4,247	1,022	872	8	7,217	2,467	9,684
LOUISIANA	1,128	15,770	1,399	1,039	5	19,341	857	20,198
MAINE	299	1,077	209	1,152	1	2,738	1,970	4,708
MARYLAND	1,311	8,967	753	2,015	17	13,063	14,825	27,888
MASSACHUSETTS	1,788	18,241	4,013	8,567	18	32,627	20,968	53,595
MICHIGAN	1,340	10,369	3,774	1,361	6	16,850	16,176	33,026
MINNESOTA	962	15,228	20,611	4,818	42	41,661	7,430	49,091
MISSISSIPPI	89	2,370	143	49	0	2,651	126	2,777
MISSOURI	2,076	10,633	2,080	1,710	5	16,504	8,745	25,249
MONTANA	8	520	967	71	0	1,566	444	2,010
NEBRASKA	1,008	5,070	1,007	472	1	7,558	1,840	9,398
NEVADA	67	2,494	527	373	4	3,465	3,146	6,611
NEW HAMPSHIRE	63	1,227	232	476	2	2,000	1,008	3,008
NEW JERSEY	1,160	9,516	779	560	4	12,019	18,614	30,633
NEW MEXICO	478	3,780	1,668	519	0	6,445	2,591	9,036
NEW YORK	4,840	26,779	4,754	6,897	85	43,355	161,152	204,507
NORTH CAROLINA	1,634	7,216	2,142	2,022	3	13,017	2,323	15,340
NORTH DAKOTA	494	1,109	384	459	0	2,446	1,888	4,334
OHIO	368	8,346	3,709	3,354	3	15,780	12,347	28,127
OKLAHOMA	689	10,587	2,239	1,297	0	14,812	692	15,504
OREGON	1,349	13,018	7,945	3,380	5	25,697	10,774	36,471
PENNSYLVANIA	2,740	25,070	5,234	7,027	24	40,095	22,225	62,320
RHODE ISLAND	31	967	3,166	2,339	1	6,504	2,324	8,828
SOUTH CAROLINA	58	2,476	704	420	0	3,658	443	4,101
SOUTH DAKOTA	166	1,132	363	268	0	1,929	1,995	3,924
TENNESSEE	1,183	5,296	4,256	2,283	7	13,025	4,800	17,825
TEXAS	6,842	63,190	11,793	12,720	24	94,569	17,710	112,279
UTAH	917	5,999	3,732	3,075	0	13,723	2,895	16,618
VERMONT	584	419	195	269	1	1,468	1,216	2,684
VIRGINIA	1,603	19,607	2,387	4,633	8	28,238	9,105	37,343
WASHINGTON	3,548	28,232	10,456	9,209	25	51,470	22,034	73,504

TABLE 2
SOUTHEAST ASIAN AND OTHER ARRIVALS BY STATE OF INITIAL RESETTLEMENT
FY 1975 - FY 1995

	Amerasian	Vietnam	Laos	Cambodia	Other S.E. Asia a/	Total S.E. Asia	Total Non-S.E. Asia b/	Total S.E. & non-S.E. Asia
WEST VIRGINIA	150	550	218	56	1	975	95	1,070
WISCONSIN	79	4,272	15,776	587	15	20,729	2,993	23,722
WYOMING	6	245	113	35	0	399	99	498
UNKNOWN c/	28	227	92	25	26	398	76,687	77,085
TOTAL	71,778	699,131	235,569	146,346	687	1,153,511	754,180	1,907,691

a/ Includes persons born in Thailand, Burma, China, Hong Kong, and the Philippines.
b/ Refugees from all other nations since 1975 as well as Cuban and Haitian entrants since FY 1992.
c/ Includes Territories and unknown States not shown separately. The above totals do not include the approximately 150,000 Cuban and Haitian entrants admitted prior to FY 1992.

TABLE 3
REFUGEE AND AMERASIAN ARRIVALS (A/) BY STATE OF INITIAL RESETTLEMENT
FY 1983 - FY 1995

State	1995	1994	1993	1992	1991	1990	1989	1988	1987	1986	1985	1984	1983	1983-1995
Alabama	246	191	203	311	329	275	218	72	136	284	235	353	242	3,095
Alaska	20	72	39	81	48	69	27	7	11	65	41	27	20	527
Arizona	1,398	1,169	1,100	1,522	1,689	1,545	1,066	677	703	958	1,175	828	1,200	15,030
Arkansas	75	105	103	71	149	122	120	69	178	146	153	212	143	1,646
California	21,861	27,370	31,343	33,204	32,798	31,133	30,874	34,833	23,381	19,550	21,454	21,390	16,364	345,555
Colorado	1,141	1,201	1,153	1,130	1,282	1,216	1,055	479	675	693	633	771	611	12,040
Connecticut	762	1,031	1,013	1,225	1,230	1,643	1,141	796	699	793	908	963	750	12,954
Delaware	26	42	30	64	20	61	57	12	21	39	15	19	24	430
D.C.	921	692	687	1,030	1,171	1,097	956	427	344	423	385	468	576	9,177
Florida	4,850	4,125	4,557	5,312	5,603	6,628	5,023	3,617	1,236	1,293	1,652	1,409	1,592	46,897
Georgia	3,153	3,307	3,130	3,132	2,611	2,144	1,495	765	937	1,014	1,292	1,355	971	25,306
Hawaii	178	283	293	336	296	351	269	192	362	257	308	302	340	3,767
Idaho	470	373	287	352	345	323	245	175	76	327	524	399	85	3,981
Illinois	4,116	4,430	4,025	5,084	3,951	4,556	5,143	2,395	2,145	2,619	2,951	3,361	3,053	47,829
Indiana	352	354	460	350	402	354	228	118	114	293	317	331	254	3,927
Iowa	1,160	932	844	807	873	978	862	457	404	773	575	595	317	9,577
Kansas	763	635	696	699	690	805	524	270	416	529	826	720	563	8,136
Kentucky	942	792	627	645	755	586	314	211	191	398	381	245	177	6,264
Louisiana	595	680	682	804	792	725	382	280	394	604	775	989	879	8,581
Maine	270	204	249	162	265	365	184	174	139	266	285	437	278	3,278
Maryland	1,736	1,837	2,481	3,277	2,264	2,381	1,840	984	888	853	1,024	1,426	929	21,920
Massachusetts	2,816	3,312	3,531	4,201	3,399	4,675	4,344	2,817	1,649	2,281	2,836	2,598	2,284	40,743
Michigan	2,479	2,817	2,246	2,690	2,277	2,266	1,674	1,096	1,163	1,084	1,046	1,067	1,530	23,435
Minnesota	2,475	2,656	2,783	2,760	2,019	2,260	2,834	2,602	2,005	1,912	1,715	1,870	1,630	29,521
Mississippi	30	57	53	47	106	112	95	53	78	140	140	122	106	1,139
Missouri	1,746	1,863	1,735	2,056	1,663	1,629	1,079	553	609	992	917	970	821	16,633
Montana	58	41	47	88	106	100	61	56	72	28	33	51	35	776
Nebraska	749	593	563	789	1,032	660	365	166	197	187	126	204	244	5,875
Nevada	247	214	237	305	335	277	297	240	271	265	275	381	358	3,702
New Hampshire	305	251	160	213	226	286	253	179	89	65	171	115	126	2,439

ABLE 3
EFUGEE AND AMERASIAN ARRIVALS (A/) BY STATE OF INITIAL RESETTLEMENT
Y 1983 - FY
995

tate	1995	1994	1993	1992	1991	1990	1989	1988	1987	1986	1985	1984	1983	1983-1995
ew Jersey	1,969	2,313	2,406	2,912	2,610	2,870	2,188	1,287	1,045	964	937	1,054	971	23,526
ew Mexico	355	320	377	386	442	323	237	57	136	153	282	217	206	3,491
ew York	16,600	20,887	23,383	26,637	16,335	23,294	20,003	7,511	5,196	4,282	4,921	5,359	5,471	179,879
orth Carolina	993	782	1,199	891	881	890	705	410	389	572	619	626	848	9,805
orth Dakota	422	375	380	482	256	166	113	79	34	121	209	190	118	2,945
hio	1,432	1,659	2,150	2,343	1,678	2,276	1,260	591	705	824	1,024	1,194	1,057	18,193
klahoma	387	407	536	354	549	452	340	219	246	446	603	732	571	5,842
regon	1,843	1,936	1,839	2,502	1,988	2,345	1,852	929	714	798	965	1,172	1,020	19,903
ennsylvania	2,903	3,554	3,609	4,224	3,389	4,287	3,668	1,875	1,422	1,797	2,146	2,172	1,886	36,932
hode Island	159	260	235	449	400	662	482	409	307	430	512	576	345	5,226
outh Carolina	151	177	116	150	133	92	81	64	65	84	79	133	120	1,445
outh Dakota	242	286	253	280	311	247	132	94	95	122	135	135	160	2,492
ennessee	1,297	1,196	1,077	1,309	1,140	948	672	465	487	918	664	644	547	11,364
exas	5,104	5,873	5,566	5,930	5,835	5,755	4,046	2,686	3,090	4,280	5,042	5,659	5,119	63,985
tah	710	620	583	568	632	755	619	351	502	716	896	1,005	695	8,652
ermont	233	275	249	262	240	254	182	82	103	123	45	109	101	2,258
irginia	1,836	2,085	2,193	1,954	2,076	2,073	1,413	1,087	1,340	1,543	1,578	2,033	1,726	22,937
/ashington	5,736	5,547	5,739	5,410	4,795	4,094	3,674	1,832	2,047	2,457	2,818	2,974	2,109	49,232
/est Virginia	7	17	31	45	42	53	18	2	7	24	43	22	33	344
/isconsin	1,187	1,918	1,792	1,875	1,183	1,239	1,792	1,824	1,342	743	472	587	398	16,352
/yoming	0	0	0	11	18	12	28	4	5	13	7	19	31	148
NKNOWN B/	16	1	11	43	71	63	9	19	2	16	2	11	2	266
otal	99,522	112,117	119,081	131,764	113,730	122,772	106,539	76,649	58,862	60,557	67,167	70,601	60,036	1,199,397

./ Does Not Include Entrants.
/ Includes Territories And Unknown States Not Shown Separately.

TABLE 4

REFUGEE, ENTRANT, AND AMERASIAN ARRIVALS BY COUNTRY OF CITIZENSHIP AND STATE OF INITIAL RESETTLEMENT

FY 1995

STATE	AMERASIAN	CUBA a/	ETHIOPIA	HAITI a/	IRAN	IRAQ	LAOS	SOMALIA	SUDAN	USSR b/	VIETNAM	YUGO. c/	ZAIRE	OTHER d/	TOTAL
ALABAMA	8	107	0	31	1	0	0	0	0	17	133	7	0	0	304
ALASKA	0	0	0	0	2	3	0	0	0	4	11	0	0	0	20
ARIZONA	54	415	1	36	20	206	0	0	36	150	361	399	0	7	1,685
ARKANSAS	0	4	0	0	0	0	0	0	0	5	68	2	0	0	79
CALIFORNIA	110	674	56	38	569	462	1,955	761	115	6,080	10,842	779	1	33	22,475
COLORADO	4	46	1	15	5	3	6	0	13	429	494	134	0	0	1,150
CONNECTICUT	8	251	0	53	5	2	0	19	2	328	141	97	0	10	916
DELAWARE	0	13	0	0	0	0	0	0	0	7	4	0	0	4	28
D.C.	43	46	4	25	16	52	0	32	70	0	587	43	10	3	931
FLORIDA	38	27,737	7	913	15	92	1	9	31	414	851	601	0	22	30,731
GEORGIA	55	211	5	18	18	70	0	228	39	294	1,981	361	8	17	3,305
HAWAII	9	0	0	0	0	0	0	0	0	0	169	0	0	0	178
IDAHO	8	25	0	67	0	18	0	0	6	74	105	150	17	1	471
ILLINOIS	32	338	4	19	24	301	5	30	8	1,691	600	1,249	0	34	4,335
INDIANA	0	6	0	5	0	34	5	0	2	116	46	112	6	26	358
IOWA	15	11	0	11	0	21	6	0	172	29	484	392	12	11	1,164
KANSAS	0	15	1	4	4	10	5	4	13	85	600	30	0	0	771
KENTUCKY	19	305	0	10	7	106	0	0	7	70	244	320	0	8	1,096
LOUISIANA	14	210	0	4	0	0	1	0	0	0	514	19	0	1	763
MAINE	4	39	3	0	9	0	0	24	60	36	21	64	10	1	271
MARYLAND	32	280	3	85	25	10	0	107	24	805	394	84	0	12	1,861
MASSACHUSETTS	4	50	2	176	10	36	28	152	0	1,402	816	208	3	6	2,893
MICHIGAN	9	246	7	99	2	822	84	8	0	490	433	421	0	25	2,646
MINNESOTA	18	46	15	17	1	15	688	180	132	616	550	190	11	14	2,493
MISSISSIPPI	0	13	0	11	0	1	0	0	2	1	26	0	0	0	54
MISSOURI	18	206	5	83	10	113	0	38	70	162	551	486	0	18	1,760
MONTANA	0	0	0	0	0	0	0	0	0	41	4	13	0	0	58
NEBRASKA	10	62	0	3	0	99	0	0	9	60	474	38	0	0	755
NEVADA	0	509	0	0	1	4	0	0	17	5	11	61	0	1	609
NEW HAMPSHIRE	0	1	0	0	0	0	0	0	0	32	218	46	0	9	306
NEW JERSEY	15	1,403	0	168	4	2	0	5	8	610	371	166	7	5	2,764
NEW MEXICO	6	619	0	0	0	20	0	0	0	20	105	2	0	0	772
NEW YORK	111	904	5	243	148	115	0	113	54	13,847	771	967	1	68	17,347
NORTH CAROLINA	52	174	1	16	2	5	23	25	9	96	449	142	0	16	1,010
NORTH DAKOTA	7	61	0	31	7	13	0	6	70	31	80	109	1	10	426

TABLE 4

REFUGEE, ENTRANT, AND AMERASIAN ARRIVALS BY COUNTRY OF CITIZENSHIP AND STATE OF INITIAL RESETTLEMENT

FY 1995

STATE	AMERASIAN	CUBA a/	ETHIOPIA	HAITI a/	IRAN	IRAQ	LAOS	SOMALIA	SUDAN	USSR b/	VIETNAM	YUGO. c/	ZAIRE	OTHER d/	TOTAL
OHIO	4	12	0	1	1	37	16	14	6	1,022	203	116	6	6	1,444
OKLAHOMA	4	10	0	0	1	8	0	0	0	0	353	21	0	0	397
OREGON	11	220	4	33	1	7	15	22	11	1,155	525	75	0	2	2,081
PENNSYLVANIA	51	243	5	78	5	142	10	9	12	1,593	471	357	0	36	3,012
RHODE ISLAND	6	8	0	2	0	0	7	0	0	115	8	6	0	10	162
SOUTH CAROLINA	0	2	0	0	0	1	0	0	0	35	91	20	0	4	153
SOUTH DAKOTA	0	29	13	0	0	8	0	6	114	17	13	33	9	0	242
TENNESSEE	21	193	3	64	15	170	0	93	174	69	413	104	9	22	1,350
TEXAS	98	768	18	72	18	174	9	59	305	246	3,378	435	4	25	5,609
UTAH	5	44	0	0	19	77	2	1	46	105	190	221	0	0	710
VERMONT	2	0	0	0	0	26	0	0	0	7	81	117	0	0	233
VIRGINIA	3	233	1	78	4	69	0	356	27	236	798	189	0	5	1,999
WASHINGTON	40	72	28	42	4	121	48	208	27	2,607	2,163	390	0	7	5,757
WEST VIRGINIA	0	1	0	0	0	0	0	1	0	0	4	1	0	1	8
WISCONSIN	0	9	0	0	0	0	768	16	3	255	50	95	0	0	1,196
UNKNOWN e/	0	166	0	0	0	0	0	0	0	0	0	0	0	0	166
TOTAL	948	37,037	192	2,551	973	3,475	3,682	2,526	1,694	35,509	32,250	9,872	115	480	131,304

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

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

c/ Includes refugees from the republics of the former Yugoslavia.

d/ Includes countries with fewer than 100 arrivals.

e/ Includes territories and unknown States.

TABLE 5

REFUGEE, ENTRANT, AND AMERASIAN ARRIVALS BY COUNTRY OF CITIZENSHIP AND STATE OF INITIAL RESETTLEMENT

FY 1983 - FY 1995

State	Amerasian	Afghan.	Albania	Bulgaria	Cambodia	Cuba A/	Czech.	Ethiopia	Haiti A/	Hungary	Iran	Iraq	Other D/	Total
ALABAMA	863	35	0	0	291	112	5	67	112	3	32	12	7	3,176
ALASKA	55	7	2	0	4	0	2	0	0	0	39	5	1	527
ARIZONA	2,005	438	27	176	659	601	40	631	90	66	284	629	98	15,479
ARKANSAS	94	3	3	0	31	6	8	7	0	5	15	31	1	1,651
CALIFORNIA	14,506	8,608	177	514	18,603	2,303	1,715	6,045	345	799	24,333	3,816	552	346,896
COLORADO	754	371	8	21	691	57	130	448	73	36	179	46	16	12,052
CONNECTICUT	770	91	185	45	1,173	373	120	137	261	445	230	84	39	13,241
DELAWARE	2	34	0	3	0	20	0	11	14	2	29	0	4	444
D.C.	2,402	331	4	20	371	69	37	1,144	59	134	141	200	180	9,190
FLORIDA	2,066	246	247	110	1,139	64,171	217	603	12,344	230	481	367	166	99,819
GEORGIA	3,510	669	10	4	1,783	295	75	1,241	74	111	369	211	69	25,544
HAWAII	637	31	0	1	75	0	13	3	0	2	5	3	2	3,767
IDAHO	97	23	32	57	273	54	293	8	120	23	19	142	8	3,988
ILLINOIS	1,627	328	202	91	3,002	569	323	1,011	147	137	749	2,256	206	48,198
INDIANA	112	81	5	9	227	21	37	119	36	22	83	81	107	3,945
IOWA	1,392	3	3	0	582	13	13	142	20	54	36	107	19	9,583
KANSAS	732	95	0	0	452	18	12	39	11	0	70	49	12	8,148
KENTUCKY	1,068	38	3	3	454	325	0	54	42	0	40	284	25	6,445
LOUISIANA	1,128	34	0	0	561	306	16	49	86	1	45	5	6	8,859
MAINE	299	336	7	72	739	39	26	137	0	18	129	11	34	3,279
MARYLAND	1,311	466	95	39	1,111	592	145	1,545	301	76	1,116	200	83	22,140
MASSACHUSETTS	1,788	113	243	13	5,706	125	963	585	741	79	443	226	52	41,176
MICHIGAN	1,340	56	471	59	205	284	111	348	329	72	217	4,007	75	23,642
MINNESOTA	962	183	3	8	2,659	68	49	798	55	67	137	61	72	29,541
MISSISSIPPI	89	4	0	0	15	21	11	13	24	2	9	1	0	1,172
MISSOURI	2,076	216	102	65	789	504	212	943	388	147	141	564	143	16,668
MONTANA	8	5	0	0	5	0	7	9	0	0	1	0	0	776
NEBRASKA	1,008	242	4	0	167	63	68	10	6	10	14	235	13	5,881
NEVADA	67	149	16	7	127	1,752	14	359	19	15	260	21	24	4,577
NEW HAMPSHIRE	63	10	40	0	340	1	93	1	0	11	38	5	9	2,440
NEW JERSEY	1,160	589	217	41	310	3,451	238	393	1,038	172	476	102	47	25,154
NEW MEXICO	478	56	0	0	278	2,121	13	11	0	3	38	96	3	4,599
NEW YORK	4,840	3,703	1,119	342	3,149	1,771	781	1,391	1,562	715	4,914	679	272	181,639
NORTH CAROLINA	1,634	136	2	5	1,551	197	41	184	46	36	63	16	47	9,847
NORTH DAKOTA	494	27	0	2	144	61	105	94	92	45	31	417	32	2,949

TABLE 5

REFUGEE, ENTRANT, AND AMERASIAN ARRIVALS BY COUNTRY OF CITIZENSHIP AND STATE OF INITIAL RESETTLEMENT

FY 1983 - FY 1995

State	Amerasian	Afghan.	Albania	Bulgaria	Cambodia	Cuba A/	Czech.	Ethiopia	Haiti A/	Hungary	Iran	Iraq	Other D/	Total
OHIO	368	66	24	8	1,703	24	115	575	47	187	157	294	24	18,251
OKLAHOMA	689	44	0	0	489	21	10	32	0	1	201	42	8	5,855
OREGON	1,349	185	6	10	976	248	32	253	144	25	135	84	41	20,232
PENNSYLVANIA	2,740	321	73	49	3,156	430	204	753	417	253	277	591	156	37,151
RHODE ISLAND	31	2	55	1	1,305	9	0	13	13	239	17	7	0	5,240
SOUTH CAROLINA	58	23	0	6	107	4	0	10	0	8	33	10	4	1,449
SOUTH DAKOTA	166	57	0	15	34	29	69	455	0	83	28	58	20	2,492
TENNESSEE	1,183	208	2	0	1,317	215	38	273	244	15	205	1,145	63	11,447
TEXAS	6,842	710	52	38	5,320	1,508	242	3,051	245	117	1,392	1,429	127	65,025
UTAH	917	47	0	11	1,780	44	310	5	0	7	157	178	3	8,652
VERMONT	584	0	34	27	223	8	306	7	0	19	9	83	2	2,258
VIRGINIA	1,603	2,346	37	19	2,229	254	38	834	207	59	509	324	43	23,132
WASHINGTON	3,548	456	55	66	4,851	201	196	1,450	226	551	380	632	80	49,254
WEST VIRGINIA	150	11	3	5	16	1	8	1	0	6	9	0	1	345
WISCONSIN	79	48	35	7	212	15	26	66	0	11	62	2	23	16,366
WYOMING	6	35	0	0	0	0	3	2	0	5	3	0	0	148
UNKNOWN e/	28	0	0	0	0	403	0	0	6	0	3	0	0	529
TOTAL	71,778	22,316	3,603	1,969	71,384	83,777	7,530	26,360	19,984	5,124	38,783	19,848	3,019	1,264,258

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

b/ Includes refugges from the republics of the former Soviet Union.

c/ Includes refugees from the republics of the former Yugoslavia.

d/ Includes countries with fewer than 100 arrivals.

e/ Includes territories and unknown States.

TABLE 5 (continued)

REFUGEE, ENTRANT, AND AMERASIAN ARRIVALS BY COUNTRY OF CITIZENSHIP AND STATE OF INITIAL RESETTLEMENT

FY 1983 - FY 1995

STATE	LAOS	LIBERIA	LIBYA	NICARAG.	POLAND	ROMANIA	SOMALIA	SUDAN	USSR b/	VIETNAM	YUGO. c/	ZAIRE	OTHER d/	TOTAL
ALABAMA	265	0	0	0	40	36	0	0	191	1,090	15	0	7	3,176
ALASKA	39	0	0	0	28	32	0	0	120	178	15	0	1	527
ARIZONA	399	21	16	55	255	1,198	92	41	1,325	5,581	740	12	98	15,479
ARKANSAS	423	0	0	0	107	7	0	0	32	869	9	0	1	1,651
CALIFORNIA	48,355	60	52	269	3,587	8,589	2,719	233	67,253	131,826	1,549	88	552	346,896
COLORADO	1,397	0	0	16	212	113	48	43	3,321	3,822	231	19	16	12,052
CONNECTICUT	988	2	0	27	1,115	738	41	7	3,901	2,215	254	0	39	13,241
DELAWARE	7	0	0	0	16	12	0	0	168	113	9	0	4	444
D.C.	397	41	15	19	191	81	183	77	62	2,880	57	95	180	9,190
FLORIDA	796	15	33	628	724	1,081	26	46	4,947	8,083	1,030	23	166	99,819
GEORGIA	1,123	59	5	7	151	373	968	73	3,356	10,207	779	22	69	25,544
HAWAII	580	0	0	0	6	2	0	0	20	2,387	0	0	2	3,767
IDAHO	238	10	0	0	320	389	0	6	781	810	260	25	8	3,988
ILLINOIS	2,252	43	16	21	3,562	4,538	186	41	17,800	6,635	2,451	5	206	48,198
INDIANA	192	10	0	0	188	126	14	2	1,229	1,042	196	6	107	3,945
IOWA	1,799	15	0	0	175	119	26	364	405	3,492	751	53	19	9,583
KANSAS	842	4	0	0	36	32	68	15	910	4,696	55	0	12	8,148
KENTUCKY	266	0	12	0	29	65	50	7	959	2,184	537	0	25	6,445
LOUISIANA	653	7	0	54	83	23	0	0	86	5,666	50	0	6	8,859
MAINE	25	0	0	0	383	96	143	115	302	245	88	35	34	3,279
MARYLAND	367	204	0	31	676	366	364	77	8,270	4,538	144	23	83	22,140
MASSACHUSETTS	1,521	104	0	15	775	189	556	6	15,310	11,201	417	5	52	41,176
MICHIGAN	1,862	23	14	0	2,030	2,133	83	3	5,099	4,071	750	0	75	23,642
MINNESOTA	12,894	149	0	0	284	236	391	157	4,353	5,593	331	31	72	29,541
MISSISSIPPI	16	0	0	0	9	7	0	2	15	934	0	0	0	1,172
MISSOURI	607	61	17	3	626	553	201	138	2,732	4,464	948	28	143	16,668
MONTANA	243	1	0	4	14	7	0	0	377	76	19	0	0	776
NEBRASKA	294	0	25	0	188	36	0	9	788	2,616	85	0	13	5,881
NEVADA	158	0	17	28	159	44	17	72	69	1,080	103	0	24	4,577
NEW HAMPSHIRE	85	0	0	1	31	501	0	0	195	942	74	0	9	2,440
NEW JERSEY	168	164	2	59	1,624	746	28	17	8,768	4,942	389	13	47	25,154
NEW MEXICO	219	0	0	35	46	34	12	0	110	1,040	6	0	3	4,599
NEW YORK	1,264	427	28	41	5,442	5,529	578	178	129,008	11,653	2,186	67	272	181,639

TABLE 5 (continued)

REFUGEE, ENTRANT, AND AMERASIAN ARRIVALS BY COUNTRY OF CITIZENSHIP AND STATE OF INITIAL RESETTLEMENT

FY 1983 - FY 1995

STATE	LAOS	LIBERIA	LIBYA	NICARAG.	POLAND	ROMANIA	SOMALIA	SUDAN	USSR b/	VIETNAM	YUGO. c/	ZAIRE	OTHER d/	TOTAL
NORTH CAROLINA	912	69	0	21	215	116	107	29	695	3,457	268	0	47	9,847
NORTH DAKOTA	37	0	0	0	109	138	35	87	345	395	256	3	32	2,949
OHIO	1,392	31	7	12	231	978	33	6	9,270	2,473	210	16	24	18,251
OKLAHOMA	461	29	0	0	103	60	0	0	109	3,528	28	0	8	5,855
OREGON	1,412	4	9	0	101	1,374	113	15	7,766	5,761	184	5	41	20,232
PENNSYLVANIA	1,146	152	1	7	1,406	968	169	28	15,212	7,996	633	13	156	37,151
RHODE ISLAND	1,261	165	0	0	89	35	0	0	1,672	319	7	0	0	5,240
SOUTH CAROLINA	94	0	0	0	12	20	0	0	279	749	32	0	4	1,449
SOUTH DAKOTA	65	0	8	0	160	168	29	368	381	233	54	12	20	2,492
TENNESSEE	1,480	39	14	23	159	156	393	269	1,060	2,681	225	40	63	11,447
TEXAS	3,737	199	35	86	1,313	1,235	519	704	3,608	31,484	1,001	31	127	65,025
UTAH	572	1	0	0	357	66	26	86	1,256	2,493	336	0	3	8,652
VERMONT	19	0	0	0	34	182	0	1	266	215	239	0	2	2,258
VIRGINIA	872	91	9	16	220	157	1,546	49	1,745	9,556	368	1	43	23,132
WASHINGTON	3,744	9	22	21	931	900	626	69	14,441	15,086	696	17	80	49,254
WEST VIRGINIA	19	8	0	0	19	9	1	0	8	64	6	0	1	345
WISCONSIN	12,282	0	0	10	198	40	56	3	2,206	817	168	0	23	16,366
WYOMING	14	0	0	0	7	0	0	0	44	29	0	0	0	148
UNKNOWN e/	1	0	0	1	4	10	0	0	25	48	0	0	0	529
TOTAL	110,254	2,217	357	1,510	28,780	34,643	10,447	3,443	342,650	334,555	19,239	688	3,019	1,264,258

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

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

c/ Includes refugees from the republics of the former Yugoslavia.

d/ Includes countries with fewer than 100 arrivals.

e/ Includes territories and unknown States.

BLE 6
BAN AND HAITIAN ENTRANT ARRIVALS BY STATE OF INITIAL RESETTLEMENT
1992 - FY 1995 a/

STATE	CUBA 1992	CUBA 1993	CUBA 1994	CUBA 1995	CUBA 1992-1995	HAITI 1992	HAITI 1993	HAITI 1994	HAITI 1995	HAITI 1992-1995
ALABAMA	0	1	4	49	54	18	0	0	9	27
ALASKA	0	0	0	0	0	0	0	0	0	0
ARIZONA	29	12	117	280	438	1	0	1	7	9
ARKANSAS	0	0	1	4	5	0	0	0	0	0
CALIFORNIA	137	78	263	613	1,091	218	0	2	1	221
COLORADO	0	0	3	9	12	0	0	0	0	0
CONNECTICUT	0	2	53	151	206	68	2	5	3	78
DELAWARE	0	0	0	2	2	9	3	0	0	12
D.C.	2	0	0	10	12	1	0	0	0	1
FLORIDA	2,183	3,198	10,488	25,222	41,091	8,397	567	1,419	659	11,042
GEORGIA	5	2	39	152	198	40	0	0	0	40
HAWAII	0	0	0	0	0	0	0	0	0	
IDAHO	1	3	0	1	5	0	0	0	0	0
ILLINOIS	22	16	34	219	291	70	0	0	0	70
INDIANA	3	0	6	6	15	3	0	0	0	3
IOWA	2	0	0	4	6	0	0	0	0	0
KANSAS	0	2	1	8	11	1	0	0	0	1
KENTUCKY	4	1	12	151	168	10	0	0	3	13
LOUISIANA	2	7	53	164	226	47	0	1	4	52
MAINE	0	0	0	1	1	0	0	0	0	0
MARYLAND	2	0	5	109	116	63	6	5	16	90
MASSACHUSETTS	10	8	23	39	80	260	15	40	38	353
MICHIGAN	6	10	9	140	165	15	0	0	27	42
MINNESOTA	0	0	1	18	19	0	1	0	0	1
MISSISSIPPI	0	0	8	13	21	0	0	1	11	12
MISSOURI	0	1	10	14	25	8	0	0	0	8
MONTANA	0	0	0	0	0	0	0	0	0	0
NEBRASKA	0	0	0	6	6	0	0	0	0	0
NEVADA	70	87	298	362	817	18	1	0	0	19
NEW HAMPSHIRE	0	0	0	1	1	0	0	0	0	0
NEW JERSEY	92	62	309	791	1,254	297	8	13	4	322
NEW MEXICO	105	135	378	417	1,035	0	0	0	0	0
NEW YORK	38	48	184	718	988	590	70	74	29	763
NORTH CAROLINA	6	0	4	17	27	13	0	0	0	13
NORTH DAKOTA	0	0	0	1	1	0	0	0	3	3
OHIO	0	0	8	12	20	38	0	0	0	38
OKLAHOMA	0	1	2	10	13	0	0	0	0	0
OREGON	0	1	22	219	242	54	3	11	19	87
PENNSYLVANIA	4	5	19	89	117	72	5	2	20	99
RHODE ISLAND	0	0	0	3	3	11	0	0	0	11
SOUTH CAROLINA	2	0	0	2	4	0	0	0	0	0
SOUTH DAKOTA	0	0	0	0	0	0	0	0	0	0
TENNESSEE	2	7	0	53	62	16	5	0	0	21
TEXAS	73	62	367	505	1,007	22	4	0	0	26
UTAH	0	0	0	0	0	0	0	0	0	0
VERMONT	0	0	0	0	0	0	0	0	0	0
VIRGINIA	0	1	8	154	163	19	2	2	9	32

TABLE 6
CUBAN AND HAITIAN ENTRANT ARRIVALS BY STATE OF INITIAL RESETTLEMENT
FY 1992 - FY 1995 a/

STATE	CUBA 1992	CUBA 1993	CUBA 1994	CUBA 1995	CUBA 1992-1995	HAITI 1992	HAITI 1993	HAITI 1994	HAITI 1995	HAITI 1992-1995
WASHINGTON	0	1	0	21	22	0	0	0	0	0
WEST VIRGINIA	0	0	0	1	1	0	0	0	0	0
WISCONSIN	1	0	4	9	14	0	0	0	0	0
WYOMING	0	0	0	0	0	0	0	0	0	0
UNKNOWN b/	10	21	48	150	229	4	1	1	0	6
TOTAL	2,811	3,772	12,781	30,920	50,284	10,383	693	1,577	862	13,515

a/ Does not include Cuban and Haitian arrivals with refugee status. See Table 4 for FY 1995 refugee arrivals from Cuba and Haiti.
b/ Includes unknown States.
Source: Community Relations Service, Justice Department and Florida Refugee Health program.

Table 7

Refugee, Amerasian, And Entrant Arrivals By State Of Initial Resettlement

Fy 1995

State	AMERASIAN & REFUGEE ARRIVALS 1995	PERCENT OF TOTAL	ENTRANT ARRIVALS 1995	PERCENT OF TOTAL	ALL ARRIVALS 1995	PERCENT OF TOTAL
Alabama	246	0.25%	58	0.18%	304	0.23%
Alaska	20	0.02%	0	0.00%	20	0.02%
Arizona	1,398	1.40%	287	0.90%	1,685	1.28%
Arkansas	75	0.08%	4	0.01%	79	0.06%
California	21,861	21.97%	614	1.93%	22,475	17.12%
Colorado	1,141	1.15%	9	0.03%	1,150	0.88%
Connecticut	762	0.77%	154	0.48%	916	0.70%
Delaware	26	0.03%	2	0.01%	28	0.02%
D.C.	921	0.93%	10	0.03%	931	0.71%
Florida	4,850	4.87%	25,881	81.43%	30,731	23.40%
Georgia	3,153	3.17%	152	0.48%	3,305	2.52%
Hawaii	178	0.18%	0	0.00%	178	0.14%
Idaho	470	0.47%	1	0.00%	471	0.36%
Illinois	4,116	4.14%	219	0.69%	4,335	3.30%
Indiana	352	0.35%	6	0.02%	358	0.27%
Iowa	1,160	1.17%	4	0.01%	1,164	0.89%
Kansas	763	0.77%	8	0.03%	771	0.59%
Kentucky	942	0.95%	154	0.48%	1,096	0.83%
Louisiana	595	0.60%	168	0.53%	763	0.58%
Maine	270	0.27%	1	0.00%	271	0.21%
Maryland	1,736	1.74%	125	0.39%	1,861	1.42%
Massachusetts	2,816	2.83%	77	0.24%	2,893	2.20%
Michigan	2,479	2.49%	167	0.53%	2,646	2.02%
Minnesota	2,475	2.49%	18	0.06%	2,493	1.90%
Mississippi	30	0.03%	24	0.08%	54	0.04%
Missouri	1,746	1.75%	14	0.04%	1,760	1.34%
Montana	58	0.06%	0	0.00%	58	0.04%
Nebraska	749	0.75%	6	0.02%	755	0.58%
Nevada	247	0.25%	362	1.14%	609	0.46%
New Hampshire	305	0.31%	1	0.00%	306	0.23%
New Jersey	1,969	1.98%	795	2.50%	2,764	2.11%
New Mexico	355	0.36%	417	1.31%	772	0.59%
New York	16,600	16.68%	747	2.35%	17,347	13.21%
North Carolina	993	1.00%	17	0.05%	1,010	0.77%
North Dakota	422	0.42%	4	0.01%	426	0.32%
Ohio	1,432	1.44%	12	0.04%	1,444	1.10%
Oklahoma	387	0.39%	10	0.03%	397	0.30%
Oregon	1,843	1.85%	238	0.75%	2,081	1.58%
Pennsylvania	2,903	2.92%	109	0.34%	3,012	2.29%
Rhode Island	159	0.16%	3	0.01%	162	0.12%
South Carolina	151	0.15%	2	0.01%	153	0.12%
South Dakota	242	0.24%	0	0.00%	242	0.18%

Table 7

Refugee, Amerasian, And Entrant Arrivals By State Of Initial Resettlement
Fy 1995

State	AMERASIAN & REFUGEE ARRIVALS 1995	PERCENT OF TOTAL	ENTRANT ARRIVALS 1995	PERCENT OF TOTAL	ALL ARRIVALS 1995	PERCENT OF TOTAL
Tennessee	1,297	1.30%	53	0.17%	1,350	1.03%
Texas	5,104	5.13%	505	1.59%	5,609	4.27%
Utah	710	0.71%	0	0.00%	710	0.54%
Vermont	233	0.23%	0	0.00%	233	0.18%
Virginia	1,836	1.84%	163	0.51%	1,999	1.52%
Washington	5,736	5.76%	21	0.07%	5,757	4.38%
West Virginia	7	0.01%	1	0.00%	8	0.01%
Wisconsin	1,187	1.19%	9	0.03%	1,196	0.91%
Wyoming	0	0.00%	0	0.00%	0	0.00%
UNKNOWN A/	16	0.02%	150	0.47%	166	0.13%
Total	99,522	100.00%	31,782	100.00%	131,304	100.00%

A/ Includes Territories And Unknown States Not Shown Separately.

Table 8

Secondary Migration Data Compiled from the Refugee State-of-Origin Report: September 30, 1995 a/

State	In-Migrants	Out-Migrants	b/ Net Migration
Alabama	55	74	(19)
Alaska c/	0	32	(32)
Arizona	152	234	(82)
Arkansas	70	37	33
California	351	2,798	(2,447)
Colorado	251	86	165
Connecticut	204	110	94
Delaware	7	16	(9)
Dist. of Columbia	42	609	(567)
Florida	1,347	711	636
Georgia	469	241	228
Hawaii	12	37	(25)
Idaho	66	95	(29)
Illinois	426	349	77
Indiana	3	29	(26)
Iowa	682	155	527
Kansas	58	139	(81)
Kentucky c/	90	147	(57)
Louisiana	265	191	74
Maine	43	41	2
Maryland	576	236	340
Massachusetts	647	294	353
Michigan	389	204	185
Minnesota	2,121	188	1,933
Mississippi	7	36	(29)
Missouri	40	364	(324)
Montana	49	12	37
Nebraska	46	100	(54)
Nevada c/	144	73	71
New Hampshire	6	62	(56)
New Jersey	98	381	(283)
New Mexico	91	194	(103)
New York	304	997	(693)
North Carolina	424	172	252
North Dakota	1	129	(128)
Ohio	13	155	(142)
Oklahoma	111	82	29
Oregon	33	498	(465)
Pennsylvania	46	352	(306)
Rhode Island	28	25	3

Table 8

Secondary Migration Data Compiled from the Refugee State-of-Origin Report: September 30, 1995 a/

State	In-Migrants	Out-Migrants	b/ Net Migration
South Carolina	91	32	59
South Dakota	9	138	(129)
Tennessee	7	161	(154)
Texas	362	971	(609)
Utah	15	157	(142)
Vermont	9	44	(35)
Viginia	283	487	(204)
Washington	2,380	293	2,087
West Virginia	2	30	(28)
Wisconsin	368	171	197
Wyoming	0	2	(2)
Other c/	0	122	(122)
Total	**13,293**	**13,293**	**0**

a/ This table represents a compilation of unadjusted data reports by the the State on Form ORR-11. The population base is refugees receiving State-administered services on 9/30/95. Secondary migration is defined as a change of residence across a State line at any time between initial arrival in the U.S. and the reporting date. With regard to any given State, out-migrants are persons initially placed there who were living elsewhere on the reporting date, while in-migrants are persons living there on the reporting date who were initially placed elsewhere.

b/ Numbers in brackets denote net out-migration

c/ Not participating in the refugee program.

APPENDIX B

FEDERAL AGENCY REPORTS

Bureau of Population, Refugees, and Migration

Department of State

The Department of State's Bureau of Population, Refugees, and Migration administers the Department's programs of assistance to refugees overseas and admission of refugees to the United States for permanent resettlement. The United States is the world's leading nation in assistance to the world's refugees and resettles half of the refugees referred by the United Nations High Commissioner for Refugees for resettlement each year.

Refugee Assistance programs support important foreign policy, as well as humanitarian, goals. Objectives include the protection of refugees and victims of internal conflicts; provision of basic needs to sustain life and health; and resolution of refugee crises through repatriation, local integration or resettlement in third countries, including the United States. These objectives are largely achieved by providing assistance to refugees through international organizations and non-governmental organizations and by working with the United Nations and other Governments to offer appropriate resettlement.

Bureau funds are used to (1) provide assistance to refugees and migrants through voluntary contributions to U.N. refugee and relief organizations, other international organizations, and non-governmental organizations; (2) work with the INS and non-governmental organizations to admit refugees for permanent resettlement in the U.S. and arrange their initial placement here with U.S. voluntary agencies, and (3) administer the Bureau.

During 1995, refugee problems around the world remained acute and widespread. The United Nations High Commissioner for Refugees estimated there were 20 million refugees in the world. Many of them lived in precarious circumstances. The civil war in the former Yugoslavia continued to produce refugees and internally displaced persons. The human consequences of strife in the nations of the former Soviet Union and across Africa also demanded the world's attention. There were positive developments, however: the United States and Cuba reached agreement in May on policies and programs that would discourage rafters' perilous journeys toward the U.S. while continuing to allow substantial levels of departures from the island. Haiti remained stable, and the parties to the Bosnian conflict, toward the end of the year, appeared willing to discuss peace seriously.

The FY 1995 appropriation for Migration and Refugee Assistance (MRA) was $671 million. Of this amount, approximately $130 million was used for activities related to the admission of refugees to the U.S. Included in this $130 million were costs of (1) refugee processing and documentation, carried out by Joint Voluntary Agencies in Southeast Asia, Turkey, Saudi Arabia, Kenya, and individual voluntary agencies in Europe; (2) overseas English-language and cultural orientation programs; (3) transportation, in the form of repayable loans, arranged through the International Organization for Migration; and (4) Reception and Placement grants to voluntary agencies for support of initial resettlement activities in the U.S.

Of the 99,490 refugees admitted to the U.S. in FY 1995, 36, 926 came from East Asia and 35,716 from the former Soviet Union. The President authorized in-country processing in the former Soviet Union, Vietnam and Cuba for persons who would qualify as refugees were they outside their country of origin. In addition, the U.S. offered resettlement to refugees outside their country of origin who were deemed to be of "special humanitarian concern" to the U.S. Highest priority for resettlement was given to refugees referred for resettlement by the United Nations High Commissioner for Refugees, and by U.S. Embassies. Family reunification continued to be a high priority also, and the U.S. designated a number of particularly vulnerable groups, including persecuted religious and ethnic minorities, to be of particular concern.

Immigration and Naturalization Service

Department of Justice

Refugee Program

As provided for in the Refugee Act of 1980, the Immigration and Naturalization Service (INS) is responsible for the interview of refugee applicants and the subsequent approval/denial of refugee status. INS also inspects and admits approved refugee applicants to the United States and processes refugees' adjustment of status to lawful permanent resident.

While the performance of these responsibilities involves virtually all INS District Offices, INS refugee program responsibilities are primarily discharged by the Service's overseas offices. Refugee operations are overseen by three district offices: Bangkok, with geographic responsibility for East Asia; Rome, with responsibility for the former Soviet Union, Europe, the Near East, Africa, and South Asia; and Mexico City, which oversees Latin America and the Caribbean. These offices maintain direct liaison with representatives of the United Nations High Commissioner for Refugees (UNHCR), the International Organization for Migration, U.S. government agencies, foreign governments, and all voluntary agencies with offices or representation abroad.

INS officers assigned to INS overseas offices and on temporary duty assignments overseas interviewed and approved approximately 99,500 applicants who were admitted to the United States as refugees in FY 1995.

As in recent years, in-country processing initiatives accounted for a significant portion of the INS refugee workload:

Soviet Emigration. The in-country processing of refugee applicants in Moscow resulted in the arrival of 35,700 nationals from the 15 republics that once made up the Soviet Union. During the course of the fiscal year, INS officers in Moscow processed more than 32,600 applicants for refugee status.

Cuban Refugees. During FY 1995, 6,133 Cuban refugees were admitted to the U.S. after having their refugee applications processed in-country. Since the beginning of FY 1995, INS has maintained a permanent presence in Cuba to ensure that the September 4, 1994 Migration Agreement between the United States and Cuba is fulfilled which allows for the legal migration of at least 20,000 Cubans into the United States through a combination of refugee status determinations, immigrant visa issuances, and parole authorizations.

Bosnian Refugees. The INS continued to respond to the plight of Bosnians fleeing their homeland with an increased level of INS circuit rides conducted throughout Croatia, Slovenia, and Serbia. By the end of FY 1995, 9,870 Bosnians had been admitted to the United States as refugees.

Orderly Departure Program (ODP). Established in 1979 as an alternative to clandestine and hazardous boat departures from Vietnam, ODP continued to operate successfully during FY 1995. INS officers, rotating in and out of Vietnam on two-week duty assignments, approved approximately 31,676 refugees during the course of the fiscal year.

Asylum Program

The Immigration and Nationality Act, as amended by the Refugee Act of 1980, provided that aliens on U.S. territory or at ports of entry, regardless of nationality, could request asylum. Pursuant to the regulations promulgated by the Department of Justice (DOJ) in July 1990, the Asylum Officer Corps (AOC) was established with the Immigration and Naturalization Service

(INS) to adjudicate asylum claims of applicants who are not in removal proceedings. The Executive Office for Immigration Review (EOIR) has exclusive jurisdiction over the asylum applications of those aliens against whom proceedings for removal from the United States have already begun.

In December 1994, the Department of Justice promulgated new regulations to streamline the asylum process. The intent of asylum reform was to establish an efficient, integrated asylum process for the INS and EOIR which provides for the quick identification of meritorious asylum applications and referral to EOIR via charging documents of those which cannot be approved. In addition, a major goal of asylum reform was to get "current with receipts" and reduce the backlog of pending asylum claims. With the combined effect of the streamlined process and the coupling of employment authorization from the asylum process, it was expected that fewer new asylum cases would be filed. The Asylum Offices should be in a position to not only keep current with new receipts, but also address the existing backlog. During the 15 years since the Refugee Act was enacted, there have been over one million asylum applications filed with the INS. There are currently approximately 450,000 cases pending completion. Of the cases adjudicated by the INS, some 24 percent have been approved.

Asylum Applications

Preliminary INS data for FY 1995 indicate that 149,566 asylum applications were filed with the INS. The leading nationalities were as follows: El Salvador (72,230), Guatemala (22,913), Mexico (9,304), China (4,925), and India (3,209). These five nationalities composed 75% of the applications filed for the year. During the year, the Asylum Officer Corps scheduled 152,984 asylum interviews, while conducting 62,671 interviews, and completed 109,855 asylum cases. The completion level represents a more than doubling of the level of case completions for FY 1994.

Human Rights Documentation Center

The Resource Information Center (RIC), created as part of the Asylum Program in Fiscal Year 1991, is an in-house research and documentation center on human rights. Its primary mission is to provide background information on human rights conditions in refugee-producing countries to Asylum Officers and INS refugee adjudicators in order to assist them in making informed decisions. The RIC is one of several government-sponsored centers in refugee-receiving countries, primarily in Europe and North America, which share the goal of providing objective, credible information to decision makers. For several years, the INS has benefited greatly from an information-sharing agreement with the Canadian Government, specifically the Immigration and Refugee Board, and the United Nations High Commissioner for Refugees' Center for Documentation on Refugees (UNHCR/CDR) in Geneva. All three centers share the same software platform and use standard formats which enable easy sharing of information in full text database format. The shared information is available to all U.S. asylum adjudicators in electronic format at their work stations. In FY 1996, the information will be available for the first time in CD-ROM version. Much of the same country conditions information is also available on the Internet.

Office of Refugee Health

U.S. Public Health Service

The Office of Refugee Health (ORH) in the Office of the Assistant Secretary for Health, Department of Health and Human Services (HHS), serves as senior policy and coordination focal point for activities of the U.S. Public Health Service (PHS) in refugee health. This includes activities of the PHS Centers for Disease Control and Prevention (CDC), the Health Resources and Services Administration (SAMHSA). The ORH also maintains close consultative relations with the Department of State (DOS), Department of Justice (DOJ), HHS' Office of Refugee Resettlement (ORR), State and local health departments, and international organizations, such as the United Nations High Commissioner for Refugees (UNHCR) and the International Organization for Migration (IOM).

During 1995, routine PHS refugee operations included the following:

- Monitoring the quality of medical examinations provided to refugees overseas, through on-site visits and training conferences;
- Inspection of each refugee at the U.S. port-of-entry;
- Notification to local health departments of each refugee arrival, with expedited notification for cases requiring special follow-up; and
- Administration of a domestic preventive health grant program to states, on behalf of the ORR;

Special ORH initiatives undertaken or completed in FY 1995 include the following:

- An evaluation project to assess the health assessment and follow-up currently available to refugees, Cuban and Haitian entrants and Amerasian immigrants from Vietnam during the first eight months following their arrival in the United States. During this time frame, they are eligible for Federally-supported health care. The purpose of the study was to collect information on current State and local refugee health care structures and services to help determine how Federal support to State and local jurisdictions could best be provided in the future. The study, conducted during the first quarter of 1995, covered the seven States most impacted by refugees: Florida, California, Illinois, New York, Pennsylvania, Texas and Washington.
- Work was completed on a Refugee Health Assessment Protocol for use by State and local programs. The objective is to improve the quality of the health assessment of refugees in order to assure earlier treatment. This was a cooperative effort with CDC having primary responsibility in cooperation with ORH and ORR.
- Continued to provide medical consultation and cacilitative assistance to DOD physicians in arranging for appropriate U.S. hospitalization of emergency medical evacuation cases among Cuban and Haitians from Guantanamo Bay, Cuba.
- ORH continued to serve throughout the year as the focal point within HHS on mass immigration issues, which may include refugees. A new mass immigration plan, which includes a health component, was completed under the leadership of the Department of Justice.

Centers for Disease Control and Prevention

During FY 1995, the Centers for Disease Control and Prevention (CDC) continued its legislated responsibility of evaluating and sustaining the quality of the medical screening examinations provided to refugees seeking to

resettle in the United States. The program included inspection of refugees and their medical records at U.S. ports-of-entry and the continuation of a health data collection and dissemination system.

Overseas/Port-of-Entry Operations

The CDC continued to station one public health advisor in Bangkok, Thailand to operate a regional program to monitor and evaluate the medical screening examinations and related health services in Southeast Asia. A Public Health Advisor continued working in Frankfurt, Germany to perform similar duties related to refugees coming to the United States from the former Soviet Union, Eastern Europe, Africa, the Near East, and South Asia.

In FY 1995, CDC worked closely with the International Organization for Migration, U.S. Embassies, and examining physicians in Croatia and Serbia, to improve medical processing for Bosnian refugees. The CDC also worked with the Department of State to establish new medical examination sites in Kiev in the Ukraine, in order to bring services closer to the residence of applicants.

CDC staff were assigned to the U.S. Naval Base, Guantanamo Bay, Cuba to provide consultation and training for the medical screening of Cuban migrants. Since most of the Cuban migrants were parolees and not processed in the same manner as refugees, the Miami Quarantine Station worked closely with the State of Florida to confirm where Cubans were resettling (approximately 80 percent of the Cubans resettled in Florida). Additional coordinated efforts ensured that records were forwarded to the respective resettlement areas in other States.

CDC Quarantine Officers at major U.S. ports-of-entry inspected all arriving refugees. As part of the state-side follow up, CDC collected and disseminated copies of refugee health immunization documentation to state and local health departments, and instructed refugees to report to the appropriate health authorities.

Quarantine Officers paid particular attention to refugees with Class A tuberculosis (TB) and notified the appropriate local health department by telephone, within 24 hours, of each such refugee's arrival in the United States.

A short-course TB treatment program was continued in Vietnam and Thailand for U.S.-bound refugees. Virtually all refugees with TB from Vietnam and Thailand completed treatment before arrival in the United States. In addition, the program continued to provide preventive therapy to family contacts of TB patients. These measures greatly reduced the workload of local health departments in the United States, which provide TB treatment and follow-up services to Southeast Asian refugees.

The Immunization Program was continued in Southeast Asia in FY 1995. Hepatitis B vaccine was given to Southeast Asian refugee children under the age of seven, and most children received all three doses of this vaccine.

The CDC Division of Quarantine developed a new data management system, the "Alien Information System (AIS.)" This was the first year for data entry. The system will be further tested and evaluated during 1996. The AIS captures basic identifying information and medical condition information from overseas examinations of refugees, as they enter the U.S. ports-of-entry. Pertinent information from several documents, including the medical examination record (OF-157), is entered into the computer system at various Quarantine Stations. The data are transmitted to CDC for processing, verification, and preparation of reports. The AIS has the capacity to produce numerous reports in a variety of formats. For example, reports can now be generated for medical conditions on refugees by country of origin.

CDC's database on refugee arrivals continues to be used by the Office of Refugee Resettlement (ORR) as the primary source of arrival and destination statistics. This database currently includes, the results of medical screening for approximately 1,653,000 refugees who have entered the United States since October 1979.

Approximately 121,000 refugees entered the United States during FY 1995.

Health Assessment Program

Health assessment services continued to be provided to newly arrived refugees. The follow-up of Class A and Class B conditions identified through overseas screening is considered a top priority for State and local health departments. Approximately 23,000 Class A and B medical conditions were identified through overseas screening during FY 1995. Approximately 19 percent of all arriving refugees have one or more Class A or B medical condition. More than 9,000 Class A and B health conditions were identified as TB (6 Class A and 9,009 Class B). There were ten cases of Hansen's Disease (10 Class A, or B) and 53 cases of incompletely treated syphilis or other sexually transmitted diseases (0 Class A; 53 Class B).

In addition, a total of 14,365 Class B medical conditions classified as "other" were identified through overseas screening of refugees. Some of the more significant medical conditions identified were: approximately 4,600 hypertension and other heart conditions (32 percent); 636 diabetics (4 percent); 490 frail and elderly (3 percent); 352 mental retardation and other psychiatric conditions (2.5 percent) and 107 cancers or leukemia (.7 percent).

Through a renewed interagency agreement with ORR, CDC continued to administer the Health Program for Refugees. This program assists States in addressing the unmet public health needs of refugees. In FY 1995, grants were awarded to 42 states and local health departments. Identification of health problems that might impair effective resettlement, employability, self-sufficiency and referral of refugees with such problems for appropriate diagnosis and treatment, continued to be the goals for the program. During FY 1995, continued emphasis was given to identifying refugees eligible to receive preventive treatment for TB infection.

The States resettled 74 percent of all arriving refugees in FY 1995, and these 10 States received 67 percent of the total grant funds awarded. Two CDC Public Health Advisors continued to serve as project grant officers and to advise State and local health department on the conduct of refugee health prevention and screening activities.

Also during FY 1995, a standard data reporting form was developed and provided to all grantees. All grantees were encouraged, but not required, to utilize this reporting form when submitting health assessment data to CDC. This new form enables grantees to report comprehensive findings of health assessment activities and data by country of origin and by region of the world. The report form will facilitate standard reporting among the project areas and assist in the evaluation of the national health assessment effort. Due to the change in reporting format and revised reporting periods, data sets for FY 1995 are not available for inclusion in this report.

Final Health Assessment Data for FY 1994

The information which follows on FY 1994 became available in FY 1995.

During FY 1994, approximately 90 percent of the grantees provided data which helped to evaluate the status of the domestic health assessment data by regional ethnicity and some by country of origin. The regions reported were Africa, East Asia, Eastern Europe, Latin America, the Former Soviet Union, the Near East and South Asia.

Grantees reported that, in FY 1994, 108,5141 refugees arrived in the United States and came within their jurisdiction. The number of refugees receiving an assessment at State or local levels was 70,210, which was 65 percent of the number of arrivals.

A greater number of refugees was found to have positive tuberculin skin test (PPD) than any other health condition. The total of 28,400 refugees, or 47 percent of the 60,793 refugees screened for TB infection tested positive. The

positive rate was high for refugees tested from all regions. The highest rates were found in refugees from East Asia (60 percent), Eastern Europe (53 percent) and Africa (51 percent). The lowest rate was for refugees from Latin America (14 percent).

Of the 35,524 refugees screened for parasites, 11,297, or 32 percent, tested positive. The highest rates were found in refugees from Africa (43 percent) and Southeast Asia (33 percent).

A total of 13,524 refugees, or 52 percent of the 25,936 refugees screened for dental problems, were found to have a dental condition that required a referral for specialized diagnosis and care. Latin Americans and East Asians had the highest rate of dental problems (78 and 57 percent, respectively).

Of the 23,670 refugees screened for hepatitis B, a total of 1,895 (8 percent) tested positive. East Asians had the highest positive rate at 11 percent. Refugees from the former Soviet Union and Latin America (primarily Cuba) had much lower positive rates (both at 1 percent). Refugees from Eastern Europe (primarily Bosnia) had a positive rate of 8 percent.

Also in FY 1995, CDC, in cooperation with the Office of Refugee Health, ORR, and the States completed work on the development of a Refugee Health Assessment Protocol. These protocols must be use-tested and may require modification for use by various States and local programs as they screen refugees from different geographic regions. However, as health care providers use this new protocol, the quality of the health assessment provided to the refugees would be improved, allowing earlier treatment of significant health conditions and, thereby, further protecting both the health of the refugees and the general public.

Health Resources and Services Administration

The activities of the Health Resources and Services Administration (HRSA) are divided into three program areas: the Community and Migrant Health Centers, the National Hansen's Disease Center, and the Maternal and Child Health Program (Title V of the Social Security Act).

The Bureau of Primary Health Care (BPHC)

The Community and Migrant Health Centers (C/MHCs), the Health Care for the Homeless, and the Public Housing Primary Care programs fall within the purview of HRSA's Bureau of Primary Health Care. These programs provide access to comprehensive family-oriented primary and preventive health services to medically underserved, disadvantaged populations experiencing financial, geographic, linguistic, or cultural barriers to care.

Although these programs do not have specific responsibility for resettlement of refugees and do not collect or maintain data on health services provided to those who are refugees, they conduct demographic needs assessments to address better the specific linguistic and cultural needs of the various populations that each program services. Refugees are included among those populations. Therefore, areas such as Florida, California, New York, and the U.S.-Mexico border states would have high concentrations of Haitian and Cuban individuals who may access C/MHCs or Ryan White CARE Act (HIV Early Intervention) projects. Services are provided to these individuals in accordance with program requirements for any medically underserved or financially disadvantaged person. The immigrant status of the individual is not asked as part of an intake process.

The National Hansen's Disease Program (NHDP) assures the availability of high quality medical services for patients with Hansen's Disease (HD) and its complications through the Gillis W. Long Hansen's Disease Center (GWLHDC) in Louisiana and ten regional centers located in Chicago, Los Angeles, Boston, Miami, New York, Puerto Rico, San Diego, San Francisco, Seattle, and Texas. Diagnostic and therapeutic treatment services, including such specialties as ophthalmology, neurology, and physical and occupational therapy are available in the regional centers as

well as at GWLHDC. The Center provides medication and treatment advice to approximately 600 private physicians throughout the United States who are treating Hansen's Disease patients. These physicians and the regional centers may refer patients to the center in Louisiana for more extensive diagnostic workups and management of complications.

During FY 1995, 19 individuals born in Vietnam came into the care of the program. Twelve of these were listed as refugees. Other countries from which the HD Program received new cases in FY 1995 were Mexico, Cape Verde, Bangladesh, Ecuador and Cambodia.

The Maternal and Child Health Title V Program identifies, targets and addresses health care problems of Southeast Asian, Russian, Hispanic and other refugees from various backgrounds who are experiencing language and cultural barriers.

Educational materials are continually developed and distributed to State health agencies to inform health care providers about cultural barriers which may deter refugee access to health care. The materials are intended to improve sensitivity to the health beliefs, practices, and special health problems of the targeted populations. Educational materials in different languages are also developed for use by the families, communities, patients, etc. For example, one of the activities recently completed was the development of a publication entitled "A Catalog of Multilingual Patient Educational Material on Genetic and Related Maternal/Child Health Topics." In this catalog, a listing is provided of material available in the different languages, as well as a description of the literacy level.

During FY 1995, several Title V special projects of regional and national significance addressed health care needs of 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 counseling and screening for thalassemia, sickle cell disease and other genetic disorders. The projects also disseminated information and coordinated referrals to outside agencies and share information with other services providers throughout U.S. communities.

Substance Abuse and Mental Health Services Administration

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

In FY 1995 the RMHB operated a refugee mental health program under an inter-agency agreement with the Office of Refugee Resettlement, Administration on Children and Families (ACF). The RMHB provided technical assistance and consultation to ORR, States, local governments, and various public, nonprofit, and private organizations and agencies on mental health issues related to the resettlement of refugees. Under this interagency agreement, in FY 1995, RMHB provided technical assistance and consultation to resettlement sites for refugees from Southeast Asia, the former Soviet Union, and Bosnia, as well as refugees from many other countries.

Below is a summary of Branch activities during the year:

Technical assistance and guidance: On-site program review and consultation was provided to sites funded by ORR, including Vietnamese detainee programs, refugee community mental health programs, and general State resettlement programs. On-site and telephone consultation was provided to sites experiencing particular difficulties with refugee populations. Activities included site visits and in-service training for resettlement staff. Lectures and workshops were presented to resettlement and mental health workers, and consultation and supervision was available on an ongoing basis to several projects.

- **Regional Workgroup Meetings and Workshops**: Two regional meetings--one

on the West Coast and one on the East Coast--were designed and conducted. These workshops brought together service providers, mental health professionals, and leaders of Russian Pentecostal/Evangelical refugee communities to explore mental health issues in those communities. A working meeting for former political prisoners from Vietnam to discuss the long-term service needs of this population was conducted. A regional workshop on mental health issues of Bosnian refugees, with a focus on female refugees, was developed for FY 1996.

- **Presentations at National and Regional Meetings**: Talks and workshops on refugee mental health were presented at regional and national meetings sponsored by the Office of Refugee Resettlement. Papers and workshops on refugee mental health issues were also presented at professional meetings.
- **Publications**: Summaries of two regional meetings on mental health of Evangelical Christian refugees from the former Soviet Union were developed. This included development of a resource directory listing and describing refugee resettlement and mental health programs in States which serve former-Soviet Evangelical Christian refugees Information **Dissemination and Technical Assistance Requests:**

Information and technical assistance requests form practitioners and researchers in the refugee mental health field were responded to throughout the year.

Reflecting a reorganization within SAMHSA, in FY 1996, continued consultation and technical assistance will be provided by the Refugee Mental Health Program (RMHP), Special Programs Development Branch, Center for Mental Health Services, SAMHSA. RMHP will continue the functions of RMHB, and will remain the focal point for refugee mental health and psychosocial adjustment issues of refugees within the Federal Government.

APPENDIX C

RESETTLEMENT AGENCY REPORTS

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

Church World Service

Immigration and Refugee Program

Church World Service (CWS) is the relief, development, and refugee assistance arm of the National Council of the Churches of Christ in the U.S.A., an ecumenical body representing thirty-three Protestant and Orthodox communions in the United States. CWS has been active in resettlement work since its inception in 1946, when it was created to respond to the needs of people uprooted as a result of World War II. The agency will observe its 50th anniversary in 1996, celebrating five decades of direct service to nearly 400,000 refugees. In Fiscal Year 1995, the Church World Service Immigration and Refugee Program (CWS/IRP) resettled 7,257 United States Refugee Program-designated refugees and 9,693 Cuban/Haitian Entrants through its network of local affiliate offices and sub-offices and participating denominations.

CWS/IRP serves as the vehicle through which ten national church denominations cooperate ecumenically to minister to and resettle refugees. Its national program and policy are designed by the Immigration and Refugee Program Committee (IRPCOM), which is composed of a representative from each of the denominations participating in refugee resettlement. These include: American Baptist Churches USA; The Southern Baptist Convention; The United Methodist Church; Presbyterian Church (USA); Christian Church (Disciples of Christ); Church of the Brethren; Seventh-Day Adventist Church; Reformed Church in America; United Church of Christ; and The African Methodist Episcopal Church. Every local church throughout the country related to these denominations is a potential part of the CWSS/IRP resettlement network.

Refugee resettlement and related programmatic activities are administered and coordinated nationally by CWS/IRP New York headquarters and locally in conjunction with a field office in Miami, Florida. The CWS/IRP New York office consists of various departments that are charged with implementing various resettlement activities, including: the processing of case documentation; overall coordination of social services; relaying refugee arrival information; management of local programs; guidance on new program initiatives; and the provision of refugee-related information and orientation.

Refugee resettlement in the CWS/IRP network encompasses case management occurring through the auspices of the Ecumenical Refugee Resettlement and Sponsorship Services (ERRSS) affiliate and the participating denomination, with integral assistance from individual congregations, which act as sponsors or co-sponsors. There are 32 ERRSS affiliates and 12 sub-offices located in 23 states and the District of Columbia. These affiliates are ecumenical, independent, community-based projects that contractually agree to organize church sponsorships, community resources and refugee services as part of their commitment to ensure the provision of all Reception and Placement services to CWS refugees; they range in size and scope form multi-service centers to smaller agencies and refugee ministry units of state councils of churches. Their work complements that of the national CWWS/IRP office and the national denominational offices by providing community-specific orientation, training and on-site professional assistance.

CWS/IRP is committed to working with local congregations to ensure continued and successful resettlement of refugees in communities throughout the United States.. CWSS believes the congregational model of resettlement is an extremely effective way to accomplish the Refugee Program goal of early self-sufficiency through the combination of public and private resources. In this resettlement model, individual churches belonging to one of CWS/IRP's constituent denominations assist the refugees with transportation, transitional housing, community orientation, tutoring, donation of material, cash and inkind resources, and employment search and retention. A smaller yet significant number of cases are resettled within the CWS/IRP affiliate network via an agency model arrangement, whereby ERRSS affiliate

staff provide most or all services to the new arrivals directly, augmented by the efforts and in-kind contributions of local congregations and volunteers. Affiliate staff utilize the family model when planning for the arrival of a family reunification case, securing significant help from anchor relatives for most resettlement services, considerably supplemented by donations and financial assistance from churches and participating denominations as well as the efforts of volunteers. In relying on these comprehensive models integrating meaningful church support, the continued involvement of CWS in refugee resettlement is mandated upward from the local community and congregational level.

CWS/IRP Refugee-Related Activities

All refugee initiatives in which CWS/IRP participates are carefully reviewed by the IRP Committee for consistency with the agency's focus on aid to the uprooted. In addition to involvement in Reception and Placement Service delivery, current activities encompass an increasing variety of programmatic areas:

- CWS/IRP has administered the **Joint Voluntary Agency** Office in Nairobi, Kenya since 1990, which has overseen the processing of nearly 30,000 refugee applicants from various countries of Africa.

- In a unique voluntary agency/international organization cooperative effort, CWS/IRP provides partial administrative support to the **Washington, DC Office of UNHCR** in exchange for assistance with technical and program service development for its resettlement network.

- In FY 1995, CWS/IRP continue participation in the **Matching Grant Program,** through which eight ERRSS affiliates seek to garner community and volunteer support and provide enhance services to over 300 newly arrived refugees. The ERRSS affiliates involved are located in Denver, Colorado; Ansonia, Connecticut; Indianapolis, Indiana; Greensboro, North Carolina; Knoxville, Tennessee; Houston, Texas; Richmond, Virginia and Seattle, Washington.

- CWS/IRP and the Episcopal Migration Ministries received approval for **Preferred Communities** funding for three areas where both agencies have a joint affiliate presence: Boise, Idaho; Richmond, Virginia; and Knoxville, Tennessee. This initiative allows the affiliates involved to expand their capacity to better serve all refugees by extending their volunteer and congregational outreach.

- CWS/IRP contracts with the Community Relations Service (CRS), Department of Justice, for reception, placement, resettlement and emergency services to Cuban and Haitian Entrants under the auspices of the **Cuban/Haitian Primary & Secondary Resettlement Program**; the CWS/IRP Miami Office is responsible for primary oversight of this program in coordination with New York headquarters. As with other resettlement operations in which CWS/IRP participates, federal funding for this program is supplemented by financial and in-kind support from CWS/IRP member denominations and local congregations, who have been involved in service to the Cuban and Haitian emigre communities in South Florida for decades. Recent years have seen large numbers of Caribbean asylum-seekers served under this contract: 5,898 in FY 1992; 1,851 in FY 1993; 5,892 in FY 1994; and 9,693 in FY 1995. Waves of both Cuban and Haitian arrivals comprise these figures, processed by the CWS/IRP Miami office from Guantanamo Naval Station, Krome Detention Center and other facilities.

- The **Haitian Legal Project**, established in 1992 by the CWS/IRP Miami office to assist Haitian asylum-seekers paroled from Guantanamo, continued to provide expert legal counseling, file asylum applications and represent Haitians at interviews and hearings. The Project is in large measure supported by CWS/IRP denominations as part of the churches' commitment to those

fleeing persecution. Services are concentrated in the Miami and South Florida area, while other cases have been assisted by affiliate offices around the country under the guidance of Project staff.

- The **Denominational Social Services Program** in Homestead, Florida continued its second year of assisting Haitian victims of Hurricane Andrew in steps toward self-sufficiency, including help with finding permanent housing, employment, job training, English classes and emergency assistance.

FY 1995 Highlights:

- **Bosnian Medevac Cases**: Placement of these challenging cases focused on affiliate sites that were capable of providing appropriate medical and mental health services as well as foster ethnic and community involvement. Among the Bosnian arrivals were refugees suffering from critical heart, eye and spinal ailments who required emergency medical attention. CWS/IRP ERRSS affiliates in Boise, Idaho, and Louisville, Kentucky accepted for resettlement significant numbers of this case type, arranging appropriate medical care and community support for cases and their families. The proximity of the Syracuse, New York; Chicago, Illinois and Ansonia, Connecticut affiliates to major teaching hospitals and medical institutes made these areas good resettlement sites as well; throughout FY 1995, staff secured pro-bono medical assistance, congregational and other religious community care as well as comprehensive follow-up services for these cases. The ERRSS affiliate in Seattle, Washington developed the Bosnian Counseling Project in response to the number of war trauma victims among its Bosnian caseload.

- **African Cases**: The staff of the CWS/IRP affiliate in Ansonia, Connecticut encouraged and arranged the formation of an interfaith coalition of nine churches and a synagogue in the communities of Waterford, East Lyme and Old Lyme to act as sponsors to Rwandan refugees. In Rochester, New York, the CWS/IRP affiliate galvanized church and community support to provide core resettlement and extensive follow-up services to scores of Sudanese refugees during FY 1995. Clusters of churches were formed and trained by affiliate staff to assist the new arrivals with their adjustment to life in the U.S.

- Proposed expansion of the **Matching Grant Program** from eight to eleven sites, with an increase of 126 clients.

- During this Fiscal Year CWS/IRP, under the auspices of the **Cuban/Haitian Primary and Secondary Resettlement Program**, resettled the largest number of Cuban rafters since the Mariel exodus, totaling 9,221. In addition, 472 Haitians were resettled under this contract, processed from Guantanamo, Krome, and Boystown. Fifteen percent of the total caseload -- some 1,493 Cuban and Haitian free case arrivals -- were resettled by 14 ERRSS affiliates throughout the United States. Among these refugees were significant numbers of HIV-positive, medevac and other special needs cases. The Program was expanded late in the Fiscal Year to include resettlement of small numbers of free cases from the Cuban Expanded Migration Agreement who have been paroled into the U.S. without family sponsors.

- A new advocacy initiative was launched during the period, in collaboration with Episcopal Migration Ministries and Lutheran Immigration and Refugee Service, called the **Campaign for Refugee Protection**. This short-term campaign seeks to mobilize the three agenices' church constitutencies to advocate on behalf of refugee admissions. The initiative's success has served as encouragement for other interagency projects, including the standardization of case forms among the agencies' joint sites as well as future efforts toward affirming the contributions of immigrants to American life.

FY 1995 USRP Refugee Arrivals

Africa	553
Latin America/Caribbean	832
NearEast/SouthAsia	553
FSU/Eastern Europe	3,307
Southeast Asia	2,012
Total	**7,257**

FY 1995 Entrant Resettlements

Cuba	9,221
Haiti	472
Total	**9,693**

Episcopal Migration Ministries

Episcopal Migration Ministries (EMM), a program of the Domestic and Foreign Missionary Society of the Protestant Episcopal Church, (DFMS), responds to refugees, immigrants, and displaced persons both domestically and internationally. EMM operates a national resettlement program through 37 diocesan programs and advocates for the protection of refugees and displaced persons worldwide. EMM resettled approximately 2,400 refugees in 1995. EMM has offices at the Episcopal Church Center, 815 Second Avenue, NYC 10017.

Located at the national headquarters of the Episcopal Church, EMM is linked with an array of Church programs which collectively support the commitment of EMM to assist refugees and those in refugee-like situations in all facets of their resettlement experience. EMM also has lead responsibility for ensuring that refugee and immigrant protection issues are a part of the Church's public policy and social action agenda. Its advocacy efforts were linked in 1995 to those of Church World Service and Lutheran Immigration & Refugee Services through a tri-agency "Refugee Protection Campaign."

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

The connection between EMM and the Episcopal Church structure enhances broad acceptance of refugee ministry by the Church. While EMM has operations in major urban areas, many sites are in medium-sized cities where job prospects for refugees are outstanding and the reception of communities to refugees excellent. In 1995, the number of refugees received by EMM in any particular site ranged from 15 to 200 refugees.

In recent years EMM has developed collaborative relations with Church World Service and Lutheran Immigration and Refugee Services in now 25 communities throughout the country. These jointly operated programs have strengthened services to refugees though more cost effective administrative arrangements.

EMM Mission Statement

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

The goals of EMM are to:

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

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

Support for the Program

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

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

Matching Grant Program

EMM resettled approximately 320 refugees in 1995 under the matching grant program and expects to increase this number to 350 in 1996. The matching grant program has traditionally meshed well with the essentially volunteer nature of its resettlement structures.

Preferred Communities

EMM has received support to enhance resettlement services in Fargo, North Dakota under ORR's Preferred Community discretionary grant program. This site is operated jointly with LIRS. In partnership with Church World Service, EMM had support for preferred communities in Boise, Idaho; Richmond, Virginia; and Knoxville and Chattanooga, Tennessee.

Operations and Network Coordination. Organization and Structure

Eight EMM staff members are assigned to one of the following units: Processing and Placement, Resettlement

FY 1995 Refugee Arrivals

EMM responds to refugees from all parts of the world. As the number of refugees from Southeast Asia declines, EMM and its network is resettling increasing numbers of Bosnians, and refugees from various countries. In 1995, EMM participated in a special initiative for Benadir refugees. These refugees, however, begin to arrive in 1996. The breakdown of the EMM caseload for 1995 is noted below:

Africa	
Ethiopian	4
Liberian	10
Somali	97
Sudanese	58
Zairian	1
Total	**170**

Eastern Europe	
Bosnian	492
Romanian	3
Total	**495**

Former Soviet Union	
Armenian Baku	33
Baku Jew	9
Byelorussian	36
Great Russian	88
Latvian	1
Russian	8
Soviet Jew	25
Ukrainian	250

Total	**450**
Indochina	
Amerasian	49
Burmese	6
Hmong	8
Laotian	60
ODP	14
Re-Ed. Detainees	793
Vietnamese	8
Total	**938**
Latin America	
Cuban	235
Haitian	63
Total	**298**
Near East	
Iranian	10
Iraqi	29
Total	**39**
Total FY 1995	**2,380**

Ethiopian Community Development Council

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

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

Migration Services (ARMS) program.

Goals

ECDC's program goals focus on the following:

- Developing and implementing a broad range of culturally sensitive and linguistically appropriate programs and services that respond to the many adjustment and resettlement challenges facing refugees.

- Offering information and referral and technical assistance to community-based organizations.

- Carrying out a program of public education at the local, State, and national levels to expand awareness of African refugee concerns.

- Encouraging members of the community to participate in the American civic process.

Fostering cooperation, respect, and understanding between the African refugee community and the American community at large.

Conducting educational and research activities concerning the Ethiopian community in the U.S., Ethiopia, and the Horn of Africa, and controversies endemic to the region.

Activities

Local Program Focus - Our program of social and support services is designed to help people build economically independent lives in their new homeland. We offer orientation and adjustment counseling; employment services and job placement; vocational training, including driver's education; ESL instruction; immigration counseling; transitional housing; AIDS information and outreach; information and referral; document translation and interpretation services; microenterprise loans and small business development; and crisis intervention and emergency assistance.

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

National Program Focus - Building on our close working relationships with individuals and organizations around the country at the local, State, and national levels, ECDC has

spearheaded efforts to address the plight of Ethiopian and other African refugees, focused attention on African refugee admissions and immigration policies, and urged support for domestic resettlement programs that speak to African refugee concerns. ECDC has led the way in strengthening and formalizing a network of over 30 African refugee Mutual Assistance Associations (MAAs) around the country.

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

- Conducting and co-sponsoring the second National conference, African Refugees: Human Dimensions of the Continuing Crisis in Africa (1995).

- Publishing the Selected Resource Guide on African Refugees, which lists over 850 books, articles, and papers relating to African refugees (1994).

- Conducting and co-sponsoring a national conference, African Refugees: Human Dimensions to a Global Crisis (1993).

- Carrying out an African Refugee Resource Development project in 1991, 1992, and 1993 which provides information, referral, and technical assistance in resource and leadership development to African MAAs and publishes the quarterly newsletter, African Refugee Network.

- Conducting a national needs assessment study of the development needs of Ethiopian refugees in the U.S. and publishing a two-volume study report (1988-1990).

- Organizing and co-sponsoring a national Conference on African and Haitian Refugees (1989).

- Conducting mental health training workshops in seven U.S. cities for service providers working with Ethiopian refugees (1984).

- Holding the first Conference on Ethiopian Refugees in the U.S. (1983).

Resettlement Program

ECDC has sought to pass along the legacy of welcome and generosity that this country has given to members of the African refugee community through our own resettlement and placement program. Our African Refugee Migration and Services (ARMS) program was initiated in 1990 after ECDC became the first community-based organization since passage of the Refugee Act of 1980 to be named by the Department of State as a national voluntary agency. Local resettlement is carried out by independent community-based MAAs that have become official ECDC affiliates. ECDC serves both as a resettlement agency and as the national office for affiliates located around the country. We provide program support and technical assistance to our affiliated MAAs and monitor all resettlement activities.

ECDC and our affiliates are committed to the goal of assisting refugees achieve economic self-sufficiency as quickly as possible. To that end, professional staff and dedicated volunteers focus on helping refugees overcome barriers through a program of integrated and complementary services that support and strengthen their capacity to become self-supporting. With strong ties to their local communities, affiliates are well-suited to helping refugees through their initial and subsequent adjustment and resettlement periods. ECDC is a member of InterAction and like our affiliates works closely with local and State agencies.

In FY 1995, ECDC signed cooperative agreements with the following affiliates:

- African Community Refugee Center (ACRC), Los Angeles, California.

- Committee to Aid Ethiopian Refugees (CAER), New York City.

- Ethiopian Community Association of Chicago (ECAC).

- ECDC Multicultural Services Center (MSC), Arlington, Virginia.

- Refugee Services Alliance (RSA), Houston, Texas.

During FY 1995, ECDC resettled 467 refugees. The following table indicates by region ECDC's refugee arrivals:

Africa	157
East Asia	113
Eastern Europe and Former Soviet Union	124
Latin America	20
Near East/South Asia	53
Total	**467**

Hebrew Immigrant Aid Society

HIAS, the Hebrew Immigrant Aid Society, is the national and worldwide arm of the organized American Jewish community charged with the mission of rescue, relocation and resettlement of refugees and migrants. Working closely with other Jewish agencies across the nation, HIAS maintains an extensive cooperative network of help and support.

From its 115 years of experience in rescuing and resettling refugees from all parts of the world, HIAS has learned that successful resettlement results from close working relationships between HIAS World Headquarters and its national network of community-based, professionally staffed Jewish social service agencies. By bringing together the talents and skills of thousands of professionals and volunteers in over two hundred communities across the country, HIAS is able to provide each refugee with the highest levels of comprehensive case management and employment search services that are essential to assuring a smooth transition as newcomers enter their new communities and strive towards economic self-sufficiency.

While HIAS has created an institutional structure and service delivery system that is ideally suited to facilitating the migration and resettlement of Jewish refugees, its system maintains the capability to serve all refugees. As a result, HIAS has been able to play an effective role in almost every major migration to this country, regardless of the national or ethnic background of the migrant. For example, during FY 1995, HIAS successfully resettled 76 Bosnian refugees.

In the ongoing process of resettling both Jewish and non-Jewish clients, HIAS utilizes the full range of services available around the country through a coordinated system of Jewish Federations, Jewish Family Services agencies, Jewish Vocational Services agencies and other affiliated agencies. Resettlement in most communities is coordinated by the Federation, the central address for Jewish communal activity and fund raising. The Jewish Family Service is typically the lead agency providing direct resettlement services, including case management, administration of cash and medical assistance, and employment services. In those communities where a separate Jewish Vocational Service agency exists, employment services are provided by that agency. Other agencies that may be involved on the local level are the Jewish Community Center (generally for acculturation services), schools, summer camps, a Jewish-affiliated hospital, and volunteer organizations.

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

Through alliances with its resettlement network, HIAS has been able to establish a resettlement model that emphasizes local responsibility within a framework of national planning and oversight. In this way, HIAS has been able to encourage the provision of significant amounts of locally provided resources and involvement in the resettlement process, both by the refugee's stateside family and community-based volunteers.

This resettlement model takes full advantage of the experience gained over the years and recognizes that successful refugee resettlement is most often the product of a team effort and that by bringing together professionals from a variety of disciplines, from social work to education, from medicine to employment counseling, and from law to job development, each refugee's distinct needs can be met. However, the team approach requires that there be a central policymaking body in each community to "captain" the team and direct each member's efforts towards a coordinated effort to reach programmatic goals. Therefore, HIAS stresses that each community resettlement program must

be based on a well- coordinated, multi-disciplinary plan of action.

Community-wide coordination is also essential to the effective application of available resettlement resources. All HIAS affiliates receive reception and placement grant funds through HIAS to assist in meeting the needs of refugees in their initial phase of resettlement. Communities also make available supplemental outlays of private funds and human resources to their resettlement programs to enhance their ability to assist refugees attain the language, vocational, and social skills necessary to become employed and achieve early economic self-sufficiency. For this reason, many HIAS affiliates have elected to participate in the ORR Voluntary Agency Matching Grant Program as a way of further enhancing their ability to serve their clients through the provision of extended services. HIAS national and local policy has been to place virtually all refugees considered to be employable into the Matching Grant Program.

HIAS performs its monitoring responsibilities by maintaining an ongoing open dialogue with its affiliates regarding the progress of resettlement programs and by providing a staff of trained professionals who are available to provide consultation, technical assistance, and training. HIAS field representatives travel to resettlement sites throughout the year to perform program audits, train staff, assess local needs, and assist in the provision of a consistently high level of services.

Although HIAS clients are placed in a community of resettlement primarily on the basis of relative reunion, matching job skills and employability to current labor markets trends is also utilized as a factor in the placement process. Consequently, HIAS encourages the creation of unique programmatic initiatives to take advantage of a resettlement network characterized by a healthy diversity in programming. Therefore, the nature and extent of core services such as vocational training and English language instruction may evolve differently in each community as a function of available internal and external resources. Such factors as local job markets, availability of transportation, housing costs, and the ability to encourage the formation of self-help groups may play a role in shaping the refugee service delivery system in each affiliated community.

While ideally, refugees are placed in communities that offer a high probability of success for early employment and economic self-sufficiency, the lack of available entry-level jobs in many major resettlement sites has made attaining this goal increasingly difficult. In addition, refugees from the former Soviet Union, who make up the bulk of the HIAS caseload, are often highly skilled, especially in the scientific and technical fields, but their frequently low levels of English proficiency and the need to update their skills for the American job market make early employment difficult to achieve.

In light of the need to assist refugees in finding employment within a difficult labor market, FY 1995 saw HIAS engage in an extensive process to identify and involve appropriate communities in the development and submission of a "Preferred Sites" placement proposal for free case refugees to ORR. Projects in three sites, Tucson, AZ; Richmond, VA and the state of North Carolina, were ultimately approved by ORR and will begin receiving and resettling free case refugees in FY 1996.

During FY 1995, HIAS conducted other significant initiatives to improve employment outcomes. A new project, the National Corporate Initiative, seeks to identify national corporations which will promote the hiring of refugees at their operations across the country. Several major corporations have already expressed interest.

Employment training seminars for vocational and case management staff were conducted in a number of cities, and several sessions were devoted to the issue during a national conference held in October 1994.

As HIAS and its affiliates modify their service delivery methodology to meet evolving programmatic requirements, they remain committed to the philosophy of encouraging

flexibility and creativity in developing and targeting services to meet the needs of clients. HIAS also continues to believe that the refugee resettlement program should foster family reunification as it rescues vulnerable populations.

The following table presents, by region, the refugees resettled by HIAS during FY 1995:

Former Soviet Union	24,698
Haiti	23
Bosnia	76
Vietnam	12
Iran	264
Total	**5,073**

Immigration and Refugee Services of America

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

IRSA's thirty-six independent member agencies and affiliates, located in small cities as well as major metropolitan areas, provide a wide range of services at 125 sites throughout the U.S. IRSA member agencies are firmly grounded in their communities, with staff, clients, and constituents representing the
full spectrum of ethnic and linguistic diversity in

America. In 1995, IRSA member agencies, with a combined budget of nearly $60 million, served more than 325,000 individuals through the efforts of 1,200 staff and 5,000 volunteers. Twenty-nine affiliates are active in the direct resettlement of refugees from overseas. These agencies provide refugees with reception and placement and other services including job placement, case management and counseling, assistance with immigration matters, educational services, and a range of community information and cultural activities.

Since 1975, the IRSA network has directly resettled over 135,000 refugees from Southeast Asia, Eastern Europe, the Soviet Union, the Near East, South Asia, Africa, and Latin America, assisting them to become productive members of American society. In addition to serving refugees directly resettled by IRSA, all member agencies provide services to the larger refugee and immigrant communities in their areas.

IRSA Refugee Programs

IRSA's Department of Refugee Services operates six refugee-serving programs:

- JVA Saudi Arabia: Screen, prepare, and present Iraqi cases in Rafha camp to INS for U.S. refugee adjudication and outprocess approved refugees to the U.S.

- Reception and Placement: Facilitate transition from overseas to the U.S. and provide initial resettlement services to over 7,000 IRSA-sponsored refugees through a network of 29 local affiliate sites.

- Matching Grant: Provide four months of initial resettlement services to 1,000 refugees at 9 sites through a match of private and Federal resources to ensure that early family self-sufficiency is attained and need to access public assistance is eliminated.

- Vermont Field Office: Provide initial resettlement services to 220 refugees through R&P program and ongoing social services to three years of refugee arrivals under contract to the State of Vermont.

- Preferred Communities: Increase refugee placements in two local sites and three satellite communities, engage in national contingency planning, and identify potential resettlement sites.

- Community Relations Service (Dept of Justice): Resettle Cuban parolees from Guantanamo in the Miami area providing 90 days of initial support and social services.

Resettlement Program

During FY 1995, IRSA and its member agencies resettled the following numbers of refugees:

Southeast Asian	3,866
Eastern European	1,161
Former Soviet Union	1,077
Near Eastern	268
Africa	292
Western Hemisphere	
Cuban:	431
Haitian:	121
Total	7,218

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

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

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

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

In an attempt to maintain quality resettlement among its affiliates, IRSA carried out on-site monitoring of twelve local agencies. These visits helped IRSA to meet its Cooperative Agreement requirements with the Department of State and also to appreciate the practical, human problems of local resettlement.

Related Activities

- Expansion of Matching Grant program from eight to nine sites, with an increase of 275 Matching Grant clients.

- Award of a Preferred Communities grant to increase refugee placements in two local sites and three satellite communities, engage in national contingency planning, and identify potential resettlement sites.

- Immigration and Citizenship Activities: IRSA received grants from the Ford Foundation to develop and implement mass citizenship workshops and (in conjunction with Lutheran Immigration and Refugee Services and the US Catholic Conference) to assess and develop immigration management capacity at local agencies.

International Rescue Committee, Inc.

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

The response of the IRC to refugee emergencies is a two-fold one. A major effort is made domestically to help in the resettlement of refugees who have been accepted for admission to the 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.

IRC carries out its domestic resettlement responsibilities from its New York headquarters, one affiliate office, and a network of 15 regional resettlement offices around the United States. IRC also maintains offices in Madrid, Rome, and Vienna to assist refugees in applying for admission to the United States. In addition, the IRC is responsible for the functioning of the Joint Voluntary Agency Office in

Thailand and the United States Refugee Resettlement Office in Croatia which, under contract to the Department of State, carry out the interviewing, documenting, and processing of refugees in those countries destined for resettlement in the United States.

Overseas refugee assistance programs provide extensive services through all phases of a refugee crisis. At present, IRC has medical and relief programs in the former Yugoslavia, Somalia, Sudan, Mozambique, Zaire, Cambodia, Afghanistan, Burma, and many other countries. IRC began its humanitarian effort to relieve the suffering of over 3,000,000 people affected by the conflict in former Yugoslavia in December 1991. In Sarajevo, IRC is working with other agencies to re-establish water, gas, and sanitation systems. In central Bosnia, IRC provided seeds, shelter, and sanitation materials, especially designed stoves, warm clothing-much of it through IRC's manufacturing programs with local factories producing the needed goods. IRC is also assisting hospitals with supplies and training of physicians.

Goals and Mission

The IRC's overriding goal and mission is to provide relief, protection, and resettlement services for refugees and victims of oppression or violent conflict by whatever means are most effective. This commitment is reflected in well-planned resettlement assistance, global emergency relief rehabilitation and advocacy for refugees.

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

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

IRC Resettlement Activities

The IRC domestic refugee resettlement activities are carried out through a network of 15 regional offices. They are staffed by professional caseworkers and supported by volunteers from the local community.

In addition to the network of regional offices, IRC works with one affiliated organization, the Polish Welfare Association in Chicago, Illinois. 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.

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

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

Newly arriving refugees are counseled on the desirability of early employment. Each office has job placement workers on staff and has developed contacts through the years with local employers. 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 Francisco, Seattle, and West New York, New Jersey.

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

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

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

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

During FY 1995, the International Rescue Committee resettled the following number of refugees:

Eastern Europe/Former Soviet Union	2,891
Near East	603
Africa	1,258
Latin America	1,090
East Asia/ODP	5,632
Total	11,474

Iowa Department of Human Services

Bureau of Refugee Services

The State of Iowa's resettlement program was founded in 1975, when former Iowa Governor Robert D. Ray created the Governor's Task Force for Indochinese Resettlement. For the past 20 years, the state government and the people of Iowa have continued their commitment to helping victims of persecution as they rebuild their lives.

Iowa's response to the urgent needs of refugees has been two-fold. The first major effort is directed toward helping refugees who have been accepted for resettlement in the United States by serving as a voluntary reception and placement agency under contract with the Department of State. The second major effort is serving as the state social service provider in which Iowa strives to address the employment and social acculturation needs of refugees who resettle in or migrate to Iowa.

Mission

The mission of the Bureau of Refugee Services is to:

- offer a home and a future for those who have been persecuted through the resettlement of refugees in Iowa; and

- to assist refugees in becoming self-sufficient as quickly as possible, thereby, enabling them to enrich our state through the sharing of their talents, skills, gifts and culture.

Organization

The committee to the mission of the Bureau of Refugee Services is carried out by an agency that consists of a team of individuals representing various disciplines such as reception and placement activities, sponsor recruitment, immigration assistance, job development, job placement, case management, social adjustment and administration. Department of Human Services Director, Charles Palmer, serves as Iowa's State Coordinator for Refugee Affairs and Wayne Johnson, Chief of the Bureau of Refugee Services, is Deputy Coordinator and program manager.

Philosophy of Self-Sufficiency

The BRS maintains the philosophy that refugees need to become self-sufficient as quickly as possible. Our focus is on placing refugees into jobs which promote economic independence, generate tax dollars, and help local economies. We discourage the use of welfare-type funds, except in emergency situations or for the purpose of temporary transition support leading to economic self-sufficiency.

BRS Reception and Placement Activities

Initial reception and placement of refugees in the State of Iowa is carried out by the Bureau of Refugee Services through a cooperative agreement with the Bureau of refugee Programs of the Department of State. The BRS carries out its resettlement efforts from its headquarters in Des Moines, Iowa and a sub-office located in Sioux City, Iowa.

Core services provided under the cooperative agreement include pre-arrival assistance, reception services for refugees during their first 30 days after arrival, counseling and referral services.

During FY 1995, **the Bureau resettled 705 refugees.** This was the highest level of resettlement for the Bureau since 1980. The breakdown by ethnic group of the refugees resettled was as follows.

FY 1995 Resettlement

Vietnamese	322
Bosnian	380
Rwandan	3
Total	705

The refugee sponsor model has always been the cornerstone of Iowa's resettlement program. During FY 1995, the Bureau continued to focus its recruitment efforts in those areas that were identified as having strong employment possibilities and sponsor potential.

Cumulative Arrivals

The 1995 arrivals brought the cumulative resettlement totals of the Bureau of Refugee Services to the following levels:

BRS Resettlement
FFY1975 - 1995

Cambodian	368
Hmong	446
Laotian	1,873
Tai Dam	2,375
Vietnamese	2,824
Bosnian	715
Other	61
Total	8,662

Related Activities

Fy 1994 Targeted Assistance 10% Discretionary Program - Iowa was the recipient of three awards under the targeted assistance program. The funds are for services to refugees in localities most heavily impacted by an influx of refugees and which have a demonstrated need for supplementation of resources for services to the refugees. Ninety-five percent of the amount of grant awards received by the state were made available to the county or other local entity.

FY 1994 Omnibus Discretionary Social Services Grants Program - The state of Iowa was awarded two separate grants under the Community and Family Strengthening initiative under this program. Both projects are designed to respond to the challenge of reducing welfare dependency and advancing the attainment of economic self-sufficiency among refugees in Iowa.

Former Political Prisoners (FPP) from Vietnam Incentive Funds - The State provided direct social services to former political prisoners from Vietnam by contracting with a local mutual assistance association and by enhancing existing services already provided by the Bureau of Refugee Services.

Unaccompanied Refugee Minors (URM) - Services continued during FY 1995 to the unaccompanied minors resettled in Iowa. URMs are served through the licensed welfare programs operated by Lutheran Social Services.

Lutheran Immigration and Refugee Service

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

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

LIRS's mission is based on Christian principles of hospitality, justice, and community. It is a cooperative non-profit agency of the Evangelical Lutheran Church in America, the Lutheran Church-Missouri Synod, and the Latvian Evangelical Lutheran Church in America. These member church bodies include 95 percent of all Lutherans in the U.S.

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

LIRS resettles refugees where sponsors, housing, and jobs are available and where the population includes people from the refugees' ethnic background. "Free" cases--those without family or other contacts in the U.S.--are not placed in impacted areas where refugee services are stretched and employment and other resettlement opportunities are not as prevalent. The immediate goal for LIRS partners is to help refugees survivors of war and oppression to heal and re-establish their lives here. Both refugees and their neighbors can be transformed by this process for the good of the whole community. LIRS's program therefore builds bridges between new Americans and their neighbors, while equipping and encouraging the newcomers for self-sufficiency and participation in civic life.

In FY 1995, LIRS resettled 9,043 refugees:

African	812
European	3,796
East Asian	2,889
Latin American/Caribbean	917
Near East	629
Total	9,043

Beginning in July, LIRS also resettled 480 entrants, all of them Cuban nationals coming from Guantanamo. This was done under contract with the Department of Justice's Community Relations Service. All were resettled as family reunions in Florida.

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. The national office manages the refugee resettlement program through 26 regional offices and 16 suboffices; the unaccompanied minor refugee program through 16 regional offices; and the match grant program. The agency also manages a number of non-government funded programs not reflected in this report.

From New York, contacts are maintained with government agencies, other voluntary agencies, the Refugee Data Center, and international counterparts. Arrangements are made for refugee welcome at ports of entry and final destinations. Regional office work is monitored through on-site visits and regular contact. New

programs are developed and technical assistance is given. Tracking and monitoring requirements are fulfilled. Travel loans are collected.

Careful planning, monitoring and coordination undergird the entire system. The national office works closely with the affiliate resettlement programs to ensure the highest standards of service, to expand program opportunities, and to explore creative new ideas.

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

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

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

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

FY 1995 Highlights

- While LIRS' resettlement program has largely focused on Southeast Asian refugees for 20 years, we are transitioning to a more diverse caseload. Currently most of our new arrivals are **Europeans**. In addition, the ability of our field offices to generate church and community support for Bosnians, and to assure them immediately, significantly increased our caseload over the summer.

- Resettlement of **Bosnian** refugees, both family reunions and free cases, throughout the LIRS system. A new major site for LIRS is the Detroit, Mich. area. We have enabled sizeable family reunions in our original resettlement sites of Utica, N.Y. and Jacksonville, Fla. Other sites currently receiving the largest numbers are New York, N.Y.; Washington, D.C.; Tampa, Fla.; Chicago, Ill; Milwaukee, Wis.; Fargo, N.D.; and Denver, Colo. The Minneapolis, Minn. affiliate also offers special support through services with the Center for Victims of Torture.

- Assistance to family members reuniting with **Montagnard** refugees resettled through LIRS's affiliate in the Carolinas, which receives matching grant funding from ORR.

- Excellent employment outcomes with LIRS' management of the ORR-funded matching grant program in the National Capital area. LIRS' affiliate there continues to generate enthusiastic community support, with **Muslim and Lutheran volunteers** working together.

- A special initiative for **hearing-impaired Hmong refugees** enters its second year with the affiliate office in Wisconsin. It is again funded by the Mill Neck Foundation, Mill Neck, New York, due to excellent program outcomes during the first phase of the project. This initiative seeks to bridge the Hmong into available mainstream services

for the deaf in their own communities. Key components include community education with the Hmong on deaf culture and awareness, instruction in basic sign language, fostering socialization and independent living skills, and developing a short-term model that can be replicated in other communities. In addition, needs assessments for outreach to deaf refugees and immigrants are underway in Houston, Texas and New York City.

- Continued resettlement of former **political prisoners** from re-education camps in Vietnam and continuing work with resettled populations such as the **Hmong** in Minnesota, Wisconsin, and Michigan and people from the **former Soviet Union**, mainly Penecostals and other Christian dissidents, in Oregon, Washington state, Western Massachusetts and upstate New York.

- Resettlement of **Sudanese** refugees in LIRS sites in South Dakota, Minnesota, Iowa and the National Capital area.

- Reuniting of Cuban entrants with family in Florida.

- Resettlement of "Medivac" cases, requiring emergency medical are. In Wisconsin, for example, this included the resettlement of a 14-year-old paralyzed Bosnian boy, who had been shot in the spine by a sniper.

- LIRS is also sponsoring an **art internship** for the cataloguing of 300 pieces of artwork resulting from the Art in the Camps Project in Hong Kong's detention centers. The artwork was donated to LIRS so that a traveling exhibition could be designed to raise awareness of refugee experiences and talents, and generate greater support for refugee work.

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

LIRS has also nurtured the expansion of its local New York affiliate under its new identity as **Interfaith Community Services**. It has been a very creative period of program development with close working relationships established between the national staffs of LIRS and Church World Service responsible for program supervision.

In planning for the future, LIRS continues to pursue closer cooperative working relationships with voluntary agencies and others.

United States Catholic Conference

The United States Catholic Conference (USCC) is the public policy and social action agency of the Catholic bishops in the United States. Within USCC, Migration and Refugee Services (MRS) is the lead office responsible for developing Conference policy on migration, immigration and refugee issues, as well as providing program support and field coordination for a network of 119 diocesan refugee resettlement offices throughout the United States. In national and international arenas, USCC/MRS is a strong proponent of serving the pastoral and human needs and promoting the human dignity of migrants, immigrants, refugees, asylum seekers, persons displaced within their own countries, and people on the move.

The Catholic Church and its bishops remain very vocal on the just and fair treatment of refugees and immigrants. In a major statement of the U.S. Bishop's Committee on Migration, One Family Under God, issued in July 1995 they underscored the Church's position on and commitment to a range of domestic and international refugee and immigration issues.

USCC/MRS and its affiliates provide services to their clients without regard to race, religion, or national origin.

Migration and Refugee Services is a multi-unit management entity comprised of the following program areas: Pastoral Care, Advocacy, and Refugee Programs.

USCC/MRS carries out its domestic resettlement activities from office in Washington, New York City, and Miami. The Executive Director and his key senior management staff are responsible for overall policy formulation and for maintaining contact with various governmental agencies, such as, the Department of State, the Department of Labor, the Department of Health and Human Services, the Department of Justice, and the Immigration and Naturalization Service. The New York office remains the hub for managing resettlement operations serving as the link between overseas processing and the domestic resettlement programs. Program support to diocesan resettlement offices is carried out primarily through MRS/Field Operations which completed its move to the National headquarters office in Washington, D.C. by September 1995. Field Operations' staff ensure effective implementation of USCC/MRS policies and that of governmental agencies with whom contracts are maintained through on-site reviews and ongoing telephone and written contracts. In addition, field staff monitor and evaluate the quality of services provided to refugees and provide technical assistance as needed, to strengthen the performance of diocesan programs in such areas as employment services and program development.

Through its Special Programs Section, USCC/MRS administers several programs. By far the largest of these is the Matching Grant program. In 1995, 42 diocesan resettlement offices participated in this program whose goal is to promote and achieve early economic self--sufficiency of refugees through employment. From January to September 1995, 3,801 new clients entered the program. Of the 3,062 that completed four months of services, 2,420 achieved self-sufficiency, for a success rate of 79 percent. Of those completing the four months of service, Vietnamese former re-education prisoners and their families represented the largest participating group at 42 percent of the total. Of the 1,290 re-eds completing the service period, 1,082 or 84 percent achieved economic self-sufficiency.

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

Another notable program within Special Programs is Children's Services. The unaccompanied refugee minors program, to provide technical assistance to diocesan resettlement offices resettling minors, and helps develop the network's capacity to respond to any emergency resettlement needs of minors and to pursue other special initiatives. In FY 95 a total of 55 Cuban minors were resettled into USCC's foster care network. One minor was resettled from Panama, two from Boystown shelter in Miami, and three were reclassified as unaccompanied minors on account of sponsorship breakdowns. The remaining 49 were directly placed in foster care after being detained at Guantanamo Naval Base for a few months. Moreover, a total of 34 Haitian unaccompanied minors were placed in USCC's foster care network in FY 95. Also in FY 95, 13 unaccompanied refugee minors were placed with USCC's e network comprising of 9 Sudanese, 1 Arab, 1 Somali, 1 Bosnian and 1 Ukranian minor. This figure represents a slight decrease from FY 94, when 20 URM's were placed in foster care.

A Preferred Communities grant was awarded by ORR in 1994 to provide support to four of MRS' exiting free case placement sites experiencing diminishing resources. This investment by ORR provides additional resources to improve resettlement opportunities for free cases in locations considered to be optimal resettlement sites. In 1995, under the management of the Special Programs Section, the award was extended and two additional sites were added. The diocesan affiliates currently participating in the Preferred Communities program are Charlotte, North Carolina; Grand Rapids, Michigan; Lincoln, Nebraska; Mobile, Alabama; Nashville, Tennessee; and Richmond, Virginia.

USCC/MRS also received an operating grant to enlist the services of 32 Americorps members in eight refugee resettlement programs nationwide. The program entitled, "Fostering Citizenship", responds to the varied needs of refugees and immigrants as they make the transition from new comers to full participants in their communities. It attempts to increase newcomer self-sufficiency through education, employment services, mentoring, citizenship classes and other types of services. The diocesan affiliated participating in the AmeriCorps program include Boston, Massachusetts; Fresno, California; Hartford, Connecticut; Honolulu, Hawaii; Los Angeles, California; Orange, California; Portland, Oregon; and Syracuse, New York.

Resettlement Activities in FY 1995

USCC/MRS resettled 25,247 refugees. The regional breakdown is as follows:

East Asia	16,857
Eastern Europe	1,757
Near East and South Asia	1,722
Latin America and Caribbean	3,205
Soviet Union	631
Africa	1,075
Total	25,247

In addition, USCC/MRS affiliates resettled 6,998 "non-grant" cases. "Non-grant" cases are those admitted to the U.S. as immigrant visa beneficiaries or those paroled based on humanitarian considerations. While non-grant cases originate from refugee like conditions, they are not eligible for Reception and Placement services.

USCC/MRS also resettled 12,392 Cuban and Haitian entrants in FY 1995:

Cubans	11,987
Haitians	405
Total	12,392

After experiencing tremendous growth in FY 1994 due to the massive exodus of Cubans and Haitians from their respective countries, USCC/MRS office in Miami expanded its resettlement network to accommodate this increased flow. In addition, during 1995 USCC/MRS was one of two volags that provided processing for an additional 1,344 entrants from Guantanamo and Havana who were subsequently resettled by other volags.

During this past year, USCC/MRS was actively engaged with the diocesan resettlement network to begin a process for managing changes anticipated in the refugee program. This will continue in FY 96 with a focus on implementing strategies which will help the resettlement network adapt to changes. The objective is to maintain as large a resettlement network as possible which is responsive to future resettlement needs.

World Relief Corporation

During FY 1995, World Relief, the international assistance arm of the National Association of Evangelicals, resettled over 11,000 refugees and immigrants through its network of affiliate offices and sponsoring churches. Participation in the resettlement of refugees is viewed as an extension of World Relief's mandate to empower 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 administered the Guantanamo Refugee Project from July 1994 to January 1996, which provided social services, medical services, public health services and vocational education to Haitian and Cuban detainees. World Relief is also responsible for the transportation of letters and packages to detainees and staff in the camp. World Relief continues to work with refugees and displaced persons in Asia, Africa, Central America, and Eastern Europe.

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

With its international office in Wheaton, Illinois, World Relief is an active member of InterAction and the Association of Evangelical Relief and Development Organizations (AERDO).

Organization

In the United States, World Relief is a subsidiary corporation of the National Association of Evangelicals which represents 47 member denominations, 26 individual congregations from other denominations and some independent churches as well.

The U.S. resettlement program of World Relief is administered through its national office near New York City in Congers, New York. Under the supervision of a senior management structure, resettlement activities are carried out through a nation-wide network of 25 professional offices divided into five geographic areas. Area and affiliate offices are monitored through on-site visits and monthly reports. This office also provides liaison with InterAction, the Refugee Data Center, and the International Organization for Migration. In addition, it is responsible for all pre-arrival processing, post-arrival tracking, travel coordination, and travel loan collection.

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

From the inception of its refugee resettlement program in 1979, World Relief local offices have constructed 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 1995, this included sponsorships, cash contributions, gifts-in-kind,

technical assistance, public relations assistance, and a variety of volunteer services.

Sponsorship Models

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

World Relief also employs the Family Model of sponsorship. In these cases of family and friend reunification, World Relief staff work with the anchor relatives prior to arrival of the refugees. WR Staff provides orientation, training, and ongoing professional service during the pre- and post-arrival period. Supplemental funds, goods, and services are made available depending upon the need. From time to time, an American family, individuals, or church group will provide core SERVICES to an arriving family with World Relief staff providing professional assistance, monitoring, and tracking.

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

Special Caseloads In FY 1994

The World Relief resettlement program assists in the resettlement of approximately nine percent of the total refugees arriving to the U.S. during FY 1995. The majority of World Relief's caseload in this past year consisted of Vietnamese Former Political Prisoners and Soviet Evangelical Christians. Significant numbers of Somali, Iraqi, Cuban, and Bosnian refugees comprised the remainder of the caseload. Due to a large influx of Bosnian refugees to Chicago, World Relief's Chicago affiliate was designated as the Bosnian service center and receives ORR funding through the Illinois Department of Public Aid to provide employment and adjustment services to Bosnian refugees.

WORLD RELIEF FY 95 ARRIVALS

Indochina:	
Amerasians	79
Former Political Prisoners	3,587
First Asylum	671
Near East	242
Africa	488
Eastern Europe	1175
Latin America	689
Former Soviet Union:	
Evangelical Christians	2,983
Others	885
Total	**10,799**

APPENDIX D:

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Above: Benadir families are shown with church sponsors. *(Photo by James DeWitt)*