

**REPORT TO
THE CONGRESS**

JANUARY 31, 1981

Refugee Resettlement Program



U.S. DEPARTMENT OF
HEALTH AND HUMAN SERVICES

Office of Refugee Resettlement

TABLE OF CONTENTS

	<i>Page</i>
INTRODUCTION	1
LEGISLATIVE INITIATIVES	1
KEY EXECUTIVE BRANCH ACTIVITIES AND PROGRAM DEVELOPMENTS	2
Refugee Admission Policy	2
Office of the U.S. Coordinator for Refugee Affairs	2
HHS Actions to Give Priority to the Refugee Program	3
Department of State Initial Resettlement Efforts	3
Reception and Placement Grants	3
Implementation of the Refugee Act of 1980	3
Domestic Consultations and Coordination	3
REFUGEE APPROPRIATIONS	4
REFUGEE ADMISSIONS	4
Southeast Asian Refugees	4
Cuban Refugees	5
Soviet Refugees	5
Other Refugees	5
REFUGEE POPULATION PROFILE	6
Southeast Asian Refugees	6
Secondary Migration	6
Geographic Distribution: September 1980	7
Age and Sex Data	8
Nationality Data	8
Cuban Refugees	9
Soviet Refugees	9
Other Refugees	9
REFUGEE RESETTLEMENT PROGRAM	9
Cash, Medical, and Supplemental Security Income Assistance	9
Support Services	10
Voluntary Agency Matching-Grant Programs	10
Refugee Education	11
Refugee Health	11
National Projects	11
Grants to Mutual Assistance Associations	13
Unaccompanied Minors	14
REFUGEE EMPLOYMENT	14
ADJUSTMENT OF STATUS AND CITIZENSHIP	16
CONCLUSION	16

APPENDICES

<i>APPENDIX A: Tables</i>	<i>Page</i>
<i>Table 1.</i> Southeast Asian Refugee Arrivals in the United States: September 30, 1980	19
<i>Table 2.</i> New Southeast Asian Refugee Arrivals in the United States, by Month: FY 1979 and FY 1980	19
<i>Table 3.</i> New Southeast Asian Refugee Arrivals by State of Initial Resettlement: FY 1979 and FY 1980. .	19
<hr/>	
<i>Table 4.</i> Cuban Refugee Arrivals, by State of Initial Resettlement: FY 1979 and FY 1980	20
<i>Table 5.</i> Soviet Refugee Arrivals, by State of Initial Resettlement: FY 1979 and FY 1980	21
<i>Table 6.</i> Refugees Approved for Admission from Selected Areas: FY 1980	21
<i>Table 7.</i> Estimated Southeast Asian Refugee Population, by State: January 1979, January 1980, and September 30, 1980	22
<i>Table 8.</i> Estimated Net Secondary Migration of Southeast Asian Refugees, by State: January 1979–January 1980	24
<i>Table 9.</i> Southeast Asian Refugees, by Age and Sex: January 1976 and January 1980	25
<i>Table 10.</i> Southeast Asian Refugee Alien Registration, by Nationality and State: January 1980	25
<i>Table 11.</i> Cubans and Soviets in Refugee Status, by State, According to INS Alien Registration: January 1980	27
<i>Table 12.</i> Six Selected Nationalities in Refugee Status, by State, According to INS Alien Registration: January 1980	28
<i>Table 13.</i> Southeast Asian Refugee Eligibility for Cash Assistance: Annual Comparisons, September 1975–August 1980	29
<i>Table 14.</i> Southeast Asian Refugee Eligibility for Cash Assistance and Medical Assistance: August 1, 1980	30

	<i>Pages</i>
<i>Table 15.</i> Supplemental Security Income: Number of Southeast Asian Refugees Eligible for Federally Administered Payments by reason for eligibility and State: September 1980	31
<i>Table 16.</i> Supplemental Security Income: Number of Southeast Asian Refugees Receiving Federally Administered Payments by Type of Payment and Average Monthly Amount: September 1980	31
<i>Table 17.</i> Placement and Status of Southeast Asian Unaccompanied Refugee Minors, by State and Sponsor: March 1, 1979–November 1, 1980 ...	32
<i>Table 18.</i> HHS Obligations for Office of Refugee Resettlement: FY 1980	33
<i>Table 19.</i> Department of State Obligations for Southeast Asian Refugee Programs: FY 1980	34
 APPENDIX B: <i>Reports by Federal Agencies</i>	
Office of Refugee Resettlement, Department of Health and Human Services	37
Public Health Service, Department of Health and Human Services	38
Social Security Administration, Department of Health and Human Services	42
Office of the United States Coordinator for Refugee Affairs	42
Bureau of Refugee Programs, Department of State	43
Immigration and Naturalization Service, Department of Justice	45
Employment and Training Administration, Department of Labor	45
Office of Refugee Children Assistance, Office of Bilingual Education and Minority Language Affairs, Department of Education	46
 APPENDIX C: <i>Resettlement Agency Reports</i>	
American Council for Nationalities Service	51
American Fund for Czechoslovak Refugees, Inc	52
Buddhist Council for Refugee Rescue and Resettlement.	53
Church World Service Immigration and Refugee Program	53

	<i>Page</i>
HIAS, Inc	54
Idaho State Refugee Program	55
International Rescue Committee	55
Iowa State Refugee Service Center	56
Lutheran Immigration and Refugee Service	57
Tolstoy Foundation, Inc	58
United States Catholic Conference	59
<hr/>	
World Relief Refugee Service	60
YMCA	61
APPENDIX D: National Projects	63
APPENDIX E: Mutual Assistance Association Grants	67
APPENDIX F: State Refugee Coordinators	71
APPENDIX G: State Purchase-of-Service Contracts	79
APPENDIX H: Center for Disease Control Grantees	131

This is the fourteenth in a series of reports to the Congress on the Refugee Resettlement Program in the United States, and the first to include all refugees admitted to this country. Previous reports required under the Indochinese Refugee Assistance Program (IRAP) have dealt exclusively with Southeast Asian refugees. As a result of the enactment of the Refugee Act of 1980 (P.L. 96-212), this report—which covers the period October 1, 1979, through September 30, 1980—is comprehensive in its coverage of programs available to refugees admitted to the United States, regardless of country of origin.

Never before have so many refugees been accepted for resettlement in this country in a year as during this report period. The United States has taken the lead role among nations in responding to an international crisis precipitated by the mass exodus of hundreds of thousands of Cambodians, Laotians, and Vietnamese seeking sanctuary and freedom in countries of permanent resettlement. During this reporting period, over 166,000 refugees from Southeast Asia were admitted, many having waited for several years in refugee camps in countries of first asylum, such as Thailand, Malaysia, and Indonesia. In addition, about 50,000 refugees from the Soviet Union, Eastern Europe, Africa, and Cuba were admitted bringing the total for fiscal year 1980 to over 210,000. (See Tables 2, 4, and 6 in Appendix A.)

Private voluntary agencies traditionally have played a vital role in refugee resettlement in the United States. During fiscal year 1980, these agencies demonstrated their resourcefulness and resolve in arranging for sponsorship and placing more than 17,000 refugees in American communities every month.

In addition, there has been during this period a significant increase in the involvement of State and local government agencies involved in various aspects of refugee resettlement. At the close of the year, nearly all had submitted State plans, indicating their intent to participate in the refugee assistance program.

Note: This report concerns refugees as defined by the Refugee Act of 1980 and does not deal with Cuban and Haitian "entrants" who came to the United States during the report period. Special legislation has been enacted to aid States in providing assistance to recently arrived Cubans and Haitians.

LEGISLATIVE INITIATIVES

On March 17, 1980, the Refugee Act of 1980 (P.L. 96-212) was signed into law. This Act provides for a comprehensive and permanent statutory authority for United States refugee policies and programs.

Among other things, the Refugee Act of 1980:

- Establishes standard procedures for the President to determine (in consultation with the Congress) the number of refugees to be admitted to the United States.
- Provides for equitable programs of assistance and services for all refugees accepted by this country without regard to their race, religion, nationality, sex, or political opinion.
- Establishes a State plan mechanism for the provision of refugee assistance and provides for the appointment of a State Coordinator of each State which participates in the refugee program.
- Creates the Office of Refugee Resettlement (ORR) within the Department of Health and Human Services to administer assistance programs designed to help refugees achieve economic self-sufficiency as quickly as possible.
- Establishes the Office of the United States Coordinator for Refugee Affairs to, among other things, coordinate domestic and international refugee admission and resettlement programs.

Prior to approval of the Refugee Act, the authorizing legislation for the refugee assistance program was the Migration and Refugee Assistance Act of 1962 (P.L. 87-510) and the Indochina Migration and Refugee Assistance Act of 1975 (P.L. 94-23 as amended by P.L. 95-145 and 95-549), which expired on September 30, 1979. However, Congress provided continued temporary authority and funding for the program under a Continuing Resolution, P.L. 96-86, enacted October 12, 1979.

Subsequently, authority for the program was extended through September 30, 1981, by P.L. 96-110, enacted November 13, 1979, and funding was made available through the end of FY 1980 by a Continuing Resolution, P.L. 96-123, enacted November 20, 1979. (P.L. 96-123 also provided \$12 million for educational services for Southeast

Asian refugee children under the authority of the Indochina Refugee Children Assistance Act, P.L. 94-405 as amended by P.L. 95-561.)

KEY EXECUTIVE BRANCH ACTIVITIES AND PROGRAM DEVELOPMENTS

Refugee Admission Policy

The Carter Administration, responding to the critical refugee situation in Southeast Asia, decided in June 1979 to increase the monthly admission rate of Southeast Asian refugees to approximately 14,000. This figure was double the monthly number of refugees that had been accepted previously. Through intensive efforts by the Department of State and the national voluntary agencies, this rate was achieved by September 1979 and maintained throughout FY 1980.

Office of the U.S. Coordinator for Refugee Affairs

In February 1979, the Office of the U.S. Coordinator for Refugee Affairs was established by the President to provide policy guidance and coordination for all United States refugee efforts, both international and domestic. The Refugee Act of 1980 now provides a mandate for the office. The Coordinator has the rank of Ambassador-at-Large, since many of his responsibilities involve discussion and negotiation with foreign governments and international organizations on refugee matters. The Coordinator reports directly both to the President and to the Secretary of State.

On December 19, 1979, Victor H. Palmieri was confirmed by the Senate for the position of U.S. Coordinator.

The Ambassador carries out his policy coordination role through the Interagency Committee for Refugee Affairs, which meets regularly under his chairmanship. The Committee consists of representatives of various Federal agencies which have an interest in domestic and international refugee issues. The key agencies involved in domestic resettlement are the Departments of Health and Human Services, State, Labor, Housing and Urban Development, Justice, and Education. The Committee also includes representatives of other Federal agencies such as the Departments of Defense and Commerce, the Office of Management and Budget, the National Security Council, the Central Intelligence Agency, and the Domestic Council.

Accomplishments of the Office of the U.S. Coordinator included the development of an English as a Second Language program in refugee camps in Southeast Asia, inauguration of a monthly reporting system on Indochinese arrivals,

development of an improved contract for initial resettlement grants, development of a Refugee Resettlement Resource Book and directory of private voluntary resettlement agencies, participation in a UNHCR-sponsored Indochinese Refugee Resettlement Workshop in Geneva, and direction of the Cuban/Haitian Task Force through early Fall. Some of these programs are described in more detail in subsequent parts of this report.

In response to the critical need to provide English language and cultural orientation to Indochinese refugees, plans were developed early in 1980 to implement the first large-scale, systematic training programs for refugees in selected camps in Southeast Asia. Planning involved in the Office of the U.S. Coordinator for Refugee Affairs, the United Nations High Commission for Refugees, the Department of State, ORR, Action/Peace Corps, and a variety of private organizations. Representatives of these agencies and groups drew up program specifications which would ensure regional standardization and maintain program quality. To implement the program, the Department of State made an initial contribution of \$10 million to the UNHCR. UNHCR used this contribution to contract with various private organizations who are responsible for day-to-day operation of the camp programs. The first program began in the field in October of 1980. By April of 1981, five training sites were in operation in Southeast Asia. Two are located in Thailand, one in Hong Kong, and one in each of the Refugee Processing Centers in Indonesia and the Philippines. When these sites are expanded to full capacity, training in FY 82 should reach approximately 90% (52,260) of the target population of refugees designated for resettlement in the U.S. In addition to the camp programs, a Regional Resource Center was established in Bangkok to develop, adapt and coordinate curricula. The RSC began operations in November 1980.

Training is intensive. Program duration is twelve weeks, and all eligible persons are required to participate as a condition of resettlement in the U.S. Each trainee attends English classes for three hours per day, six days per week, and receives 100 hours of orientation during the course of the program.

The primary purpose of this program is to provide training that will enable refugees who enter the U.S. to achieve economic self-sufficiency as soon as possible. For this reason, training is directed to employable adults between the ages of 16-55, both men and women. It is hoped that the focus on future income earners will expedite the economic integration of this group and their families.

HHS Actions to Give Priority to Refugee Program

Even before the Refugee Act had mandated establishment within HHS of a permanent Office of Refugee Resettlement, a new Office of Refugee Affairs had been established in October 1979 which reported directly to the Under Secretary. Prior to creation of the Office of Refugee Affairs, refugee activities were carried out on a lower organizational level by the Special Programs Staff, located within the Office of Family Assistance in the Social Security Administration.

At the beginning of fiscal year 1980, then Secretary Patricia Roberts Harris established an HHS Refugee Task Force comprised of appropriate assistant secretaries and heads of principal operating components within the Department. The Task Force, chaired by the Under Secretary, was formed to provide a Department-wide focus for refugee policy development.

Department of State Initial Resettlement Efforts

Within the Department of State, the Bureau of Refugee Programs is primarily responsible for the development, implementation, and operation of policies and programs for the United States' participation in the relief and resettlement of refugees throughout the world, and for the initial resettlement of refugees accepted by this country.

The initial domestic placement and resettlement of refugees is carried out primarily by 12 voluntary agencies and two State agencies, under grants from the Department of State. These "reception and placement" or "initial resettlement" grants are managed by the Bureau of Refugee Programs. (See Appendix B for further information.)

Reception and Placement Grants

The Refugee Act of 1980 specified that the responsibility for administering initial reception and placement grants to voluntary resettlement agencies would shift from the Department of State to the Office of Refugee Resettlement, Department of Health and Human Services, beginning with fiscal year 1982 unless the President determined on the basis of a study and reported to Congress by March 1, 1981, his decision that some other agency—not excluding the Department of State—should administer these grants. A work group chaired by the U.S. Coordinator for Refugee Affairs, including representatives of his office as well as the Department of State's Bureau of Refugee Programs and the Department of Health and Human Services, was created in July 1980 to

undertake this study. In the course of preparing the study the work group conducted consultations with voluntary resettlement agencies, public interest groups, and State and local governments. On January 13, 1981, the President advised Congress that responsibility for these grants should be retained by the Department of State, at least for the time being. The Department of Health and Human Services will jointly monitor the program in accordance with the requirements of the Refugee Act. Certain other management steps recommended in the report are underway.

Implementation of the Refugee Act of 1980

In concurrence with timelines set forth in the Refugee Act of 1980, the Office of Refugee Resettlement published a final regulation, effective October 1, 1980, which required States intending to participate in programs authorized by the Act to file, with ORR, acceptable State refugee service plans and to designate State refugee program coordinators. By the end of fiscal year 1980, 49 States (all except Alaska), the District of Columbia, and Guam had met these requirements. Pending the issuance of other regulations, ORR issued an Action Transmittal to States implementing the new Act by extending current assistance and service programs to refugees regardless of their national origin.

ORR undertook extensive policy consultations with national, State, and local public and private agencies and refugee organizations on refugee cash and medical assistance policy, aimed at informing Departmental decision-makers regarding program policy in these areas. As FY 1980 ended, the Department was working on the development of proposed policy issuances governing these program areas and examining policies regarding the training, social, and other support services to refugees.

Domestic Consultations and Coordination

The Refugee Act of 1980 highlighted the need for the Federal government to consult with State and local officials concerning domestic resettlement and to coordinate Federal programs with the voluntary agencies and State and local government. Significant progress was made in the areas in FY'80. ORR and the Office of the Coordinator participated frequently in meetings with the American Council of Voluntary Agencies, state and local government officials, and public interest groups.

Jointly the Office of the U.S. Coordinator and the Office of Refugee Resettlement developed a

program of regional consultations on refugee resettlement in the U.S. A contract was initiated with the Indochina Refugee Action Center to plan and administer the process. The purpose of the consultations was to provide a forum for the dissemination of information and for the identification and discussion of issues of special concern to the resettlement community across the country. State and local government officials, local and national private voluntary agencies, social service providers, educators, refugee leaders, and others interested in local resettlement activities were invited to participate. Consultations were held in Seattle, Philadelphia, Los Angeles, Dallas and Chicago. A final meeting to bring together representatives from the five regional meetings to consult with Federal officials, national voluntary agencies and others was planned for March 10, 1981 in Washington, D.C.

In June 1980, the American Council of Voluntary Agencies (ACVA), in conjunction with the Department of State's Bureau of Refugee Programs, initiated an automated system for providing refugee placement information to State and local officials. This system enables officials throughout the country to receive data on the number of Southeast Asian refugees to be resettled in their area prior to the actual arrival of these refugees. The data for this new system are derived from sponsorship commitments as reported by the various resettlement agencies which are members of ACVA. Since this information is put into the system at the same time that the sponsorship commitments are sent to camps in Southeast Asia, it is generally possible to make it available to officials between two to eight weeks prior to the actual arrival of the refugees in the community. The Office of the U.S. Coordinator for Refugee Affairs forwards this information from ACVA to States and localities.

REFUGEE APPROPRIATIONS

In FY 1980, HHS received an initial appropriation of \$416.9 million for assistance principally to Indochinese and Soviet refugees and to Cubans who had entered this country prior to October 1, 1978. A supplemental appropriation of \$100 million was approved by Congress in July 1980. This was a direct result of the passage of the Refugee Act, which extended assistance to all refugees, regardless of their national origin.

Of the total 1980 appropriation, \$387.2 million was used to reimburse States for cash and medical assistance to needy refugees, aid to unaccompanied refugee children, support services, and related State

and local administrative costs. About \$8.2 million was used for national projects and special projects in areas such as English language and employment services and mental health. An additional \$6 million reimbursed the Social Security Administration for federally administered State supplementary payments for refugees receiving supplemental security income (SSI), a cost which would otherwise be borne by the States. Also, \$1.8 million was transferred to the Public Health Service to provide medical services to refugees.

Besides these funds, States that chose to participate in the program were also reimbursed for aid given to Cuban refugees who arrived before October 1, 1978, under the Cuban Program Phasedown component of the program. In FY 1980, funds used for this purpose totaled \$40.1 million, including \$9.4 million to Dade County for education assistance for Cuban refugee children. Additionally, voluntary agencies that directly provided basic assistance to refugees (such as cash and medical assistance and support services) received \$23.6 million from the appropriation in 1980 through a matching-grant program for Soviet and other refugees. Three other activities were funded in 1980:

- Special educational assistance to school districts with large numbers of refugee children (\$23.2 million). However, these funds will not be obligated and transferred to the Department of Education until 1981.
- Health screening and immunizations of refugees prior to their entry into the country (\$1.5 million).
- Basic medical treatment provided through grants awarded by the Center for Disease Control (\$4.8 million).

Finally, \$3.3 million was used for Federal administration for the Office of Refugee Resettlement. (See Table 18.)

REFUGEE ADMISSIONS

This section presents information on the refugees who entered the United States during FY 1980, with some comparisons with those who entered in earlier years. All tables referenced by number can be found in Appendix A.

Southeast Asian Refugees

During FY 1980, a total of 166,727 refugees from Southeast Asia were admitted to the United States. This was slightly more than twice the 80,678 who arrived in FY 1979, and the largest

number to arrive in any single year since the Southeast Asian resettlement effort began. The total number of refugees admitted between the spring of 1975 and September 30, 1980, is 415,225 (Table 1). During FY 1980, a steady rate of entry approximating the President's announced target of 14,000 persons per month was maintained (Table 2).

The pattern of settlement of the 1980 arrivals continued to resemble that of the arrivals of earlier years (Table 3). Eight States received more than 5,000 new refugees in FY 1980, accounting for more than 61 percent of the total number of new refugees:

<i>State</i>	<i>Number of New Refugees</i>	<i>Percent</i>
California.....	48,540	29.1%
Texas.....	12,251	7.3
Washington.....	7,972	4.8
Minnesota.....	7,425	4.5
Illinois.....	7,012	4.2
Pennsylvania.....	6,689	4.0
Oregon.....	6,213	3.7
New York.....	5,938	3.6
TOTAL.....	102,040	61.2%
Other States.....	64,687	38.8
TOTAL.....	166,727	100.0%

These States were also the eight States of greatest initial resettlement in 1979. The two leading States experienced slight declines in the proportion of new refugees settling there, compared with 1979. California received 29.1 percent compared with 30.4 percent in 1979, and Texas 7.3 percent compared with 7.6 percent in 1979.

Three States that had received more than 2,000 refugees in 1979 significantly increased their proportions of refugees resettled in 1980: Washington from 3.8 percent to 4.8 percent, Minnesota from 3.3 percent to 4.5 percent, and Oregon from 2.6 percent to 3.7 percent. Due to the large increase in total numbers admitted in FY 1980 as compared to FY 1979, some States experienced a decrease in their percent of the annual national total even though all States experienced an increase in the actual annual number of arrivals.

A complete listing of the 1979 and 1980 arrivals, by State of initial resettlement, appears in Table 3.

Cuban Refugees

During FY 1980, the ORR Miami Office (formerly the Cuban Refugee Program—Miami) re-

ported 14,377 new Cubans admitted as refugees to the United States. This was nearly three times the 5,195 who arrived in FY 1979 (Table 4). Since 1959, more than 800,000 Cuban refugees have been admitted to the U.S. (None of these figures includes the Cubans designated as "entrants" who arrived during the 1980 boatlift.)

The new Cuban refugees settled primarily in Florida: 86 percent of the 1980 entries and 91 percent of the 1979 entries did so. Most of these persons settled in the Miami area. Other States receiving more than 200 Cuban refugees in FY 1980 were California with 579, New Jersey with 528, and New York with 288.

A complete listing of 1979 and 1980 Cuban refugee arrivals by State of initial settlement appears in Table 4.

Soviet Refugees

The number of Soviet refugees who entered the United States in 1979 and 1980 was higher than in previous years, reflecting some relaxation of Soviet controls on emigration during that period. The Immigration and Naturalization Service (INS) reports that 27,343 Soviets were approved for entry as refugees during FY 1980. (See Table 6.)

Reports on entering Soviet refugees also are compiled by voluntary agencies that assist in their resettlement.

The Council of Jewish Federations (CJF) reported 21,027 Soviet refugees arriving in FY 1980 and 25,034 in FY 1979. In addition to Soviet Jews, some Armenians and others are permitted to emigrate from the Soviet Union, which accounts for the different totals reported by different groups.

A complete listing of the 1979 and 1980 Soviet refugees known to CJF, by State of initial resettlement, appears in Table 5. In both years, New York was the favored destination, receiving 44 percent of the arriving refugees. California was second with slightly more than 10 percent, and Illinois third with about 7 to 8 percent.

Other Refugees

Refugees enter the United States from many countries in addition to the major movements already discussed. Table 6 shows numbers approved by INS for entry as refugees during 1980, by region of the world. There were 4,665 from Eastern Europe, 2,310 from the Middle East, and smaller numbers from other areas. In addition, more than 1,000 were approved for entry based on their applications for political asylum. They came

from all parts of the world; those countries generating more than 100 political asylees were Afghanistan, Ethiopia, and Poland. (Source: Unpublished INS tabulations.)

REFUGEE PROFILE

In this section, information on the geographic location and selected characteristics of refugees is presented. Table numbers refer to Appendix A.

Southeast Asian Refugees

Because ORR has been compiling data on Southeast Asian refugees for several years, it is possible to present rather detailed information on their geographic location and their secondary migration after initial resettlement in the United States.

Alien Registration Data: January 1980

Information on the geographic distribution of the Southeast Asian population in the United States is available as of January every year from the Alien Address Registration program of the Immigration and Naturalization Service (INS). When these data are adjusted for under-registra-

tion, they show 11 States with estimated populations of more than 6,000 as of January 1980. A year earlier, only 6 of these States had estimated Southeast Asian refugee populations of that size.

For three consecutive years, these have been the 11 leading States, with some changes in ranking. Five States showed increases in their proportion of the total refugee population (California, Washington, Illinois, Minnesota, and New York), four showed decreases (Texas, Virginia, Louisiana, and Florida) and two remained the same (Pennsylvania and Oregon). Nationwide, all areas except Delaware, the District of Columbia, and Guam showed increases in their Southeast Asian populations between January 1979 and January 1980, reflecting the increased flow of new refugees (Table 7).

Secondary Migration

Using three sets of data, the net secondary migration during 1979 of Southeast Asian refugees—that is, their net interstate movement after initial resettlement—can be estimated. These data are the January 1979 and January 1980 INS registrations, by State, and the number of new arrivals, by State of initial resettlement, during the intervening period. Comparing these data provides

Estimated Southeast Asian Population of Selected States:
January 1979 and January 1980 ^a

State	January 1979		January 1980	
	Number	Percent	Number	Percent
California.....	56,500	31.2%	98,200	34.0%
Texas.....	18,300	10.1	27,100	9.4
Washington.....	6,600	3.6	12,300	4.3
Pennsylvania.....	7,600	4.2	12,000	4.1
Illinois.....	5,400	3.0	10,200	3.5
Virginia.....	6,800	3.8	9,200	3.2
Louisiana.....	7,500	4.1	8,700	3.0
Minnesota.....	4,200	2.3	8,300	2.9
New York.....	4,100	2.3	7,600	2.6
Oregon.....	4,700	2.6	7,400	2.6
Florida.....	4,700	2.6	6,300	2.2
TOTAL.....	126,400	69.8%	207,300	71.7% ^b
Other States.....	54,800	30.2	81,900	28.3
TOTAL.....	181,300 ^b	100.0%	289,200	100.0%

^a Adjusted for estimated underregistration. As in any census-type operation, some persons fail to register. Comparisons are made from January to January because these dates require making the fewest assumptions.

^b Figures do not add to total due to rounding.

a measure of the *net* secondary movement, not the total movement of individuals.

The data for the year from January 1979 through January 1980 show a net secondary migration of approximately 13,800 refugees (Table 8). Thirteen States experienced a net inflow by this method of estimation; 29 States experienced a net outflow (the changes in the remaining areas are considered too small to characterize).

States that experienced a net inflow of 200 or more due to migration from other States were:

<i>State</i>	<i>Number</i>	<i>Percent of Net Secondary Inflow</i>
California.....	9,350	67.8%
Washington.....	1,150	8.3
Virginia.....	750	5.4
Texas.....	600	4.3
Massachusetts...	400	2.9
Maryland.....	300	2.2
Kansas.....	300	2.2
Minnesota.....	250	1.8
New Jersey.....	200	1.4
TOTAL.....	13,300	96.4%^a
Other.....	500	3.6
TOTAL.....	13,800	100.0%

^a Figures do not add to total due to rounding.

While 9 States showed a net secondary inflow of 200 or more refugees, 21 States and the District of Columbia showed a net secondary outflow of 200 or more. The figures show a continued significant movement toward California, comparable with the net estimated inflow of 7,250 reported previously for 1978. This indicates why California's proportion of total refugee population increased while its proportion of new resettlements declined slightly. However, the net migration to Texas dropped to 600 in 1979 compared with 1,750 in 1978. It also is apparent that the State of Washington has moved up to third place in terms of Southeast Asian refugee population in part through secondary migration, as well as through a large number of initial resettlements during 1979 and 1980.

States that showed a net secondary outflow of 500 or more persons during 1979 were:

<i>State</i>	<i>Number</i>	<i>Percent of Net Secondary Outflow</i>
District of Columbia ^a	2,650	19.2%
Tennessee.....	1,100	8.0
New York.....	950	6.9
Florida.....	750	5.4
Hawaii.....	700	5.1
Arkansas.....	550	4.0
Colorado.....	550	4.0
TOTAL.....	7,200^b	52.2%^b
Other/unknown..	6,600	47.8
TOTAL.....	13,800	100.0%

^a See discussion in text, following

^b Figures do not add to total due to rounding.

The apparent large migration out of the District of Columbia deserves comment. The INS January adjusted figures have never shown a population of more than 600 Southeast Asians even though the D.C. arrival figures showed more than 2,000 in FY 1979 and more than 3,000 in FY 1980. Since the initial address reported for a refugee is often that of the sponsoring organization, it is probable that most refugees with initial D.C. addresses never actually settled there, but found housing in the Virginia and Maryland suburbs.

Comparing the secondary migration trends of 1979 with those of 1978, some noteworthy differences are apparent. Only California, Texas, and Kansas received more than 1.0 percent of the inflow in both years. Only Florida and New York were States of major outflow in both years. Colorado accounted for 1.5 percent of the inflow in 1978 and 3.9 percent of the outflow in 1979.

Geographic Distribution: September 1980

ORR estimates for the Southeast Asian refugee population of each State as of September 30, 1980, are reported in Table 7. They were derived by adding the arrival figures for January through September to the estimated population as of January 1, 1980. No adjustment for possible secondary migration during 1980 was made because of the changing migration patterns noted above. If past trends in secondary migration continued, this method may underestimate the California population by 8,000-10,000 and overestimate the District

of Columbia population, most of whose estimated population of 3,000 are thought to be actually living in nearby Virginia or Maryland. Other distortions due to secondary migration are likely to be much smaller.

Based on this method, the 14 States with the largest concentrations of Southeast Asian refugees as of September 30, 1980, were:

State	Number	Percent
California	135,400	32.6%
Texas	36,200	8.7
Washington	18,300	4.4
Pennsylvania	16,900	4.1
Illinois	15,500	3.7
Minnesota	14,000	3.4
Oregon	12,100	2.9
New York	12,100	2.9
Virginia	11,700	2.8
Louisiana	10,300	2.5
Florida	8,400	2.0
Michigan	7,700	1.9
Colorado	7,400	1.8
Iowa	6,800	1.6
TOTAL	312,800	75.3%
Other	102,400	24.7
TOTAL	415,200	100.0%

The top 13 States on this list were also the top 13 as of September 30, 1979, according to ORR estimates. Iowa has replaced Oklahoma as 14th. Overall, the geographic distribution of Southeast Asians has not changed greatly during the past several years while the total number resettled has increased dramatically. Based on the estimates, only 2 of these 14 States showed changes of one percentage point or more in terms of proportion of the total refugee population since September 30, 1979: Texas' share of the total refugee population dropped from 9.9 percent to 8.7 percent, and Minnesota's share increased from 2.4 percent to 3.4 percent. California's share dropped from 33.2

percent to 32.6 percent, but with secondary migration during the period January-September 1980, it may have increased by roughly one percentage point. The proportion of Southeast Asians living in the top 14 States was 75.4 percent compared with 76.0 percent one year earlier.

Age and Sex Data

A tabulation was done of the Southeast Asians who registered under the INS alien registration program in January 1980 (Table 9). Compared with the age-sex tabulation from the same data source in 1976, the major change has been a shift out of the youngest age group into the school-age population. However, children born in the United States to refugees are citizens, who do not report under this registration program. Therefore, these data underestimate the number of Southeast Asian-American children under age 5.

In 1976 the median age of Southeast Asians registering with INS was 20.8; in 1980 it was 23.1. This increase of 2.3 years in 4 years' time reflects two opposing influences: The aging of refugees who entered in 1975, and the continuing entry of refugees who have been younger, on the average, than those already here. As of January 1980, the proportion of refugees of principal working age (18-44 years) had risen to 50.7 percent from 45.8 percent in 1976. From 1976 to 1980, the proportion of male refugees increased from 50.7 percent to 53.9 percent, reflecting a slight preponderance of males among the newer arrivals.

Nationality Data

While the Vietnamese still comprise the majority of Southeast Asian refugees in the United States, the proportions of Cambodians and Laotians increased during 1979. Alien registration data for January 1979 and January 1980, adjusted for underregistration, show the following breakdown:

Country	1979		1980	
	Adjusted Number ^a	Percent	Adjusted Number ^a	Percent
Cambodia	7,400	4.1%	17,500	6.0%
Laos	19,800	10.9	44,800	15.5
Vietnam	154,100	85.0	226,900	78.5
TOTAL	181,300	100.0%	289,200	100.0%

^a Rounded to the nearest 100.

The numbers of Cambodians and Laotians in the United States more than doubled during 1979. Preliminary INS figures for 1980 indicate that the proportion of Vietnamese resettled continued to drop compared with Cambodians and especially with Laotians.

A complete State-by-State breakdown of Southeast Asian refugees by nationality as of January 1980 appears in Table 10. California continues to have the highest number of each of the three refugee groups. Texas ranks second with respect to Vietnamese, third (after Washington) with respect to Cambodians, and fourth (after Minnesota and Illinois) with respect to Laotians.

Cuban Refugees

For the Cubans and the other non-Southeast Asian refugee groups, the best source of data on their current geographic distribution is the INS alien registration. A complete listing of Cubans who reported their immigration status as "refugee" in January 1980, by State of residence, appears in Table 11. This table combines recently arrived refugees with persons who may have been in the country for a number of years without receiving permanent resident alien status or citizenship. A total of 37,503 Cuban refugees reported under this program.

According to these data, more than 60 percent of the Cuban refugees are in Florida. Other States with significant concentrations are New Jersey with 11 percent, California with nearly 9 percent, and New York with 7 percent.

Soviet Refugees

Data on the January 1980 locations of Soviet refugees also are derived from the same data source and are displayed in Table 11. Only 13,725 Soviets identified themselves as refugees in reporting to INS in January 1980, indicating a probable high incidence of inaccurate reporting, since nearly 30,000 are known to have entered during 1979.

New York State has the largest concentration of Soviet refugees, with nearly 40 percent. California is second with 15 percent, followed by Illinois and Pennsylvania with 8 percent each.

Other Refugees

While persons from many countries registered with INS as refugees in January 1980, only six nationalities other than those discussed above had more than 1,000 persons reporting in that category. Those six are Chile, China, Iraq, Nicaragua,

Poland, and Romania. Their geographic distribution, by State, appears in Table 12.

As with Southeast Asians, Cubans, and Soviets, these refugees are spread throughout the country, but with notable concentrations in certain States. California ranks first as a home for refugees from Chile and China, and second for those from Iraq, Nicaragua, and Romania. Nearly 80 percent of the Nicaraguan refugees are in Florida. Illinois ranks first with Iraqis and Poles, and second with Chileans. New York has more Romanian refugees than any other State and ranks second with respect to Chinese and Polish refugees.

REFUGEE RESETTLEMENT PROGRAM

ORR-funded refugee assistance and services take several forms—cash assistance, medical assistance, State supplementary payments for recipients of supplemental security income (SSI), social services, education, and health screening. In addition, ORR reimburses States for costs incurred in administering the refugee program.

Cash, Medical, and Supplemental Security Income Assistance

The Refugee Act of 1980 authorizes ORR to reimburse States up to 100% for cash assistance and medical assistance provided to eligible refugees. This full Federal funding was provided in FY 1980, as in previous years. The Federal reimbursement is intended to relieve States of costs incurred in providing assistance to refugees. (Effective April 1, 1981, under the Act, such funding may be provided only during the first 36 months that a refugee is in the U.S.)

Under current policy, in order to receive cash assistance, the refugee individual or family must meet a State's income and resource eligibility standards. Need is determined under standards of the aid to families with dependent children (AFDC) program in the refugee's State of residence. Needy refugees may be eligible for AFDC or for refugee cash assistance. The rules for refugee cash assistance approximate the rules for AFDC, with the major exception being that refugee cash assistance is available regardless of family composition.

Between August 1, 1979, and August 1, 1980, the proportion of the refugee population receiving cash assistance increased by 8.1 percentage points—from 37.3 percent to 45.4 percent (Table 13). This compared with an increase of 4.2 percentage points the previous year. The higher proportion reflected the greatly increased number of new refugees

