

**REPORT TO
THE CONGRESS**

JANUARY 31, 1983

Refugee Resettlement Program



**U.S. DEPARTMENT OF
HEALTH AND HUMAN SERVICES**

**Social Security Administration
Office of Refugee Resettlement**

EXECUTIVE SUMMARY

Section 413(a) of the Immigration and Nationality Act, as amended by the Refugee Act of 1980, requires the Secretary of Health and Human Services in consultation with the U.S. Coordinator for Refugee Affairs, to submit a report to Congress on the Refugee Resettlement Program no later than January 31 following the end of each fiscal year. This report, which covers refugee program developments from October 1, 1981 through September 30, 1982, is the sixteenth in a series of reports to Congress on refugee resettlement in the U.S. since 1975—and the second to cover an entire year of activities carried out under the comprehensive authority of the Refugee Act of 1980. It consists of a text in four parts and six accompanying appendices, and was prepared by the Office of Refugee Resettlement (ORR).

PART I

Part I lists the specific reporting requirements of Section 413(a) and identifies where each requirement is discussed in the text and appendices.

PART II

Part II describes the domestic refugee resettlement programs. Highlights from each section are listed below.

- **Admissions**

- President Reagan set a refugee admissions ceiling of 140,000 for FY 1982. However, only 97,000 refugees were actually admitted due to: (1) the drop in the numbers allowed to leave the Soviet Union; (2) the fewer numbers of refugees processed from Southeast Asia.

- The large majority of refugees admitted in FY 1982 came from Southeast Asia—72,000. Refugees from Vietnam made up about 59% of the new arrivals, while the Cambodian share increased to 28% (from 25% in FY 1981), and the proportion of refugees from Laos dropped to 13% (as compared with 25% in FY 1981).

- **Initial Reception and Placement Activities**

- In FY 1982 fourteen private voluntary resettlement agencies and two State agencies were responsible for the reception and initial placement of refugees through cooperative agreements with the Department of State.

- Toward the end of FY 1982, the Bureau for Refugee Programs in the Department of State began to monitor systematically the performance of the voluntary resettlement agencies by reviewing reception and placement activities in Arlington, Virginia. For FY 1983, the Bureau will review major resettlement sites across the country approximately every six weeks. Additionally, the comprehensive study of reception and placement activities, entitled *Kaleidoscope*, was completed in February 1982.

- **Domestic Resettlement Program**

- *Refugee Appropriations:* \$580.4 million was appropriated in FY 1982 to HHS for the costs of assisting refugees as provided for under the Refugee Act of 1980. In addition, \$63.1 million was made available to the program from funds appropriated but not expended in FY 1981. States received \$572 million for the costs of providing cash and medical assistance to eligible refugees, aid to unaccompanied refugee children, social services such as English language training and employment-related services, and State and local administrative costs.

- *State-Administered Program:* A study of State administration of the refugee program was completed in FY 1982. The study provided important information on the administrative context, structure, design and functioning of the program in nine States chosen to represent the variation in the administration of the program at the State level.
- *Cash and Medical Assistance:* On April 1, 1982, HHS implemented new policies governing the availability of cash and medical assistance to refugees designed to bring the benefits available to refugees more in line with those available to other needy individuals. The results of a nine-State survey conducted by ORR on cash assistance utilization in the last quarter of FY 1982 showed that about 54% of eligible refugees were receiving some form of public assistance—a reduction from 67% calculated in a survey carried out in the summer of 1981. This survey represented ORR's first study of refugee cash assistance rates after the implementation of the April 1, 1982 cash and medical assistance policy.
- *Social Services:* A study of service providers conducted by ORR near the end of the reporting period indicates that about 52% of all allocations to States supported refugee projects which provided priority services—English language training and/or employment services—exclusively. Another 38% of the funds were used for projects which provided language training and employment services together with other services, many of which support participation in training, such as transportation and day care. Thus, approximately 90% of the refugee social services funds were used for priority services.
- *Unaccompanied Refugee Children:* During FY 1982, 962 Southeast Asian unaccompanied refugee children were placed in the U.S. through two voluntary agencies. States reporting the largest numbers of children were New York (635), California (555), and Minnesota (304).
- *Program Monitoring:* ORR continued to implement its comprehensive monitoring plan for the State-administered program which included the preparation of fiscal and program reports, management reviews, project monitoring, assessments, and audits. The Office of the Inspector General initiated audits in three States in FY 1982. The Surveys and Investigations staff of the House Appropriations Committee concluded its examination of the domestic refugee program. GAO issued a final report during FY 1982 on health matters concerning Southeast Asian refugees. GAO also continued its overall review of the domestic refugee resettlement programs. These findings are expected in FY 1983.
- *Matching Grant Program:* Grants totaling \$7.6 million were awarded for the matching grant program in FY 1982 whereby Federal funds of up to \$1,000 per refugee are provided on a matching basis for national voluntary resettlement agencies to provide assistance and services to refugees, principally Soviet refugees. ORR's contracted study of how the matching grant program is being implemented by the participating voluntary agencies was completed.
- *Refugee Health:* The PHS continued to station public health advisors in Southeast Asia to monitor the health screening of U.S.-destined refugees; to maintain quarantine officers to inspect these refugees at the U.S. ports-of-entry; to notify State and local health agencies of the new arrivals, especially those requiring followup health care; and to administer ORR-funded monies to States and local health departments for the conduct of refugee health assessments.
- *Refugee Education:* \$22.7 million was distributed to school districts in FY 1982 to meet the special educational needs of children at the elementary and secondary levels.
- *National Discretionary Projects:* ORR obligated about \$2.8 million in FY 1982 in support of more than 40 projects to improve refugee resettlement operations at the national, regional, State, and community levels.
- *Program Evaluation:* During FY 1982, contracts were awarded for studies of: employment services available to refugees, the H'mong resettlement experience, the Khmer Cluster Resettle-

ment Project, refugees and their local communities, refugee adjustment, and the applicability to the United States of the Canadian refugee resettlement approach. Two studies contracted in FY 1981 were completed in FY 1982 as scheduled: the Study of the State Administration of the Refugee Resettlement Program and the Study of the Voluntary Agency Matching Grant Program. ORR also continued its ongoing surveys of refugee economic status.

- *Data and Data System Development:* Development of ORR's computerized data system on refugees continued during FY 1982. Data on refugees from Africa, Eastern Europe, the Soviet Union, and the Near East who have arrived since 1980 have been added to the ORR file. Also, tabulation of the January 1981 INS alien registration was completed.

- **Key Federal Activities**

- *Congressional Consultations on Refugee Admissions:* Consultations with the Congress on refugee admissions took place in September 1982 as required by the Refugee Act of 1980. President Reagan set a world-wide refugee admissions ceiling for the U.S. at 90,000 for FY 1983.

- *Reauthorization of the Refugee Act of 1980:* Legislation entitled "Refugee Assistance Amendments of 1982" passed the Congress on October 1, 1982, and was signed into law on October 25, 1982. The Refugee Assistance Amendments extend for one year, through September 30, 1983, the authorization of appropriations necessary for providing refugee assistance.

PART III

Part III details the characteristics of refugees re-settled in the U.S. since 1975, and includes a population profile of the refugees, their geographic location and patterns of movement; the current employment status of Southeast Asian refugees; and the number of refugees who adjusted their immigration status during FY 1982.

- **Population Profile**

- Southeast Asian refugees are the most numerous of the recently arrived refugees. Nearly 620,000 were in the U.S. at the end of FY 1982, and, of these, about 12% had been in the country for less than one year; nearly 60% had been in the country for three years or less.

- The percentage that Vietnamese refugees comprise of the total Southeast Asian refugee population has gradually declined as more refugees have come to the U.S. from Cambodia and Laos.

- About 100,000 Soviet refugees arrived in the U.S. from 1975 through 1982, the peak years being 1979 and 1980. In recent years, there has been a trend toward an older average age among arriving Soviet refugees.

- While Southeast Asians predominate among recent refugee arrivals, the Cubans remain the most numerous among the refugee groups admitted in the post-World War II period. Since 1975, fewer than 40,000 Cuban refugees have arrived, which is less than 5% of all the Cuban refugees in the country.

- Many other recent refugee groups of much smaller size are present in the United States. By the end of FY 1982, the Afghan and Ethiopian refugee populations were both approaching 10,000. Polish refugees in the country for less than three years also number nearly 10,000, with two-thirds having arrived in the last year.

- About 70% of Southeast Asian refugees are resettled in ten States. The ten States which had the most refugees in FY 1982 were the same as in FYs 1981 and 1980.

- **Economic Adjustment**

- The Fall 1982 refugee survey contracted by ORR indicated that 56% of the sampled Southeast Asian refugees aged 16 and over were in the labor force. Of those, about 76% were actually able to find jobs (as compared with 90% for the U.S. population). Southeast Asian refugee men had a labor force participation rate of 65% and an unemployment rate of 25%; the corresponding rates for women were 45% and 23%. Refugee labor force participation was thus lower than for the general U.S. population, and the unemployment rate was significantly higher. Southeast Asian refugees, as reflected in their unemployment rate, are being particularly affected by current constrictions in the U.S. economy.

- The survey data underlined how refugee labor force participation rates increase with length of residence in the U.S. ~~The kinds of jobs that refugees find in the U.S., however, tend to be of lower status than those they held in their country of origin.~~

- As in previous surveys, English language proficiency had clear effects on labor force participation, on unemployment rates, and on earnings. For those refugees in the sample who were fluent in English, the labor force participation rate was higher than for the general U.S. population and the unemployment rate was lower. Refugees who spoke no English, however, had a labor force participation rate of only 23% and an unemployment rate of 45%.

- **Refugee Adjustment of Status**

- In FY 1982, approximately 25,000 Southeast Asians and 8,600 Cubans adjusted their immigration status from refugee to permanent resident alien.

PART IV

Part IV highlights the challenges which faced the refugee program in FY 1982, in terms of: Domestic impact and distribution of refugees; refugee self-sufficiency and welfare dependence, and program management and coordination of resources. Efforts undertaken to respond to the challenges are outlined and initiatives being planned in FY 1983 to improve refugee resettlement are discussed.

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I. INTRODUCTION

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

- an updated profile of the employment and labor force statistics for refugees who have entered the United States under the Immigration and Nationality Act since May 1975 (Part III, pp. 22-26 of the report);
- a description of the extent to which refugees received the forms of assistance or services under title IV Chapter 2 (entitled "Refugee Assistance") of the Immigration and Nationality Act as amended by the Refugee Act of 1980, since May 1975 (Part II, pp. 5-17);
- a description of the geographic location of refugees (Part II, pp. 2-4 and Part III, pp. 19-22);
- a summary of the results of the monitoring and evaluation of the programs administered by the Department of Health and Human Services (Part II, pp. 10-12 and pp. 15-17); and the Department of State (which awards grants to national resettlement agencies for initial resettlement of refugees in the United States) during the fiscal year for which the report is submitted (Part II, pp. 4-5);
- a description of the activities, expenditures, and policies of the Office of Refugee Resettlement (ORR) and of the activities of States, voluntary resettlement agencies, and sponsors (Part II, pp. 5-17 and Appendices C, D, E, F);
- the plans of the Director of ORR for improvement of refugee resettlement (Part IV, pp. 27-30);
- evaluations of the extent to which the services provided under title IV Chapter 2 are assisting refugees in achieving economic self-sufficiency, obtaining skills in English, and achieving employment commensurate with their skills and abilities (Part II, pp. 9-10 and Part III, pp. 22-26);
- any fraud, abuse, or mismanagement which has been reported in the provision of services or assistance (Part II, pp. 11-12);
- a description of any assistance provided by the

NOTE: This report concerns refugees as defined by the Refugee Act of 1980 and does not deal with Cuban and Haitian "entrants."

Director of ORR pursuant to Section 412(e)(5) (Part II, p. 8);*

- a summary of the location and status of unaccompanied refugee children admitted to the U.S. (Part II, p. 10); 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, pp. 26-27).

In response to the reporting requirements listed above, refugee program developments from October 1, 1981, until September 30, 1982, are described in Parts II and III. Part IV looks beyond FY 1982 in discussing both the plans of the Director of the Office of Refugee Resettlement to improve refugee resettlement and program initiatives which continue into FY 1983. This report is the third one prepared in accordance with the Refugee Act of 1980—and the sixteenth in a series of reports to Congress on refugee resettlement in the United States since 1975.

II. REFUGEE RESETTLEMENT PROGRAM

Admissions

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

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

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

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

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

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

(Continued)

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

As part of the consultation process for FY 1982, President Reagan established a ceiling of 140,000 refugees. However, only 97,000 refugees actually entered the United States during that period. The number of refugees admitted was lower than expected due primarily to the drop in the number of refugees allowed to leave the Soviet Union and fewer numbers of refugees processed from Southeast Asia.

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

- The applicant must meet the definition of a refugee in the Refugee Act of 1980.
- The applicant must be among the refugees determined during the consultation process to be of special humanitarian concern to the United States.
- The applicant must be admissible under United States law.
- The applicant must not be firmly resettled in any foreign country.

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

This section contains information on refugees who

entered the United States and on persons granted asylum in the United States during FY 1982.* Particular attention is given to States of initial resettlement and to trends in refugee admissions. All tables referenced by number are located in Appendix A.

Arrivals and Countries of Origin

During FY 1982, a total of 97,000 refugees entered the United States as compared with 155,000 in FY 1981, a decrease of 37 percent. Of the total FY 1982 arrivals, 76 percent were from East Asia, 14 percent were from the Soviet Union and Eastern Europe, 6 percent were from the Near East/South Asia, 3 percent were from Africa, and less than 1 percent were from Latin America and the Caribbean.

During FY 1982, 4,045 persons were granted asylum, as compared with 1,179 in FY 1981, an increase of about 243 percent.

• Southeast Asian Refugees

During FY 1982, 72,155 refugees arrived in the United States from Southeast Asia. This number was approximately 28,000 fewer than the admission ceiling of 100,000 established during the consultation process, and it represented a 46 percent reduction from the 132,454 Southeast Asian refugees admitted in FY 1981. Since the spring of 1975, the United States has admitted 619,834 Southeast Asian refugees as of September 30, 1982 (Table 1, Appendix A). The FY 1982 monthly arrival rate fluctuated around an average of 6,000 (Table 2).

Beginning in FY 1982, the resettlement agencies, in cooperation with Federal officials, intensified their efforts to develop new placement opportunities for refugees in locations without heavy concentrations of refugees. This resulted in a significant drop in the proportion of arriving refugees placed in California, from 31.1 percent in FY 1981 to 25.4 percent in FY 1982. The balance of the newly resettled refugees was widely distributed among the other States.

The top ten States receiving the most new arrivals remained the same in FY 1982 as in FY 1981, while the proportion of refugees going to those States declined from 68.0 percent in FY 1982 to 65.4 percent in FY 1982. These ten States are listed below.

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

(Continued)

a particular social group of political opinion, or

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

<i>State</i>	<i>Number of New Refugees</i>	<i>Percent*</i>
California	18,356	25.4%
Texas	7,586	10.5
New York	3,592	5.0
Washington	3,293	4.6
Massachusetts	2,929	4.1
Pennsylvania	2,903	4.0
Illinois	2,753	3.8
Minnesota	2,000	2.8
Virginia	1,916	2.7
Oregon	1,862	2.6
TOTAL	47,190	65.4%
Other States	24,965	34.6
TOTAL	72,155	100.0%

*Percentages do not add to totals due to rounding.

Several of these States contained Khmer Cluster Project sites and received a larger share of arriving refugees than in previous years partly for this reason.* Such States included Texas and New York, with two sites each, and Massachusetts and Virginia. Texas continued to be the State with the second highest number of new refugee arrivals, with 10.5 percent of the FY 1982 arrivals compared to 9.0 percent in FY 1981. New York increased its share from 4.3 percent in FY 1981 to 5.0 percent in FY 1982 and moved from fourth to third place in rank. Massachusetts, which ranked eighth in FY 1981 with 3.0 percent of the refugees, was fifth in FY 1982 with 4.1 percent.

With the 46 percent drop in the arrival of refugees from Southeast Asia in FY 1982 compared to FY 1981, almost all States received substantially fewer new arrivals in terms of absolute numbers. However, Kentucky and New Hampshire did experience an absolute increase. Several other States received almost as many refugees in FY 1982 as in FY 1981, including Mississippi, Montana, Nebraska, and North Dakota. These States all have small refugee populations, so this development is another indicator of progress in avoiding additional impact on areas that already have substantial concentrations of refugees. A complete list of the States of initial resettlement of Southeast Asian refugees arriving in FY 1981 and FY 1982 is contained in Table 3.

*In the beginning of FY 1981, the Office of Refugee Resettlement in cooperation with various other public and private agencies, initiated a special project to place arriving Khmer refugees from Cambodia in a series of ten (later expanded to twelve) communities around the United States. About 8,000 Cambodian refugees were resettled through the Khmer Cluster Project.

During FY 1982, refugees from Vietnam continued to comprise the majority of the arriving Southeast Asians. They made up approximately 59 percent of the new arrivals, while the Cambodian share increased to 28 percent, and the proportion of refugees from Laos dropped to 13 percent. In FY 1981, about half of the arriving refugees had been from Vietnam, one-fourth from Cambodia, and one-fourth from Laos.

The entering Southeast Asians continued to be a very young population in demographic terms. Their median age was 20 at the time of arrival, and approximately 30 percent were children of school age. Only 1.3 percent were persons 65 years of age or older. Men outnumbered women by about 58 percent to 42 percent, continuing a pattern established over the previous several years. While the median ages of the refugee men and women do not differ significantly, the preponderance of men is greatest among persons in their late teens and early twenties.

• Cuban Refugees

Fiscal year 1982 saw a continued decline in the number of Cuban refugees arriving in the United States. Approximately 500 arrivals were reported by the U.S. Department of State and the Immigration and Naturalization Service (INS), compared with 2,400 in FY 1981 and 14,400 in FY 1980. Since 1959, more than 800,000 Cuban refugees have been admitted to the U.S. (None of these figures includes the 125,000 Cuban "entrants" who arrived during the 1980 boatlift.)

Of the Cuban refugees arriving in FY 1982, 212 registered with the ORR Miami office. According to the office's records, 51 percent of these refugees settled in Florida, a smaller proportion than in the past several years. Small numbers of Cuban refugees were resettled in New York, Texas, California, and New Jersey in order of magnitude. A complete listing of the FY 1981 and FY 1982 Cuban refugee arrivals by State of initial resettlement, as recorded by ORR-Miami, is shown in Table 4.

• Soviet Refugees

The number of refugees arriving from the Soviet Union also declined in FY 1982 in comparison with the two previous years, as tight controls on emigration continued to be imposed by the Soviet government. Only 2,280 Soviets were approved for admission by INS in FY 1982, compared with 11,151 in FY 1981. The number of Soviet refugees who actually arrived in the United States was approximately 2,750.*

*Because of time lags between the approval of an application for refugee admission and the refugee's actual arrival in the United States, arrivals during a year never correspond exactly with approvals. However, a comparison of the approval figures listed in Table 6 with information available on actual arrivals by country of origin indicates a close correspondence between approvals and arrivals.

Much of the information available on Soviet refugees is compiled by the voluntary agencies that sponsor their resettlement. The Council of Jewish Federations (CJF) sponsors the largest group of Soviet refugees through its matching grant program. In FY 1982 they placed 1,752 Soviet refugees, compared with 8,780 during FY 1981 (Table 5). A complete listing by State of the numbers of Soviet refugees sponsored by CJF in FY 1981 and FY 1982 appears in Table 5.

As in previous years, the largest number of the CJF-sponsored Soviet refugees settled in New York State—about 40 percent. Other States receiving large numbers of these refugees were California with 16 percent, Massachusetts with 8 percent, and Pennsylvania with 7 percent. This geographic distribution is very similar to that of FY 1981.

• Other Refugees and Asylees

During FY 1982, a substantial increase was registered in the number of refugees from Poland approved for admission (Table 6), nearly 6,600 compared to 2,000 in FY 1981. Table 6 lists every country that was the source of more than 100 refugees in either FY 1981 or FY 1982, as shown by the number of refugees approved for admission by INS. For the Eastern European countries other than Poland, refugee approvals generally maintained numerical levels in FY 1982 similar to those of FY 1981.

The number of approvals for refugees from Ethiopia increased to about 4,000 in FY 1982 from 3,500 in FY 1981, while a decline was registered for refugees from Afghanistan, from 4,500 in FY 1981 to 3,400 in FY 1982. About 2,000 refugees were approved for admission from Iraq in FY 1982, an increase from 1,200 in FY 1981. Refugees came from many other countries in addition to those discussed, but in considerably smaller numbers.

The number of persons approved for asylum in the United States in FY 1982 was over 4,000, more than three times the number granted asylum in FY 1981. Most of this increase was due to the granting of asylum to 2,600 Iranians. Other countries from which more than 100 asylees came were Nicaragua, Afghanistan, and Ethiopia, just as in FY 1981. A complete listing of the countries from which more than 10 persons were granted asylum in either FY 1981 or FY 1982 is shown in Table 7.

RECEPTION AND PLACEMENT ACTIVITIES

In FY 1982, fourteen private voluntary resettlement agencies and two State agencies were responsible for the reception and initial placement of refugees in the United States through cooperative agreements with the Bureau for Refugee Programs in the Department of State. Agencies received \$365 for each refugee they assisted from the Soviet Union and Eastern Europe and \$525 for each other refugee they assisted.

The Cooperative Agreements

The cooperative agreements outlined the core services for which the agencies had responsibility for ensuring were provided to the refugees—either by the agencies themselves or by other individuals or organizations who work with the agencies. The core services included:

Pre-Arrival—identification of individuals to assist in the sponsorship process, orientation of sponsors, and development of arrangements for the refugee's travel to his or her final destination;

Reception—assistance in obtaining initial housing, furnishings, food, and clothing; and

Counseling and Referral—orientation of the refugee in the areas of health, employment, and training.

Under the agreement, the resettlement agencies were also expected to consult with public agencies about the resettlement process and about a refugee's employability.

Agencies were not restricted to using cooperative agreement monies to provide core services. If funds remained, they could use them for a range of optional services such as establishing revolving loan funds, arranging emergency loans, and providing language training.

For FY 1983, the cooperative agreements will be modified to stress monitoring, early employment, and self-sufficiency and to address questions of sub-contracting, local presence of a resettlement agency, and the time frame in which funds should be expended.

Evaluation and Monitoring of Reception and Placement Activities

In late FY 1982, the Bureau for Refugee Programs created the Office of Reception and Placement, whose primary responsibility is to work with the private voluntary agencies. Toward the end of the fiscal year, the Office commenced a systematic monitoring of agencies' performance under the terms of the agreement by reviewing reception and placement activities in Arlington, Virginia. For FY 1983, the Office will review major resettlement sites across the country approximately every six weeks. Additionally, the Bureau benefited from the findings of a comprehensive study of reception and placement activities prepared by the New Transcentury Foundation under contract. The study, entitled *Kaleidoscope*, was completed in February 1982.

The Bureau for Refugee Programs engaged in the following ongoing monitoring and evaluation activities during FY 1982:

- Representation at weekly allocations meetings of the American Council of Voluntary Agencies (ACVA) to follow placement policy implementation, to assist in providing sponsorship arrange-

ments for refugees overseas, and to exchange information;

- Review of data on actual refugee placements to ensure sensitivity to impacted areas;
- Monthly validation of claims of newly arriving refugees; and
- Quarterly review of financial data.

Other Reception and Placement Activities

In FY 1982, the voluntary resettlement agencies were required for the first time under the terms of the agreement to develop overall descriptions of their agencies' reception and placement philosophy as well as details of their operations in each State where they placed refugees. Agencies were also asked to project, to the degree possible, refugee placements for the year for each State. The purpose of these requirements was to provide information to the resettlement community in order to improve planning and coordination. Copies of these descriptions were prepared and sent to Federal agencies, public interest groups, State Refugee Coordinators, Congressional committees, refugee Mutual Assistance Associations, and local affiliates of the voluntary resettlement agencies.

In conjunction with ORR, the Bureau funded the ACVA Refugee Resource Center. The goal of the Center was to assist national agencies to improve the quality of resettlement and the delivery of services to refugees. The Center also gathered, organized, and disseminated information and statistical data on all aspects of the resettlement program.

The Bureau continued its preparation of the monthly City/State Report whereby statistical data on refugee arrivals to local areas by ethnic group are projected. The reports were sent to all State Refugee Coordinators. As with the activities of the Resource Center and the State-specific descriptions prepared by the agencies, the City/State Report was geared toward sharing as much useful information as possible with the domestic resettlement community.

DOMESTIC RESETTLEMENT PROGRAM

Refugee Appropriations

In FY 1982, HHS received an appropriation of \$560.4 million to operate the refugee domestic assistance program as provided for under the Refugee Act of 1980. Late in the fiscal year, Congress appropriated another \$20 million under the Lowry Amendment to the Urgent Supplemental Appropriations Act (PL 97-216), to reimburse States which could not implement the new regulation on refugee cash and medical assistance on April 1, as required. In addition, \$63.1 million was made available to the program, derived from funds which were appropriated but not expended in FY 1981.

Out of the \$642.8 million total, States received \$487.1 million under the State-administered program for the costs of providing cash and medical assistance to eligible refugees and for aid to unaccompanied children. (States which delayed implementing the HHS cash and medical assistance policies later received additional funds within the \$20 million available under the Lowry Amendment.) For providing supportive social services such as English language training and employment-related services to improve the refugee's ability to become self-sufficient, States received \$64.6 million. States were also reimbursed for the State and local administrative costs they incurred in the provision of cash and medical assistance and social services, as well as for supplementary payments they made to refugees who qualified for supplemental security income (SSI). About \$3 million was spent for national demonstration and special projects aimed at a variety of objectives: to involve community and corporate business leadership in refugee job development and job placement, to improve placement of refugees into jobs, to develop favorable alternate sites for refugee placement, and to provide technical assistance to Mutual Assistance Associations, to name a few key areas.

Under the matching grant program, voluntary resettlement agencies were provided matching funds on a dollar-for-dollar basis to resettle Soviet and other refugees. In FY 1982, the agencies participating in this program received \$7.6 million to fund activities such as language training, job counseling, job development and placement, recertification of professionals trained abroad, and cash and medical assistance.*

Three other activities were funded from FY 1982 appropriations: First, about \$7 million was spent in the area of refugee health needs. Nearly \$2 million was obligated for the Centers for Disease Control (CDC) of the Public Health Service to conduct health screening abroad and at ports of entry through which they are identifying for special medical attention refugees with diseases which might be a threat to public health. The other \$5 million was made available to CDC for grants to State health departments to conduct health assessments and provide follow-up care to refugees once they have been relocated. Second, more than \$45 million was transferred to the Department of Education via an interagency agreement to provide education assistance to school districts with large concentrations of refugee children during the 1981-82 and 1982-83 school years. Finally, \$6.25 million was obligated to cover Office of Refugee Resettlement administrative costs to oversee the entire domestic refugee assistance program.

*Although approximately \$8.6 million was appropriated for the matching grant program, the voluntary resettlement agencies utilized only \$7.6 million due to a lower flow of refugees than originally anticipated.

Fiscal Year 1982

ORR Appropriations and Obligations of Refugee Assistance Funds

(Amounts in Thousands)

<i>A. Refugee Resettlement Programs</i>	
1. State-Administered Program	
a. Cash Assistance, Medical Assistance, State Administration, Unaccompanied Children, and SSI.....	\$487,133
b. Social Services	<u>64,620</u>
Sub-total, State-Administered Program	\$551,753
2. Reimbursement for delayed implementation of new regulation on refugee cash and medical assistance	20,000
3. National Demonstration and Special Projects	<u>2,919</u>
Total, Refugee Resettlement Program	\$574,672
<i>B. Voluntary Agency Matching Grant Program</i>	7,625
<i>C. Preventive Health: Screening and Health Services</i>	6,985
<i>D. Education Assistance for Children</i>	45,003*
<i>E. Federal Administration</i>	<u>6,254</u>
Total, Refugee Program Obligations	\$640,539
Lapsed Appropriations	2,249
Total, Refugee Program Obligations and Appropriations	\$642,788**

* Out of the \$45 million, \$22.3 million was appropriated in FY 1981, but not expended until FY 1982.

**The total includes \$63.1 million appropriated in FY 1981, but expended in FY 1982.

State-Administered Program

• Overview

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

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

State Plans

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

ORR Regional offices examined existing State Plan documents during FY 1982 to identify areas of deficiency. The resulting assessments are now being used to guide the States in amending or modifying their State plans. ORR also developed procedures and criteria for reviewing and approving any plan amendments which a State is required to submit when substantive changes are contemplated in the plan. It is anticipated that the total review and submission process will be completed in the first quarter of FY 1983 and will bring States into full compliance with all requirements of the Refugee Act of 1980 and applicable Federal regulations.

In FY 1981, ORR funded a study of the State administration of the refugee program. The study, conducted by Berkeley Planning Associates, was completed at the end of FY 1982. It provides important information on the administrative context, structure, design, and functioning of the program in nine States chosen to represent the variation in the administration of the program at the State level.*

*The nine States included: California, Iowa, Massachusetts, Minnesota, Ohio, Pennsylvania, Texas, Utah, and Washington.

Because the Refugee Act gives States flexibility in carrying out their responsibilities, a great variety of organizational structures and practices for managing the refugee resettlement program exists among the States. The study found that in each State particular practices and procedures were designed to be consistent with the States' own welfare system, refugee population, and service provider options, although the States often utilize generally similar administrative approaches. Some of the major differences observed among the nine States studied included variations in the:

- political priority given to refugee resettlement issues;
- division of responsibilities between and among the State coordinator, the refugee program office, other State agencies, and local service providers;
- the mechanisms selected for service delivery and service monitoring; and
- amount of data available on service outcomes and level of effort devoted to data collection.

Accounting for further differences among the nine States, the study identified several variables over which States have little control but which affect the way the refugee program is organized and administered within a State such as local economic conditions, the existence of other minorities in communities where refugees reside, and the geographic distribution of refugees within the State.

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

• Cash and Medical Assistance

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

Refugees who are members of families with dependent children may qualify for and receive benefits under the aid to families with dependent children (AFDC) program on the same basis as citizens. Under the refugee program, the Federal Government (ORR) reimburses States for their share of AFDC payments made to refugees during the first 36 months following their initial entry into the United States. Similarly, aged, blind, and disabled refugees may be eligible for the Federal supplementary secur-

