

**Report to
the Congress**

FY 1993



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: English language training readies these refugees for the American labor force. *Photo by Mark Halevi.*

Cover: America continues to be a refuge for many of the world's dispossessed and uprooted. *Photo by Fresno Bee.*

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

Executive Summary

The Refugee Act of 1980 (section 413(a) of the Immigration and Nationality Act) requires the Secretary of Health and Human Services, in consultation with the U.S. Coordinator for Refugee Affairs, to submit an annual report to Congress on the Refugee Resettlement Program. This report covers refugee program developments in Fiscal Year 1993—from October 1, 1992 through September 30, 1993. It is the twenty-seventh in a series of reports to Congress on refugee resettlement in the U.S. since 1975—and the thirteenth to cover an entire year of activities carried out under the comprehensive authority of the Refugee Act of 1980.

Admissions

- Almost 119,100 refugees and Amerasian immigrants were admitted to the United States in FY 1993, including 384 under private sector funding.
- About 43 percent came from Eastern Europe and the former Soviet Union, 42 percent from Southeast Asia, 6 percent from the Near East and South Asia, 6 percent from Africa, and 4 percent from Latin America and the Caribbean.

Initial Reception and Placement Activities

- In FY 1993, twelve non-profit organizations were responsible for the reception and initial placement of refugees through cooperative agreements with the Department of State.

Domestic Resettlement Program

- **Refugee Appropriations:** The Office of Refugee Resettlement (ORR) obligated \$381.5 million in FY 1993 for the costs of assisting refugees and Cuban and Haitian entrants. Of this, States received about \$214 million for the costs of providing cash and medical assistance to eligible refugees.

- **Social Services:** In FY 1993, ORR provided States with \$65 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 million in targeted assistance funds to supplement available services in areas with large concentrations of refugees and entrants.
- **Unaccompanied Minors:** Since 1979, a total of 10,729 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, 1993 was 1,651—a decrease of 498 from a year earlier.
- **Voluntary Agency Matching Grant Program:** Grants totaling over \$30 million were awarded in FY 1993. 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 \$5.7 million.
- **Wilson/Fish Demonstration Projects:** ORR provided \$5.9 million to fund demonstration projects in Oregon, Alaska, Kentucky, and California to help refugees find employment and reduce assistance costs.
- **National Discretionary Projects:** ORR approved projects totaling approximately \$11.9 million to improve refugee resettlement operations at the national, regional, State, and community levels. Six States participated in the Key States Initiative, a program intended to address problems of persistent welfare dependency, and a California

county participated in the Key Counties Initiative. Projects in another 27 States were approved as part of the Job Links program, which seeks to strengthen linkages between employable refugees and potential employers in communities with good job opportunities. Other discretionary projects provided funds for planned secondary resettlement, business loans to refugee entrepreneurs, and special assistance to Vietnamese political prisoners and Amerasian immigrants.

- **Key States/Counties Initiative (KSI/KCI):** In Wisconsin, 242 welfare-dependent refugee families became self-sufficient, and 97 families achieved welfare reductions. In Minnesota, 247 welfare-dependent refugee families became self-sufficient. A Washington KSI program to reimburse job-related expenses enabled 480 families to become self-sufficient. The Massachusetts KSI placed 72 percent of employable refugees in employment within eight months. KSI saved New York almost \$486,000 due to job placement or reassessment of eligibility. The Orange County, California KCI found full-time employment for 253 participants and increased the hours of employment for 93 others.
- **Planned Secondary Resettlement (PSR):** To date, PSR has relocated 790 families (3,300 individuals) from communities with high welfare utilization to self-sufficient communities, and all families found employment soon after arrival. With the exception of a few elderly refugees on SSI, welfare utilization decreased from 100 percent before relocation to zero afterwards. Welfare savings were calculated at \$990 a month per family. On average, the government has been able to recoup its initial resettlement cost in just seven months.

Key Federal Activities

- **Congressional Consultations for FY 1993 Admissions:** Following consultations with Congress, President Bush set a world-wide refugee admissions ceiling at 132,000 for FY 1993, including 10,000 refugee admission numbers contingent on private sector funding.

- **Congressional Consultations for FY 1994 Admissions:** Following consultations with Congress, President Clinton set a world-wide refugee admissions ceiling at 121,000 for FY 1994, including 1,000 refugee admission numbers contingent on private sector funding.

Refugee Population Profile

- Southeast Asians remain the largest group admitted since 1975, with about 1,072,500 refugees and 67,200 Amerasian immigrant arrivals. Nearly 369,200 refugees from the former Soviet Union arrived in the U.S. during this period.
- Other refugees who have arrived since the enactment of the Refugee Act of 1980 include approximately 40,200 Romanians, 38,100 Iranians, 38,000 Poles, 31,200 Afghans, 33,700 Ethiopians, and 14,200 Iraqis.
- Ten States have Southeast Asian refugee populations of 20,000 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 1993 annual survey of refugees who have been in the U.S. less than five years indicated that about 33 percent of refugees age 16 or over were employed in September 1993, as compared with about 62 percent for the U.S. population. About 26 percent of Southeast Asian refugees were employed, compared with 39 percent of non-Southeast Asian refugees.
- About 21 percent of refugees in the five-year population received medical coverage through an employer, while about 48 percent received benefits from Medicaid or Refugee Medical Assistance. About 22 percent of all refugees had no medical coverage in any of the previous 12 months.
- Refugees who arrived in 1993 averaged 10.7 years of education. About 10 percent reported that he or she spoke English well or fluently.

upon arrival, but another 53 percent spoke no English at all.

- Educational background varied widely by region of origin. Thirty-nine percent of adult Southeast Asian refugees in the five-year population had not graduated from primary school, compared with only six percent of non-Southeast Asian refugees.
- About 49 percent of refugee households in the five-year population received some sort of cash assistance. The most common form of cash assistance was AFDC, received by about 22 percent of refugee households. About 67 percent of refugee households received food stamps and 23 percent lived in public housing.

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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 54 - 61 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 12 - 44);
- A description of the geographic location of refugees (Part II, pages 4 - 12 and Part III, page 52);
- A summary of the results of the monitoring and evaluation of the programs administered by the Department of Health and Human Services (Part II, pages 44 - 47) and by the Department of State (which awards grants to national resettlement agencies for initial resettlement of refugees in the United States) during the fiscal year for which the report is submitted (Part II, page 11);
- A description of the activities, expenditures, and policies of the Office of Refugee Resettlement (ORR) within the Administration for Children and Families, Department of Health and Human Services, and of the activities of States, voluntary resettlement agencies, and sponsors (Part II, pages 12 - 44 and Appendix C);
- ORR's plans for improvement of refugee resettlement (Part IV, pages 65 - 66);
- 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 54 - 59);
- Any fraud, abuse, or mismanagement which has been reported in the provision of services or assistance (Part II, pages 44 - 47);
- A description of any assistance provided by the Director of ORR pursuant to section 412(e)(5) (Part II, page 16);
- A summary of the location and status of unaccompanied refugee children admitted to the U.S. (Part II, page 24); 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 62 - 63).

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

- (A) this will (i) encourage economic self-sufficiency, or (ii) avoid a significant burden on State and local governments; and
- (B) the refugee meets such alternative financial resource and income requirements as the Director shall establish."

In response to the reporting requirements listed above, refugee program developments from October 1, 1992 until September 30, 1993 are described in Parts II and III. Part IV looks beyond FY 1993 in discussing the plans of the Director of the Office of Refugee Resettlement to improve refugee resettlement and program initiatives which continue into FY 1994. This report is the thirteenth prepared in accordance with the Refugee Act of 1980—and the twenty-seventh 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, as codified in the Immigration and Nationality Act ("the Act"), establishes the framework for selecting refugees for admission to the United States. Section 101(a)(42) of the Act defines the term "refugee" to mean:

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

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

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

- The applicant must meet the definition of a refugee in the Act.
- The applicant must be among the types of refugees determined during the consultation

process to be of special humanitarian concern to the United States.

- The applicant must be admissible under United States law.
- The applicant must not be firmly resettled in any foreign country. (In some situations, the availability of resettlement elsewhere may also preclude the processing of applicants.)

Although a refugee may meet the above criteria, the existence of the U.S. refugee admissions program does not create an entitlement to enter the United States. The annual admissions program is a legal mechanism for admitting an applicant who is among those persons for whom the United States has a special concern, is eligible under one of those priorities applicable to his or 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.

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.

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

As part of the consultation process for FY 1993, President Bush established a ceiling of 132,000, including 10,000 numbers to be set aside for Private Sector Initiative (PSI) admissions. (Presidential Determination No. 93-1, October 2, 1992.) The admission of the 10,000 private sector refugees was contingent upon the availability of private sector funding sufficient to cover the reasonable costs of such admissions. After appropriate consultations with Congress, President Bush also determined that qualified persons from Vietnam, Cuba, El Salvador, Guatemala, Haiti, and the former Soviet Union may be considered refugees while residing in their countries of nationality or habitual residence.

In FY 1993, 119,063 refugees* actually entered the U.S., representing about 90 percent of the admissions ceiling. Only 384 of these refugees were admitted under 10,000 ceiling Private Sector Initiative (PSI). The 131,625 refugees admitted in FY 1992 represented 93 percent of the ceiling and included about 860 persons admitted under private funding.

The admission number of 119,063 includes 11,176 Amerasian immigrants, but not the 4,152 Cuban and Haitian nationals eligible under the Cuban/Haitian Entrant Program (See page 8). The accompanying table presents refugee ceilings and admissions figures for the past decade. Table 1 (Appendix A) presents the yearly breakdown of refugees, Amerasians, and entrants by country of citizenship.

The following section contains information on refugees who entered the United States and on persons granted asylum** in the United States during FY 1993. 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.

Ceilings and Admissions, 1983 to 1993

Year	Ceiling	Admissions	Percent*
1993	132,000	119,063	90.2
1992	142,000	131,625	92.7
1991	131,000	113,649	86.8
1990	125,000	122,223	97.8
1989	116,500	106,519	91.4
1988	87,500	76,647	87.8
1987	70,000	58,857	84.1
1986	67,000	60,554	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 December, 1993. Includes Private Sector Initiative admissions and Amerasians.

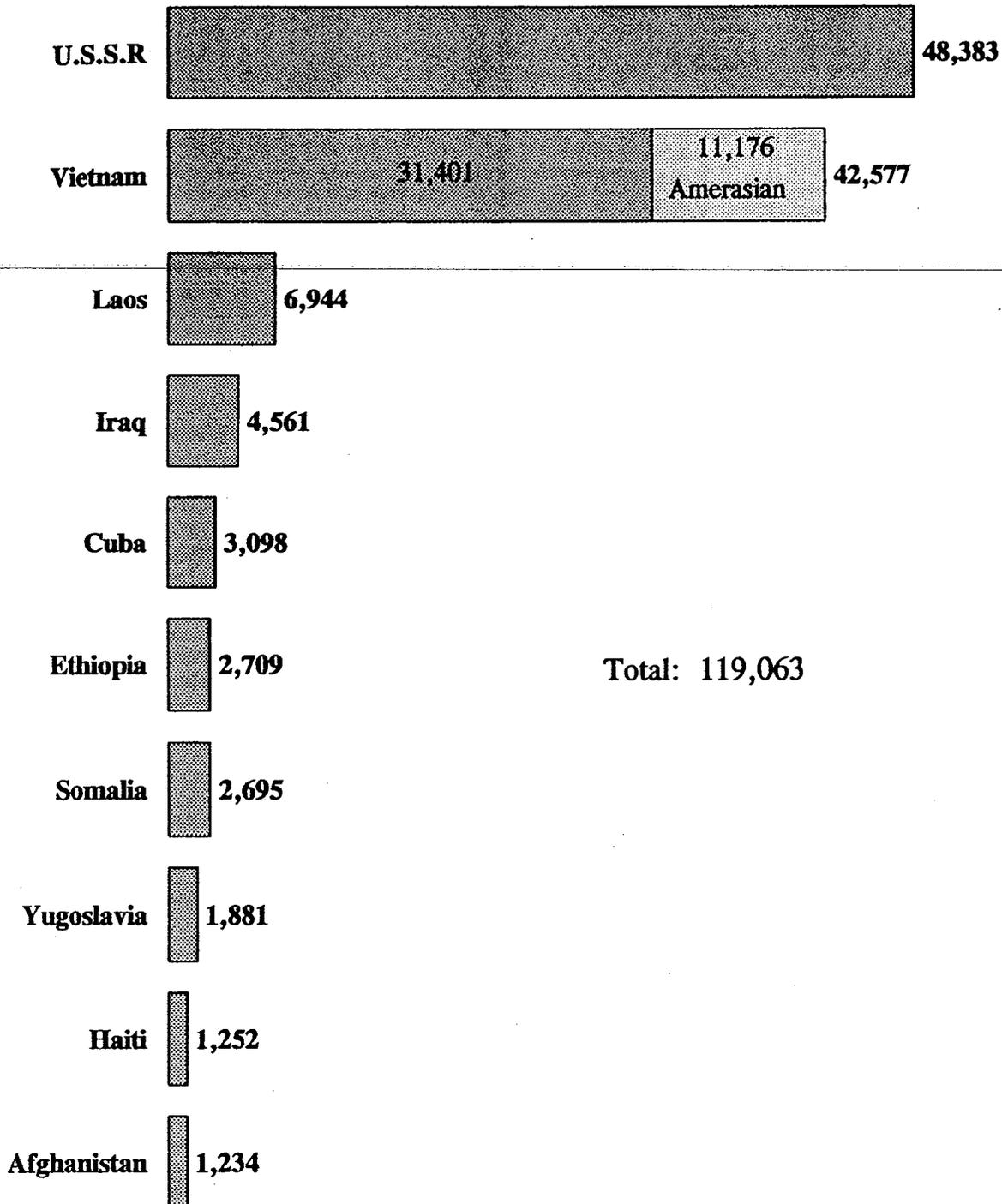
Arrivals and Countries of Origin

The number of refugees and Amerasian immigrants entering the United States in FY 1993 (119,063) was about nine percent lower than the comparable figure in FY 1992 (131,625). The table below presents the number of refugees admitted to the U.S. in the past decade, as well as total legal immigration during this

* In this report, unless otherwise noted, the terms "refugee" and "arrival" refer both to persons admitted as refugees or as Amerasian immigrants, but not to Cuban or Haitian nationals designated as entrants.

** 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)."

Ten Largest Refugee Source Countries FY 1993



**Refugees and Total Immigration:
1983 - 1993**

Year	Total Immigration	Refugee Admissions	Per 100 Immigrants
1993	825,000	119,063	14.4
1992	810,635	131,625	16.2
1991	704,005	113,649	16.1
1990	656,111	122,223	18.6
1989	612,110	106,519	17.4
1988	643,025	76,647	11.9
1987	601,516	58,857	9.8
1986	601,708	60,554	10.1
1985	570,009	67,167	11.8
1984	543,903	70,601	13.0
1983	559,763	60,036	10.7

Column 3 presents the number of refugees admitted to the U.S. for every 100 legal immigrants. Source: Immigration figures are from the INS. Total immigration figures exclude individuals legalized under the Immigration Reform and Control Act of 1986 (IRCA) and refugee admissions, but include Amerasian immigrants and refugee adjustments. Immigration figures for 1993 are preliminary. Refugee figures are from ORR data system as of January, 1994, and include Private Sector Initiative and Amerasian admissions.

period. Refugees have increased as a proportion of all immigrants between 1983 and 1993. There were about 11 refugees for every 100 immigrants admitted to the U.S. in 1983, increasing to about 18 refugees per 100 immigrants in 1990 before easing back to 14 refugees per 100 immigrants last year.

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, and, although comprising less than half of all refugees admitted since 1988, they remain the largest refugee group with well over one million arrivals since 1975 (Table 2, Appendix A). In FY 1993, as in FY 1992, refugees from the former Soviet Union comprised the largest arrival group, their nearly 48,400 arrivals representing about 41 percent of all refugee admissions (46 percent, excluding Amerasian immigrants).

Table 1 illustrates the recent trend in admissions from different parts of the world from 1983 through 1993 (1983 is the first year for which the ORR data system was complete for refugees from all countries). Southeast Asian refugees and Amerasian immigrants numbered about 49,600 in FY 1993, representing about 42 percent of all arrivals. The remaining 17 percent of arrivals were from countries in the Middle East and South Asia, including Afghanistan, Iran, and Iraq (six percent); Africa, largely from Ethiopia, Somalia, Liberia, Zaire, and the Sudan (six percent); and from Latin America and the Caribbean, virtually all from Cuba or Haiti (four percent, including private sector admissions).

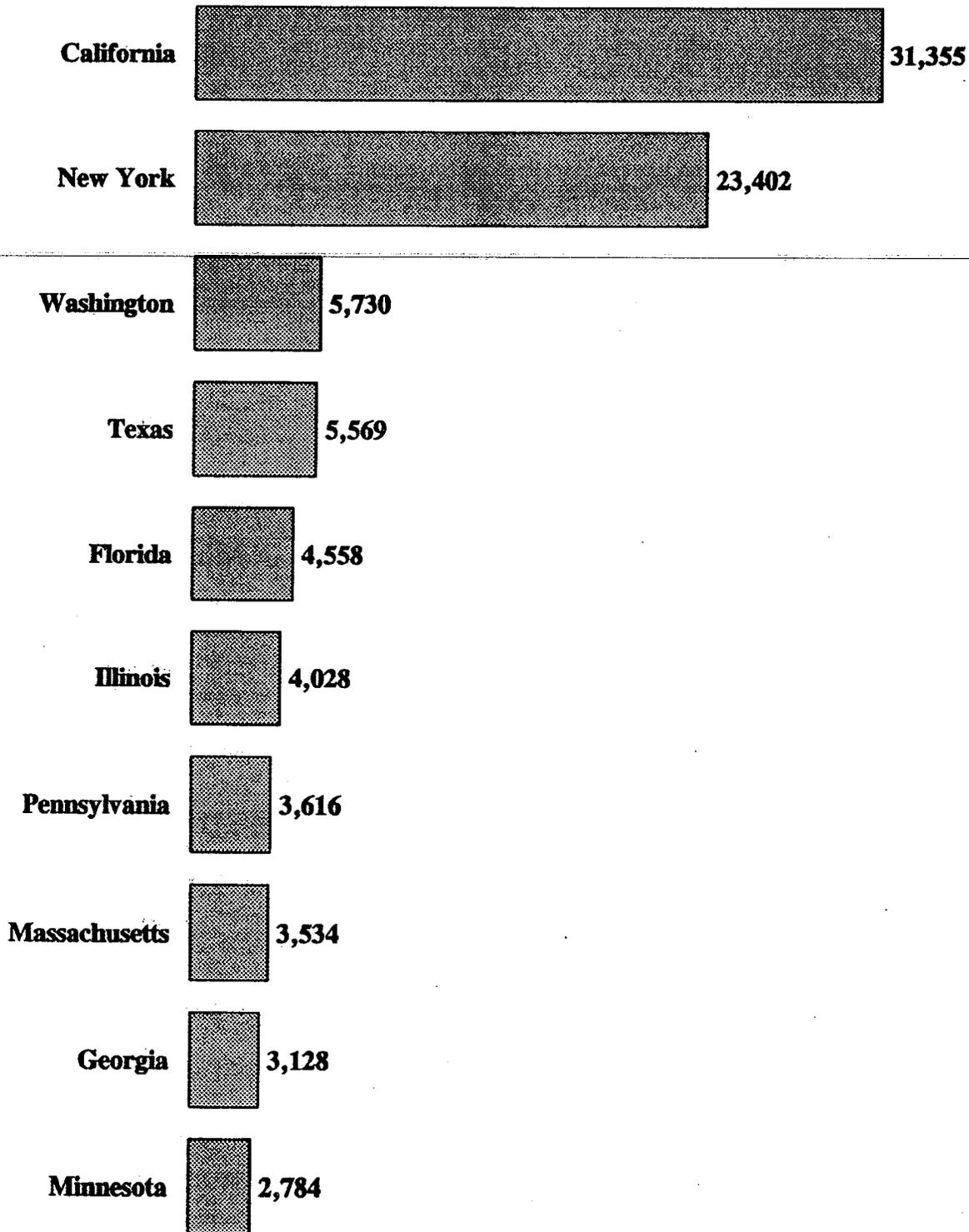
The number of refugee admissions from Southeast Asia and the former Soviet Union were considerably lower in FY 1993 than in FY 1992, while those from Africa increased during that period and those from Latin America and the Middle East remained about the same. The number of Amerasian immigrants decreased significantly from about 17,100 to 11,176, while the number of persons resettled under the Private Sector Initiative (PSI) decreased from about 860 to 384. The graph on page five presents the ten source countries from which the largest numbers of refugees fled to the U.S. in FY 1993.

During the past eleven years, almost 987,000 refugees and Amerasian immigrants resettled in the U.S. Thirty-four percent of these refugees fled from Vietnam, 27 percent from the former Soviet Union, 10 percent from Laos, seven percent from Cambodia, four percent from both Romania and Iran, three percent from both Poland and Ethiopia, and about two percent from Afghanistan and Cuba. Refugees from the former Soviet Union have been the largest single country of origin group since 1988. Prior to that time, refugees from Vietnam were the largest arrival group.

● **Distribution of Refugee Arrivals by State**

Nearly half of all refugee arrivals in FY 1993 initially resettled in one of two States—California (26 percent) or New York (20 percent). Nearly three-fourths resettled in one of the ten States listed in the graph on the next page. The State distribution for Amerasian resettlement was not as concentrated as

Refugee and Amerasian Arrivals Ten Top States FY 1993



State	Arrivals	Percent
California	31,355	26.3
New York	23,402	19.7
Washington	5,730	4.8
Texas	5,569	4.7
Florida	4,558	3.8
Illinois	4,028	3.4
Pennsylvania	3,616	3.0
Massachusetts	3,534	3.0
Georgia	3,128	2.6
Minnesota	2,784	2.3
Top Ten States	87,704	73.7
U.S. Total	119,063	100.0

Includes Amerasians and privately funded refugees.

that for refugees, with 23 percent initially placed in California, nine percent in Texas, and five percent in New York.

Table 3 illustrates how the distribution of initial refugee resettlement has changed in the past decade. California received nearly 46 percent of all refugees and Amerasians in FY 1988, but 26 percent in FY 1993. New York received only 10 percent of refugees in 1988, but its proportion in the past two years is double that figure.

Three FY 1993 arrival populations were especially concentrated, with a majority of arrivals in a single State. About 78 percent of Iranian refugees initially resettled in California, while 65 percent of Cuban refugees resettled in Florida and 53 percent of Laotian refugees resettled in California. For no other group of refugees did a single State account for a majority. A complete listing of major refugee groups by State of initial resettlement appears in Tables 4 through 8 in Appendix A.

While New York accounted for the largest share of refugees from the former Soviet Union in FY 1993 (42 percent), California received 16 percent, and several States (Illinois, Washington, Pennsylvania and Massachusetts) received four to six percent. For Vietnamese, 42 percent initially resettled in California, nine percent in Texas, and six percent in

Washington. For all Southeast Asians, including Amerasians, 39 percent resettled in California in FY 1993, eight percent in Texas, and three or four percent in six States (Washington, Georgia, New York, Minnesota, Massachusetts and Wisconsin).

● **Applications for Refugee Status and Asylum**

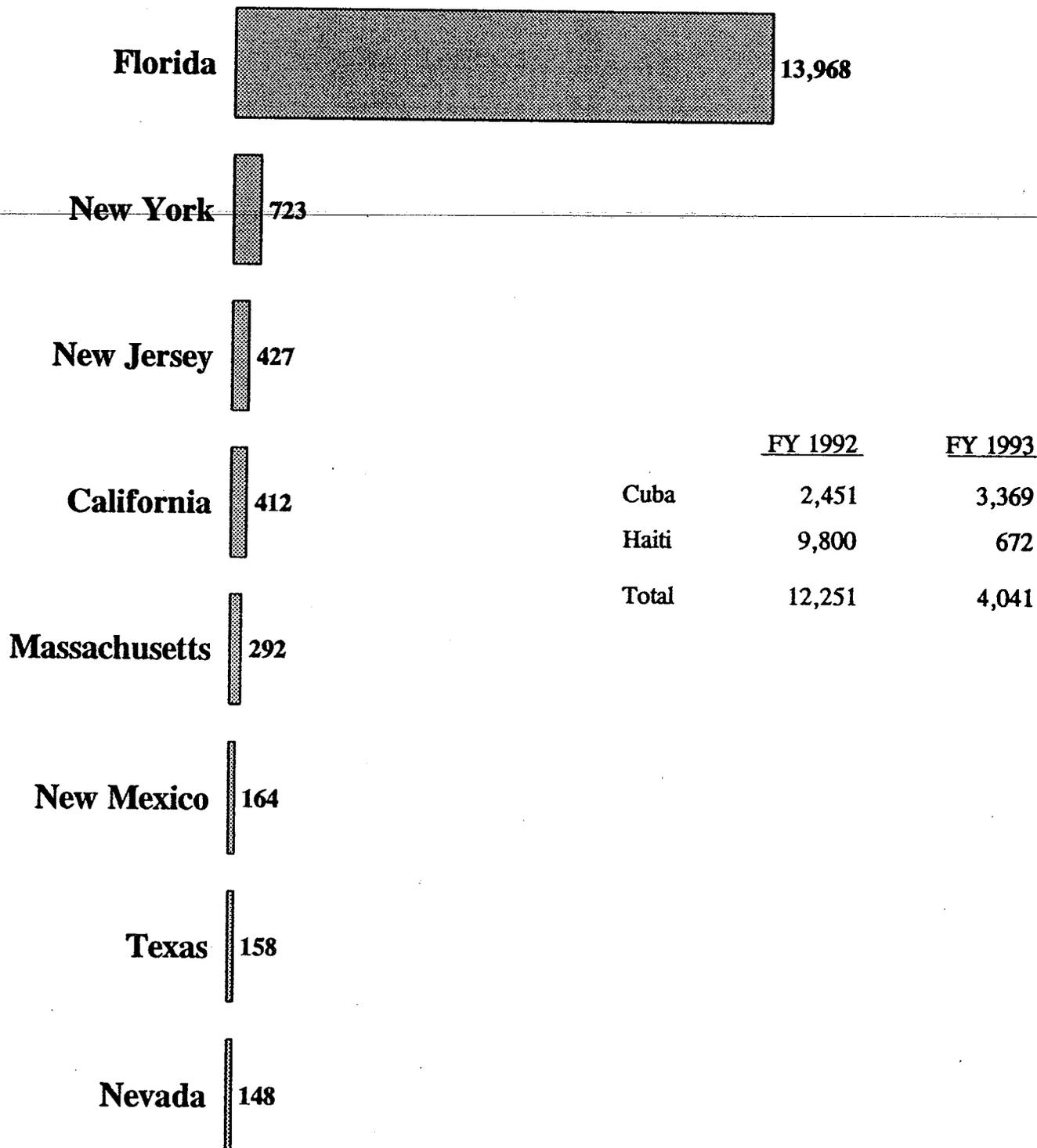
During FY 1993, the number of applications for refugee status granted world-wide by the Immigration and Naturalization Service (INS) declined slightly to 106,026 from 113,697 the year before. The numbers approved by country were closely related to the numbers actually arriving, allowing for an average time lag of several months between approval of the application and arrival in the United States. Table 10 contains a tabulation of applications for refugee status granted by INS, by country of chargeability, under the Refugee Act since FY 1980.

Also in FY 1993, INS granted applications for political asylum status in 5,015 cases to 7,464 persons. Table 11 presents a complete listing of the countries from which these asylees fled during the years 1980 through 1993. During this fourteen-year period, 32 percent of all favorable asylum rulings went to Iranians and 23 percent to Nicaraguans. In FY 1993, INS granted asylum to persons from 90 countries, with nine providing more than 200 cases (China, Cuba, Ethiopia, Haiti, India, Iran, Syria, the former Soviet Union, and the former Yugoslavia.).

● **Entrants**

Congress created the Cuban/Haitian Entrant Program under Title V of the Refugee Education Assistance Act of 1980. The law provides for a program of reimbursement to participating States for Federally reimbursed cash and medical assistance to Cuban and Haitian entrants under the same conditions and to the same extent as such assistance and services are made available to refugees. The first recipients of the new program were the approximately 125,000 Cubans who fled the Castro regime in the Mariel boatlift of 1980 and were admitted to the U.S. under a special parole status, "Cuban/Haitian Entrant (Status Pending)."

Entrant Arrivals Top States FY 1992 - FY 1993



Also considered entrants for the purposes 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.

No exact figures are currently available for the number of Cuban and Haitian nationals who arrived as entrants prior to FY 1992. Beginning with FY 1992 arrivals, ORR has received data from the Community Relations Service of the Department of Justice, which arranges for the initial reception and placement services for entrants. From these data, ORR has calculated that entrant arrivals numbered 12,924 in FY 1992 and 4,152 in FY 1993 (see Table 9). In both years, Florida was the primary resettlement site, with approximately 86 percent of FY 1992 entrants and 81 percent of FY 1993 entrants resettling there.

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

Reception and Placement Activities

In FY 1993, the initial reception and placement of refugees in the United States was carried out by 12 non-profit organizations through cooperative agreements with the Bureau for Refugee Programs of the Department of State. For each refugee resettled, the voluntary agency, or volag, received \$630, which was to be used, along with other cash and in-kind contributions from private sources, to provide services during the refugee's first 90 days in the United States. Program participation was based on the submission of an acceptable proposal that offered a resettlement capability needed for the admissions caseload.

New York City; Ansonia, Bridgeport, Hartford, and New Haven, Connecticut; Miami, Florida; Houston, Texas; and Green Bay, Milwaukee, and Sheboygan, Wisconsin.

As a result of this monitoring, the strengths and weaknesses of voluntary agency programs were identified, and, where needed, corrective action was taken. Other management activities for the reception and placement program included tracking of refugee placements, oversight of sponsorship assurances, exchange of information, liaison with the private voluntary agencies, and review of voluntary agencies' financial reports.

The Cooperative Agreements

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

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

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

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

Monitoring of Reception and Placement Activities

In FY 1993, the Bureau's monitoring program included 15 in-depth reviews of refugee resettlement in Honolulu, Hawaii; Richmond, Virginia; Atlanta, Georgia; Charlotte and High Point, North Carolina;

Domestic Resettlement Program

Refugee Appropriations

In FY 1993, the refugee domestic assistance program was funded under the Departments of Labor, Health and Human Services, and Education, and Related Agencies Appropriations Act (Pub. L. No. 102-394). The total funding that the Department of Health and Human Services (DHHS) obligated to States and other grantees under the program in FY 1993 was approximately \$381.5 million.

Approximately \$214 million was used to reimburse States for the cost of cash and medical assistance provided to eligible refugees and to aid unaccompanied refugee children. Of this, approximately \$29.6 million was used to reimburse States for the administration of the program by States and local welfare agencies.

Over \$65 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. States also received almost \$3.5 million to fund refugee mutual assistance associations (MAAs) as qualified providers of refugee social services.

In FY 1993, almost \$12 million was obligated for the national discretionary funds program. Among the projects approved by the Office of Refugee Resettlement (ORR) were the Key States Initiative (\$1.8 million), the Planned Secondary Resettlement program (\$1.4 million), the Amerasian Initiative (\$1.2 million), Job Links (\$3.6 million), micro-enterprise loan programs (\$1.3 million), and special programs for former Vietnamese re-education camp detainees (\$2 million). These and other discretionary grant programs are discussed in greater detail, beginning on page 31.

Also in FY 1993, ORR provided \$49.4 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. Over \$44.4 million was allocated to States according to formula, and approximately \$4.9 million was awarded as part of a discretionary grant program.

Under the matching grant program, voluntary resettlement agencies were awarded over \$30 million in FY 1993 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 over \$5.7 million in FY 1993. Funds were used by: (1) Centers for Disease Control (CDC) personnel overseas to monitor the quality of medical screening for U.S.-bound refugees; (2) Public Health Service quarantine officers at U.S. ports of entry to inspect refugees' medical records and notify appropriate State and local health departments about conditions requiring follow-up medical care; and (3) Public Health Service regional offices to award grants to State and local health agencies for refugee health assessment services.

State-Administered Program

● Overview

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

ORR Obligations: FY 1993

(Amounts in \$000)

A. State-administered program:		
1.	Cash assistance, medical assistance, unaccompanied minors, and State administration*	\$214,390
2.	Social Services (State formula allocation)	65,152
3.	Targeted Assistance (State formula allocation)	44,457
4.	MAA Incentive Grants	3,475
	Subtotal, State-administered program	\$327,474
B. Discretionary Allocations:		
5.	Targeted Assistance (Ten Percent)	4,940
6.	Social Services	11,905
	Subtotal, Discretionary Allocations	\$16,845
C. Alternative Programs:		
7.	Voluntary Agency Matching Grant program	30,215
8.	Privately-administered Wilson/Fish projects	1,206
	Subtotal, Alternative Programs	\$31,421
D.	Preventive Health: Screening and Health Services	\$5,741
	Total, Refugee Program Obligations	\$381,481

* Includes cash and medical assistance provided under Oregon's State-administered Wilson/Fish program (\$4,721,128).

and most refugees receive such assistance. Refugees from the former Soviet Union and certain other refugees, while not excluded from the State-administered program, currently are provided resettlement assistance primarily through an alternative system of ORR matching grants to private resettlement agencies for similar purposes.

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

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

CMA (a), Social Services (b), MAA Incentive, and Targeted Assistance (c) Allocations by State: FY 1993

State	CMA	Social Services	MAA Allocation	Targeted Assistance	Total
Alabama	\$326,053	\$157,555	\$8,450	\$0	\$492,058
Alaska	0	41,780	0	0	41,780
Arizona	6,661,021	782,576	41,973	0	7,485,570
Arkansas	120,935	100,000	0	0	220,935
California	55,903,960	16,595,459	890,084	14,256,854	87,646,357
Colorado	1,469,389	688,112	36,906	195,296	2,389,703
Connecticut	1,893,624	655,353	35,149	0	2,584,126
Delaware	94,447	75,000	0	0	169,447
Dist. Columbia	2,926,031	498,491	26,736	0	3,451,258
Florida	15,333,431	4,989,765	267,622	22,811,071	43,401,889
Georgia	3,196,350	1,331,679	71,424	0	4,599,453
Hawaii	1,307,350	170,555	9,148	173,255	1,660,308
Idaho	476,347	159,635	8,562	0	644,544
Illinois	8,067,397	2,341,141	125,565	654,573	11,188,676
Indiana	303,582	172,288	9,241	0	485,111
Iowa	1,828,732	526,744	28,251	0	2,383,727
Kansas	937,485	382,188	20,498	133,484	1,473,655
Kentucky	0	316,670	16,984	0	333,654
Louisiana	1,274,942	440,080	23,603	75,141	1,813,766
Maine	299,787	128,956	6,916	0	435,659
Maryland	2,511,478	1,318,506	70,717	137,002	4,037,703
Massachusetts	9,163,403	2,053,070	110,115	727,669	12,054,257
Michigan	4,962,625	1,223,002	65,595	0	6,251,222
Minnesota	5,826,175	1,148,991	61,625	806,437	7,843,228
Mississippi	830,024	87,785	5,000	0	922,809
Missouri	2,094,706	851,214	45,654	60,715	3,052,289
Montana	161,000	88,652	5,000	0	254,652
Nebraska	824,048	401,428	21,530	0	1,247,006
Nevada	350,000	174,888	9,380	0	534,268
New Hampshire	243,293	115,610	6,201	0	365,104
New Jersey	3,283,936	1,445,555	77,531	263,562	5,070,584
New Mexico	408,060	195,341	10,477	0	613,878
New York	36,759,928	10,827,451	580,722	1,450,443	49,618,544
North Carolina	1,695,327	675,806	36,246	0	2,407,379
North Dakota	1,446,754	139,356	7,474	0	1,593,584
Ohio	2,488,264	1,025,582	55,006	0	3,568,852
Oklahoma	861,381	236,939	12,708	0	1,111,028
Oregon	6,287,797	1,138,765	61,077	503,533	7,991,172

**CMA (a/), Social Services (b/), MAA Incentive, and Targeted
Assistance (c/) Allocations by State: FY 1993**

State	CMA	Social Services	MAA Allocation	Targeted Assistance	Total
Pennsylvania	5,088,890	1,950,980	104,639	425,042	7,569,551
Rhode Island	550,000	245,259	13,154	192,331	1,000,744
South Carolina	153,144	97,839	5,000	0	255,983
South Dakota	193,296	210,940	11,314	0	415,550
Tennessee	658,521	535,930	28,744	0	1,223,195
Texas	5,509,130	2,995,800	160,677	315,682	8,981,289
Utah	1,436,620	320,830	17,207	115,061	1,889,718
Vermont	295,521	124,969	6,703	0	427,193
Virginia	5,015,092	1,047,421	56,178	286,588	6,405,279
Washington	11,383,013	3,008,280	161,347	873,237	15,425,877
West Virginia	46,812	75,000	0	0	121,812
Wisconsin	1,407,446	761,950	40,867	0	2,210,263
Wyoming	33,690	75,000	0	0	108,690
Total	\$214,390,237	\$65,152,166	\$3,475,000	\$44,456,976	\$327,474,379

a/ Cash/Medical/Administrative, including Refugee Cash Assistance (RCA), Refugee Medical Assistance (RMA), aid to unaccompanied minors, and State administrative expenses. Does not include funds for privately-administered Wilson/Fish projects in Alaska (\$46,820), California (\$670,522), and Kentucky (\$488,286), but does include funds provided for a State-administered project in Oregon (\$4,721,128). See pages 29-31 for a discussion of Wilson/Fish demonstration projects.

b/ Includes social service funds earmarked for Wilson/Fish projects in Alaska (\$41,780) and California (\$207,996).

c/ Formula grant only. Does not include Targeted Assistance Ten Percent funding.

● **Cash and Medical Assistance**

Many working-age refugees are able to find employment soon after arrival in their new communities. Others need additional time for employment-related services prior to job placement, such as English language or vocational training. Local refugee resettlement agencies are seldom able to provide funds for longer term maintenance, however. Refugees in need of cash or medical assistance may receive help from the following government programs to meet daily needs prior to employment:

- Refugees who are members of families with children may qualify for and receive benefits under the program of Aid to Families with Dependent Children (AFDC) on the same basis as citizens. Costs for AFDC are shared by the State and by the Federal government. Until FY 1991, Federal refugee (ORR) funds covered the normal State share of AFDC costs during a refugee's initial months in the U.S., subject to the availability of funds. Since FY 1991, the CMA appropriation has been insufficient to cover these costs.
- Aged, blind, and disabled refugees may be eligible for the Supplemental Security Income (SSI) program on the same basis as needy non-refugees. The full cost of this program is provided from Federal funds. Certain States provide a State-funded supplement to the basic Federal benefit with refugees eligible for the State supplement to the same extent as non-refugees. Until FY 1991, Federal refugee funds reimbursed States for these refugee costs for a period of months after entry into the U.S. Since

FY 1991, the CMA appropriation has been insufficient to cover these costs.

- Refugees may qualify for and receive medical services under the Medicaid program to the same extent as non-refugees. Medicaid costs are shared by the Federal and State governments. Until FY 1991, Federal refugee funds reimbursed States for the State share of Medicaid costs for a period of months after entry into the U.S. Since FY 1991, the CMA appropriation has been insufficient to cover these costs.
- Needy refugees who do not qualify for cash assistance under the AFDC or SSI programs may receive special cash assistance for refugees — termed “refugee cash assistance” (RCA) — according to their need. Pursuant to regulation, in order to receive such cash assistance, refugee individuals or families must meet the income and resource eligibility standards applied in the AFDC program in the State. Eligibility for RCA is restricted by time limitations set forth by ORR, as explained below. The full cost of the RCA program is paid from Federal (ORR) funds.
- Refugees who are eligible for RCA are also eligible for refugee medical assistance (RMA). This assistance is provided in the same manner as Medicaid, but all funds are provided by the Federal government (ORR). As with RCA, program eligibility is restricted by a time limitation which depends on the availability of appropriated funds. Refugees not receiving RCA may be eligible for RMA if their income is slightly above that required for cash assistance eligibility and if they incur medical expenses which bring their net income down to the Medicaid eligibility level.*

* Section 412(e)(5) of the Act authorizes the Director to “allow for the provision of medical assistance . . . to any refugee, during the one-year period after entry, who does not qualify for assistance under a State plan approved under title XIX of the Social Security Act on account of any resources or income requirement of such plan, but only if the Director determines that—(A) this will (i) encourage self-sufficiency, or (ii) avoid a significant burden on State and local governments; and (B) the refugee meets such alternative financial resources and income requirements as the Director shall establish.” In FY 1993, the Director of ORR utilized this authority to enable Arizona to continue an effective program of refugee medical assistance while the State, which had not previously participated in Medicaid, continued to test a Medicaid demonstration project.

- Needy refugees who are not eligible for AFDC or SSI or no longer eligible for RCA may receive cash assistance under a State- or locally-funded general assistance (GA) program. In States with such programs, refugees are eligible to the same extent as non-refugee residents of the State.
- Needy refugees who are not eligible for Medicaid or no longer eligible for RMA may be eligible for a State- or locally-funded general medical assistance (GMA) program. In States with such programs, refugees are eligible to the same extent as non-refugee residents of the State.
- Needy refugees are eligible to receive food stamps on the same basis as non-refugees. The entire cost of food stamps is provided out of Federal funds.

Funding for the aforementioned refugee programs is subject to the availability of funds appropriated. Over the years, ORR has found it necessary to change the period of eligibility for RCA and RMA and the period of reimbursement for State costs of the AFDC, Medicaid, GA, and GMA programs, and the SSI State supplement due to limited funding.

- Prior to April 1, 1981, the Federal government reimbursed States for their full costs for the AFDC and Medicaid programs and the SSI State supplement and funded the RCA and RMA programs with no time limitation.
- Beginning April 1, 1981, Federal reimbursement of State costs for refugees receiving AFDC, Medicaid, or the SSI State supplement was limited to the first 36 months after entry into the U.S. Similarly, eligibility for RCA and RMA was limited to the first 36 months.
- Effective April 1, 1982, the period of eligibility for RCA and RMA was reduced by regulation to 18 months. In recognition that some States would bear the cost of providing assistance to refugees after this period through their State assistance programs, ORR began to reimburse States for the costs of GA and GMA provided to refugees from the 19th through the 36th month after entry into the U.S. Reimbursement for AFDC,

Medicaid, and the SSI State supplement was retained at 36 months.

- In order to meet the FY 1986 Gramm-Rudman-Hollings legislative requirements that reduced available funds by 4.3 percent, ORR further limited reimbursement to States for their refugee costs for the AFDC and Medicaid programs and the SSI State supplement to the first 31 months after entry into the U.S., effective March 1, 1986. The duration of eligibility for RCA and RMA was retained at 18 months, but the period of Federal reimbursement of refugee GA and GMA costs was limited to the 19th through the 31st month in the U.S.
- Beginning February 1, 1988, the period of reimbursement for AFDC, Medicaid, and the SSI State supplement was further limited to 24 months as a result of the amount of funds appropriated under the FY 1988 Continuing Resolution (Pub. L. No. 100-202). The duration of eligibility for RCA and RMA was retained at 18 months, but Federal reimbursement of refugee GA and GMA costs was limited to the 19th month through the 24th month.
- On August 24, 1988, ORR published a regulation which further reduced the eligibility period for RCA and RMA from the existing 18 months to 12 months, effective October 1, 1988. ORR continued to reimburse States for the cost of providing refugees with AFDC, Medicaid, and the SSI State supplement during the first 24 months after entry, but changed the period of reimbursement for the cost of providing refugees with GA and GMA to the 13th through the 24th month in the U.S.
- On November 22, 1989, the Department informed States that the FY 1990 appropriation of \$210 million for cash and medical assistance and related State administrative costs (CMA) was not sufficient to continue funding at the FY 1989 level, and, therefore, effective January 1, 1990, States must claim CMA costs against a sequence of priorities. States were notified to claim reimbursement for RCA, RMA, and related administrative costs for 12 months, but reimbursements for AFDC, SSI, and Medicaid would be

limited to a refugee's first four months after entry. GA and GMA costs would no longer be reimbursed. By the end of the fiscal year, however, it became clear that the appropriated funds of \$210 million were an estimated \$48.5 million less than the amount necessary to fund the programs as anticipated.

- On September 24, 1990, States were notified that available funds were estimated to provide all States with at least 94.76 percent of the funds needed to cover the costs of the three highest priorities: unaccompanied minors; RCA, RMA, and the administrative costs of providing RCA and RMA; and State administrative costs for the overall management of the refugee program. For States receiving less than 100 percent of estimated needs for these three highest priorities, no funds were provided to cover the lower priorities of AFDC, Medicaid, SSI State supplement, Federal foster care maintenance payments, and case management. States whose pre-

vious CMA awards exceeded 100 percent of estimated expenditures for the higher-priority activities—and thereby provided partial coverage of the lower-priority activities—did not receive any additional reimbursement.

- On December 21, 1990, ORR informed States that the FY 1991 appropriation of \$234 million would be adequate only for the costs of the unaccompanied minors program, RCA and RMA during the refugee's first 12 months in the U.S., and allowable administrative costs for the overall management of the State refugee program. ORR would no longer reimburse States for the cost of providing AFDC, Medicaid, and SSI to refugees.
- On September 11, 1991, States were informed that the amount appropriated in FY 1992 for CMA (\$234 million) would not be sufficient to provide RCA and RMA for twelve months. Accordingly, ORR notified States to reduce the eligibility period for RCA and RMA for new ar-

Changes in Federal Refugee Funding
of Cash and Medical Assistance a/

Date of Change	State Share of AFDC/Medicaid/SSI	RCA/RMA	General Assistance (Including GA Medical)
Thru 03/31/81	No time limit	No time limit	No funding
04/01/81	36 months	36 months	No funding
04/01/82	36 months	18 months	Months 19-36
03/01/86	31 months	18 months	Months 19-31
02/01/88	24 months	18 months	Months 19-24
10/01/88	24 months	12 months	Months 13-24
01/01/90	4 months	12 months	No funding
10/01/90	No funding	12 months	No funding
10/01/91	No funding	8 months b/	No funding
12/01/91	No funding	8 months c/	No funding

a/ All time periods counted from refugee's date of arrival in U.S.

b/ For new applicants

c/ For persons receiving RCA/RMA as of 09/30/91.

rivals from twelve months to eight months. For refugees not receiving assistance as of September 30, the reduction in the time period for RCA and RMA was effective October 1, 1991; for recipients on that date, the reduction was effective November 30, 1991. The change in eligibility period did not affect the program for unaccompanied minors. CMA funds were only sufficient to provide for allowable costs in the following priority areas in FY 1992: (1) the unaccompanied minors program, including administrative costs; (2) RCA and RMA and related administrative costs (excluding case management costs) during a refugee's first eight months in the U.S.; and (3) administrative costs incurred for the overall management of the State's refugee program.

- In response to a class action suit filed against the Department on behalf of refugees in the State of Washington, ORR published a final rule on January 10, 1992, which codified the reduction in eligibility period from 12 months to eight months for FY 1992 only. Thus, the period of eligibility for RCA and RMA would return to twelve months for FY 1993 and subsequent years.
- On April 17, 1992, ORR notified States that the Administration's FY 1993 request for refugee and entrant assistance was \$227 million—a reduction of 45 percent from the FY 1992 operating budget of \$410 million. The Administration further proposed a major restructuring of the domestic resettlement program. Targeted assistance, employment services, and the unaccompanied minors program would continue to be provided through the States; however, ORR proposed to terminate the State-administered RCA and RMA programs and to provide cash and medical assistance instead through a private resettlement program (PRP) and a private medical program.
- Extensive consultations on the proposal were held during the year with States, voluntary refugee resettlement agencies, MAAs, and other participants in the refugee program. In the appropriations process, Congress agreed that the Department could initiate the private programs if it so decided. However, the program was not implemented because of a court order requiring the Department to go through a formal rulemaking process. The Department is not currently planning to implement PRP or the private medical program.
- At the end of FY 1992, ORR informed States that the FY 1993 appropriation was unlikely to exceed the FY 1992 appropriation level and that these funds would not be sufficient to sustain a 12-month eligibility period for RCA and RMA. Accordingly, on September 17, 1992, ORR published a final rule which continued the reduced (eight-month) period of eligibility for RCA and RMA through FY 1993.
- ORR continued to track CMA expenditures throughout FY 1993. By the early spring of 1993, ORR estimated that appropriated funds would not be sufficient to continue CMA funding past July unless immediate action was taken to shorten the period of eligibility. Accordingly, on March 1, ORR published an emergency regulation in the *Federal Register* to reduce the time-eligibility period for the RCA and RMA programs, effective April 1, 1993, from the first eight months after a refugee's arrival in the U.S. to the first five months. On March 31, ORR withdrew this regulation and published another regulation which would reduce the CMA period of eligibility to three months, effective June 1. In a letter to State refugee coordinators, ORR explained that the Department intended to seek supplemental funding to maintain the eight-month period of eligibility, but found it necessary to publish the regulation in the event that the Department was not successful in obtaining these additional funds. A subsequent notice (published May 25) delayed the effective date of implementation of this reduction to August 1.
- On July 2, President Clinton signed the Supplemental Appropriations Act (Pub. L. No. 103-50), which made funds appropriated in FY 1992 available for CMA costs provided in FY 1993. States which had not fully expended FY 1992 funds could use them to fund FY 1993 CMA costs. On July 30, 1993 ORR published a notice in the *Federal Register* withdrawing the three-month regulation, thereby maintaining the eight-

month eligibility period for the remainder of FY 1993. A subsequent regulation, published September 1, continued the eight-month period for CMA in FY 1994.

- On July 22, 1993, ORR published in the **Federal Register** a Notice of Proposed Rulemaking to simplify the procedures necessary to vary the period of CMA eligibility according to the level of appropriations. It proposed to (1) remove from Federal regulations all references to a specific duration of CMA eligibility, (2) establish a methodology by which ORR would determine each year the duration of CMA eligibility based on the funds appropriated, and (3) authorize the ORR Director to notify States by **Federal Register** notice whenever the level of appropriated funds requires modification of the CMA period of eligibility. The final rule was published on December 8, 1993.

Cash Assistance Utilization

Based on information provided by States in their Quarterly Performance Reports to ORR, the number of refugees, Amerasian immigrants, and entrants receiving Refugee Cash Assistance (RCA) declined by about one-fourth from the year before. The table on pages 22 and 23 shows RCA utilization reported by States as of September 30, 1993, one year earlier, at the close of FY 1992, and two years earlier, at the close of FY 1991. At the end of FY 1993, 26,227 refugees received RCA. This compares with 34,735 a year earlier and 37,731 the year before that.

The decline in the number of RCA recipients between FY 1991 and FY 1993 does not necessarily indicate decreased welfare dependency for refugees, however. It could reflect the higher admission numbers in earlier years (over 20,000), the change in the

mix of refugee groups admitted, and the changes in family composition of newer arrivals.

ORR has not calculated a national dependency rate since September 30, 1989. At that time, the dependency rate for refugees who had arrived during the preceding 24 months was 48.5 percent. This calculation included refugees receiving AFDC benefits and the State supplement to Federal SSI. Since that date, however, CMA appropriation levels have curtailed Federal reimbursement of the State costs of refugee recipients of categorical public assistance programs. Since ORR collects data only on those recipients for whom Federal refugee program funding is provided, we are no longer able to calculate a national refugee welfare utilization rate.

RCA Utilization by Nationality

Section 412(a)(3) of the Act directs ORR to compile and maintain data on the proportion of refugees receiving cash assistance by State of residence and by nationality. In the most recent annual round of data collection, States reported 25,029 refugees on their RCA caseloads as of June 30, 1993. These reports covered refugees in the U.S. for eight months or less.

Table 15 (Appendix A) summarizes the findings of the 1993 data collection on RCA utilization. The largest single group was reported to be Vietnamese, who comprised about 50 percent of the reported RCA caseload, while comprising about 38 percent of the time-eligible population. Refugees from the former Soviet Union were the second largest group, representing about 26 percent of the caseload and about 39 percent of the time-eligible population. Other single nationality groups contributed only small fractions to the national caseload. The overall RCA utilization rate for time-eligible refugees, Amerasians, and entrants on June 30, 1993 was 30 percent.

* The FY 1993 RCA utilization was calculated by dividing the number of persons receiving Refugee Cash Assistance on June 30 (25,029) by the number of refugees, entrants, and Amerasians admitted in the past eight months (82,163). The same method was used to calculate the utilization rate for the FY 1992 RCA caseload (31,939). For FY 1991, the RCA caseload (45,966) was compared with a time-eligible population of refugees and Amerasians in the U.S. 12 months or less. For further discussion of the time-eligible population, see the section entitled "Cash and Medical Assistance," pages 16 - 20

The RCA utilization rates of time-eligible refugees varied between 10 and 46 percent among the largest refugee groups. In the eight States where Southeast Asians could not be differentiated by nationality, they were recorded in the table as Vietnamese—the majority group—which inflates the total for the Vietnamese and deflates those for the Cambodians and Lao slightly. If RCA utilization is assumed to be distributed in these States in the same proportion as their Southeast Asian arrivals in 1989-92, the best estimates of nationwide RCA utilization rates are about 41 percent for Vietnamese and 10 percent for Lao (including Hmong). For the Vietnamese, the high RCA rate reflects the large proportion of Amerasian youths admitted in FY 1993. For the sixth consecutive year, the calculated utilization rate for Cambodians appears to exceed 100 percent. It is likely that some Laotian cash assistance recipients are erroneously classified as Cambodians in some States.

The RCA utilization rate for refugees from the former Soviet Union is the lowest of any large group (20 percent) and represents a slight decrease from FY 1992 (28 percent). Among the remaining large nationality groups, the utilization rates for refugees from Afghanistan, Iraq, and Ethiopians ranged from 32 to 35 percent, while the rate for Iranians (22 percent) was much lower than average.

These figures cannot be compared meaningfully with those from prior years. Over the past decade, ORR has drastically reduced (from 36 months to eight months) the period of eligibility for RCA, while eliminating altogether Federal reimbursement for refugee receipt of AFDC, SSI, and general assistance (GA). As a consequence, States currently report only refugee receipt of RCA and only in the first eight months after arrival. No record is available for receipt of GA after time-expiration of RCA or for SSI or AFDC at any time after arrival. The reported figures thus understate—*significantly*—overall refugee welfare utilization.

Nor should RCA utilization rates be used to compare welfare dependency between refugee groups. A low reported RCA utilization rate does not necessarily indicate overall self-sufficiency of the refugee group soon after arrival. It could mean the family

composition of the arriving refugees is such that a larger proportion of the arriving families are eligible for SSI or AFDC. For example, the reported RCA utilization rate of the Laotians (10 percent) does not necessarily reflect earlier employment or greater self-sufficiency than for other groups, but rather the larger proportion of arrivals with young children and the lack of reliable statistics on their AFDC and GA utilization. ORR is exploring alternative methods of data collection which would supplement current State reports of welfare utilization.

● Social Services

ORR provides funding for a broad range of social services to refugees, both through States and in some cases through direct service grants. During FY 1993, as in previous fiscal years, ORR allocated 85 percent of the social service funds on a formula basis. Under this formula, over \$65 million of the social service funds were allocated directly to States according to their proportion of all refugees who arrived in the United States during the previous three fiscal years. States with small refugee populations received a minimum of \$75,000 in social service funds. ORR earmarked portions of California's and Alaska's allocation of social service funds to private agencies operating Wilson/Fish demonstration projects.

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

Almost \$12 million in social service funds (15 percent of the total social services funds available) were used on a discretionary basis to fund a variety of initiatives and individual projects intended to reduce refugee welfare utilization and to address the needs of special populations. A description of these activities is provided, beginning on page 31.

Refugee Cash Assistance (RCA) Trends

a/ State	Refugee/ Entrant Arrivals FY 1991	RCA b/ Recipients As of 9/30/91	Refugee/ Entrant Arrivals FY 1992	RCA b/ Recipients As of 9/30/92	Refugee/ Entrant Arrivals FY 1993	RCA b/ Recipients As of 9/30/93
Alabama	329	136	329	52	201	82
Alaska	50	0	81	0	39	0
Arizona	1,689	486	1,546	346	1,111	319
Arkansas	149	26	71	23	104	22
California d/	32,775	9,663	33,541	7,372	31,425	6,987
Colorado	1,282	503	1,130	276	1,151	348
Connecticut	1,227	360	1,293	183	1,022	148
Delaware	20	17	73	28	33	13
Dist. Columbia	1,332	239	1,102	291	735	628
Florida	5,606	2,025	15,737	5,669	8,112	2,865
Georgia	2,611	520	3,170	632	3,130	631
Hawaii	294	152	336	110	293	90
Idaho	345	99	351	23	255	59
Illinois	3,952	1,663	5,165	1,414	4,042	856
Indiana	402	76	356	62	460	72
Iowa	873	197	809	156	844	117
Kansas	691	406	701	546	696	815
Kentucky	756	155	659	0	627	0
Louisiana	793	298	852	282	688	220
Maine	266	170	162	47	249	38
Maryland	2,002	660	3,184	428	2,372	359
Massachusetts	3,399	1,072	4,458	817	3,556	742
Michigan	2,283	633	2,710	662	2,255	477
Minnesota	2,017	453	2,757	475	2,784	526
Mississippi	106	131	44	38	53	100
Missouri	1,664	340	2,068	357	1,734	362
Montana	106	93	88	104	47	26
Nebraska	1,032	399	786	531	563	99
Nevada	335	121	383	85	307	84
New Hampshire	226	64	213	28	160	36
New Jersey	2,609	598	3,286	339	2,460	522
New Mexico	442	204	449	100	478	72
New York	16,340	7,394	27,240	6,635	23,508	1,748
North Carolina	884	215	907	228	1,199	155

Refugee Cash Assistance (RCA) Trends

a/ State	Refugee/ Entrant Arrivals FY 1991	RCA b/ Recipients As of 9/30/91	Refugee/ Entrant Arrivals FY 1992	RCA b/ Recipients As of 9/30/92	Refugee/ Entrant Arrivals FY 1993	RCA b/ Recipients As of 9/30/93
North Dakota	256	47	482	40	381	80
Ohio	1,677	206	2,381	503	2,148	559
Oklahoma	549	235	354	161	532	248
Oregon e/	1,986	1,149	2,550	1,046	1,845	636
Pennsylvania	3,387	1,230	4,295	555	3,622	633
Rhode Island	402	219	460	141	235	72
South Carolina	133	11	147	50	116	24
South Dakota	311	150	279	85	254	123
Tennessee	1,140	190	1,329	135	1,089	157
Texas	5,829	1,951	6,006	1,585	5,630	1,775
Utah	632	187	564	98	584	120
Vermont	237	122	263	67	248	92
Virginia	2,116	578	2,012	510	2,252	520
Washington	4,792	1,720	5,401	1,242	5,731	1,402
West Virginia	42	6	45	20	31	4
Wisconsin	1,183	162	1,875	158	1,793	164
Wyoming	18	0	69	0	31	0
Other e/	72	0	0	0	0	0
Total	113,649	37,731	144,549	34,735	123,215	26,227

- a/ Caseload data are derived from Quarterly Performance Reports submitted for all time-eligible refugees and entrants by 48 States and the District of Columbia. Caseload data for Kentucky were provided by the volag administering a State-wide Wilson/Fish program. Alaska's Wilson/Fish does not provide cash assistance.
- b/ For FY 1991, the period of eligibility for RCA was twelve months. For FY 1992 and FY 1993, the period of eligibility was eight months.
- c/ California's time-eligible population includes 276 refugees participating in the Wilson/Fish demonstration project in San Diego as of September 30, 1991; 967 participants as of September 30, 1992; and 1,163 as of September 30, 1993.
- d/ Oregon's totals include 1,104 refugees participating in the Refugee Early Employment Project (REEP) as of September 30, 1991; 904 participating as of September 30, 1992; and 516 participating as of September 30, 1993.
- e/ Includes Puerto Rico and the Virgin Islands.

ORR policies allow a variety of relevant services to be provided to refugees in order to facilitate their general adjustment and especially to promote rapid achievement of self-sufficiency. Services which are related directly to the latter goal are designated by ORR as priority services. In FY 1993, ORR continued to require States with welfare utilization rates at 55 percent or higher as of September 30, 1989 to use at least 85 percent of their funds for priority services, such as English language training, employment counseling, job placement, and vocational training. Other allowable services from the remaining 15 percent of funds include orientation, translation, social adjustment, transportation, and day care.

● Targeted Assistance

In FY 1993, ORR obligated \$49,396,640 for targeted assistance activities for refugees and entrants. Of this, \$24,456,976 was awarded by formula to the 20 States eligible for targeted assistance grants on behalf of their 41 qualifying counties. (This formula was unchanged from previous years except to expand the formula data base to include refugees arriving through September 30, 1992.) Another \$20,000,000 was specially earmarked and awarded to Florida to provide health care to eligible refugees and entrants through Jackson Memorial Hospital, to the Dade County public school system in support of education for refugee and entrant children, and for a demonstration project to provide services to Haitian elderly and youth.

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

The language from the House and Senate appropriation committees' reports on the targeted assistance

appropriation provided that 10 percent of the total appropriated for targeted assistance "... be used for grants to localities most heavily impacted by the influx of refugees such as Laotian Hmong, Cambodians, and Soviet Pentecostals, including secondary migrants ... [and] awarded to communities not presently receiving targeted assistance ... as well as those who do" These funds (over \$4.9 million) were awarded as continuations to grants competitively awarded in FY 1992.

Thirty States submitted 99 proposals in response to the announcement. Fifty-six projects from 22 States were funded in the four categories (employment, health, education, and crime victimization services) stipulated in the announcement. In addition, one California county received a total of \$198,000 to provide employment and other services as a continuation of its Key Counties Initiative project. The funded projects are presented in the accompanying table.

● Unaccompanied Minors

ORR continued its support of care for unaccompanied minor refugees in the United States. These children, who are identified in countries of first asylum as requiring foster care upon their arrival in this country, are sponsored through 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.

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.

**Targeted Assistance Ten Percent Funding, FY 1993
Discretionary Grant Awards by State**

State	Crime	Education	Employment Services	Health Programs	Total
Alabama		\$60,254			\$60,254
California	\$297,375		\$370,922	\$240,000	937,363 a/
Colorado			72,163	69,470	141,633
Dist. Columbia			65,000		65,000
Florida			102,125	88,817	199,483 b/
Georgia				102,000	102,000
Illinois	75,000	35,000			110,000
Kansas			36,400	33,600	70,000
Louisiana	46,000				46,000
Maryland			179,172		179,172
Massachusetts	186,240	57,895	218,179		462,314
Minnesota	68,118	128,932	89,985	87,663	393,433 b/
Nebraska	99,992				99,992
New Jersey	55,650		53,750		109,400
New York	95,238			220,952	332,000 b/
Oregon	100,000				100,000
Pennsylvania				100,415	100,415
Rhode Island				68,203	68,203
Texas	53,989	88,740			142,729
Virginia			60,000		60,000
Washington	100,000	147,433	125,000	89,140	461,573
Wisconsin		56,329	225,000		281,329
Total	\$1,177,602	\$574,583	\$1,597,696	\$1,100,260	\$4,522,293 b/

In addition to the above four categories, Targeted Assistance funds were used to fund the Key Counties Initiative in Orange County, California (\$198,000) and the Key States Initiative in New York State (\$207,005 out of the total KSI funding of \$300,000).

a/ Includes \$107,866 carried forward in unobligated funds from FY 1992 award.

b/ Includes additional administrative costs awarded not included in program totals.

Summary of Targeted Assistance Funding

FY 1983-FY 1993

State	Formula Award	Special Funds	Total Funds
California	\$154,975,895	\$1,200,000	\$156,175,895
Colorado	2,461,744		2,461,744
Dist. Columbia	109,476		109,476
Florida	112,335,746	142,012,030	254,347,776
Hawaii	2,929,592		2,929,592
Illinois	12,731,000		12,731,000
Kansas	3,002,513		3,002,513
Louisiana	1,982,261		1,982,261
Maryland	2,577,558		2,577,558
Massachusetts	8,788,391	900,000	9,688,391
Minnesota	9,711,667		9,711,667
Missouri	1,022,621		1,022,621
New Jersey	5,997,236		5,997,236
New York	13,368,897		13,368,897
Oregon	7,558,690	500,000	8,058,690
Pennsylvania	5,558,700		5,558,700
Rhode Island	3,552,395		3,552,395
Texas	5,815,249		5,815,249
Utah	1,866,205		1,866,205
Virginia	6,282,875		6,282,875
Washington	11,774,923		11,774,923
Total	\$374,403,634	\$144,612,030	\$519,015,664

Note: Does not include Targeted Assistance Ten Percent funds.

Special funds include the following:

California (FY 1989): To address the impact of Armenian refugees on Los Angeles County.

Florida (FY 1983-1993): To address the impact of Cuban/Haitian entrants on Dade County.

Massachusetts (FY 1989-1990): To address the impact of secondary migrants on the Lowell school system.

Oregon (FY 1990): To address the impact of Soviet Pentecostals on Oregon.

The number of Southeast Asian unaccompanied minor refugees arriving in the United States in need of foster care greatly decreased during FY 1993, dropping from an average of six per month in FY 1992 to four per month during FY 1993. Also, the number leaving the program by virtue of reaching the age of majority accelerated. Faced with the likelihood of a continued diminishing caseload, ORR, in cooperation with national voluntary agencies and the States, is continuing to phase out the program in an orderly manner and to place incoming children in programs which both provide ethnic-specific services and are cost-effective.

ORR also began placing a small number of unaccompanied minors from Eastern Europe and Africa (Somalia and Liberia). These 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.

Since January 1979, a total of 10,729 children have entered the program. Of these, 1,337 subsequently were reunited with family and 7,741 have been emancipated, having reached the age of emancipation. Based on reports received from the States, the number in the program as of September 30, 1993, was 1,651—a decrease of 498 from the 2,149 in care a year earlier. Unaccompanied children are located in 39 States and the District of Columbia (See Table 14 in Appendix A.)

In progress reports on 1,337 children in 22 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 84 of the 1,337 attend school at the elementary level, 794 at the secondary level, 405 at the post-secondary level, and 54 are not in school.

	Superior	Satisfactory	Unsatisfactory
English language	24.6%	62.2%	13.2%
General education	28.9	58.7	12.4
Social adjustment	31.3	63.2	5.5
Health	43.0	56.2	.8

Caseworker ratings by percentage are shown in the accompanying table.

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, intensive services during the first four months after arrival, and a case management system that assists refugees and monitors their progress. 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.

All services are directed toward the twin objectives of the Matching Grant program: the immediate goal of keeping refugees out of the welfare system for the first four months after arrival in the U.S. and the long-term goal of early and permanent self-sufficiency through employment.

Refugees from the former Soviet Union have been the primary beneficiaries of the program since its commencement in 1979 and comprise about 70 percent of current participants. Ethiopians, Somalis, Iraqis, and Southeast Asians comprise most of the balance. Five voluntary agencies operated programs in over 90 locations last year and provided resettlement services to almost 40,000 refugees—about one-fourth of all refugee arrivals:

- Council of Jewish Federations (CJF) received \$24,529,399 in FY 1993 funds and authority to

spend \$8,670,000 in grant funds which were unexpended during the prior year to resettle 33,207 refugees. The major resettlement sites were New York City (15,646), Chicago (2,158), Los Angeles (1,818), San Francisco (1,494), Philadelphia (913), and Boston (996). Almost all were from the former Soviet Union.

- **United States Catholic Conference (USCC)** received \$3,945,000 and authority to spend \$345,000 of unexpended funds of the previous year's grant to resettle 4,290 refugees from more than 30 ethnic groups in 34 sites. Hartford, Grand Rapids, Los Angeles, and Dallas were the major resettlement sites. Most refugees were Amerasians or other Southeast Asians.
- **International Rescue Committee (IRC)** received \$320,231 and authority to spend \$65,644 remaining from the previous year's award to resettle 670 refugees. New York City, Washington, and San Francisco were the major resettlement sites, with San Diego, Seattle, and Atlanta also participating. Refugees from Bosnia, Iraq, and Southeast Asia were the major ethnic groups resettled.
- **Lutheran Immigration and Refugee Service (LIRS)** received \$820,162 to resettle 900 refugees. The major resettlement sites were Greensboro and Phoenix. About two-thirds were Southeast Asians; the remainder were primarily from the former Soviet Union or from Eastern Europe.
- **American Council for Nationalities Service (ACNS)** received \$600,000 to resettle 600 refugees at nine sites, with Kansas City, Houston, and St. Louis receiving the majority. Most were from Southeast Asia, with the remainder split between Africa (primarily Ethiopian) and the former Soviet Union.

Except for CJF, 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 for the period January 1 through September 30, 1993. For ACNS, 90 percent of refugees were self-sufficient at the end of the four month matching grant program; for LIRS, 78 percent; for CJF, 15 percent; for IRC, 58 percent; and for USCC, 60 percent.

Preventive Health Services

Refugees, like other aliens, must be free of all contagious diseases in order to enter the U.S. In FY 1993, to ensure that refugees meet public health requirements, ORR supported, through an interagency agreement, several preventive health programs of the Public Health Service at a cost of approximately \$5.7 million, including the following:

- Technical assistance and monitoring of refugee health screening overseas.
- Health documentation of individual refugees at ports of entry and forwarding of documentation to State and local health agencies where resettlement will take place.
- Administration of a domestic preventive health screening grant program through the Centers for Disease Control (CDC).

In FY 1993, nearly \$3 million of the program's \$5.7 million was provided to 43 State and local health agencies to manage and support health screening programs for newly arrived refugees. These programs screen and treat (1) personal health conditions that could affect the public health, such as tuberculosis or hepatitis B; and (2) personal health problems that could impede the refugee's effective resettlement, such as mental disorders, hypertension, or hearing or vision problems. The cost of treating the medical conditions discovered through health screening is supported by the RMA and Medicaid programs. In a number of States, State and local resources also supplement the refugee health screening program.

The following States and local health departments received project grants in FY 1993. Awards were

**Preventive Health
Project Grant Awards, FY 1993**

Alabama	\$14,097
Arizona	61,483
California	961,233
Colorado	47,389
Connecticut	44,542
District of Columbia	40,000
Florida	151,470
Georgia	68,733
Hawaii	40,798
Idaho	21,305
Illinois	135,309
Indiana	29,563
Iowa	44,489
Kansas	31,500
Kentucky	20,121
Louisiana	41,677
Maine	9,905
Maryland	77,805
Massachusetts	164,898
Michigan	94,325
Minnesota	89,325
Missouri	63,147
Montana	4,500
Nevada	26,450
New Jersey	101,407
New Mexico	9,577
New York	147,014
New York City	234,359
North Carolina	40,820
North Dakota	7,000
Ohio	58,338
Oregon	44,609
Pennsylvania	46,230
Philadelphia	46,413
Rhode Island	24,219
South Dakota	6,000
Tennessee	44,063
Texas	181,183
Utah	34,200
Vermont	5,315
Virginia	70,946
Washington	120,537
Wisconsin	72,768
Total	\$3,579,062

Project grant awards include new and unobligated funds as of September 30, 1993.

based on the number of refugee arrivals, the relative burden created by secondary migration, plans for providing intensified tuberculosis preventive therapy and outreach services, program performance, and the justified need for grant support.

Wilson/Fish Demonstration Projects

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

- Preclusion of otherwise eligible refugees from public assistance, with cash and medical assistance provided instead through specially designed alternative programs.
- Elimination or modification of work disincentives, such as the 100-hour rule in the AFDC-UP program, whereby work effort of as few as 100 hours in a month results in complete ineligibility for the family even if income is low enough to allow for a partial grant.
- Creation of a "front-loaded" service system which provides intensive services to refugees in the early months after arrival, with a constant emphasis on early employment.
- Integration of case management, cash assistance, and employment services, generally under a single private agency that is equipped to work with refugees.
- Development of mechanisms for closer monitoring for refugee progress, including a more effective sanctioning system.

ORR provided \$5.7 million to fund four demonstration programs in FY 1993.

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

The Refugee Early Employment Program was the first ORR-approved Wilson/Fish demonstration project. Now in its ninth year of operation, REEP currently 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. Job developers with the International Refugee Center of Oregon (IRCO), a consortium of MAAs, work closely with the voluntary agency case managers to provide employment services. A contract with the Multnomah County Health Department provides REEP participants with medical services from a Health Maintenance Organization (HMO).

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 services delivery model to prepare refugees for entry into the labor market.

During the past year 1,925 refugees participated in REEP employment services. Fifty-two percent (999 participants) found employment, and 60 percent of these (614) were still employed on the ninetieth day after placement. REEP's average cost per placement was \$646; the average wage at placement was \$5.40 per hour.

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

In FY 1990, the United States Catholic Conference (USCC) was awarded a grant for a demonstration project to be operated by its affiliate, Catholic Community Services of San Diego (CCSSD). A continuation grant was awarded in FY 1993 to USCC for the period September 1, 1993 to August 31, 1994. This is

the third Wilson/Fish project to be funded, and the first grant awarded directly to a private sector agency.

The project serves USCC-sponsored new arrivals and provides a range of in-house services aimed at increasing the rate of refugee self-sufficiency and decreasing the average length of time on cash assistance. The project provides cash assistance to project participants at a level comparable to cash assistance from State-administered programs. To provide social services for these refugees, ORR earmarked \$207,996 from California's FY 1993 social services formula allocation to this project. One of its primary goals is to reduce the mean length of time that sponsored refugees receive cash assistance during their first year in the U.S. to five months.

In its first 36 months of operation, CCSSD enrolled 1,365 refugees and Amerasians. One thousand and sixty-three completed their eligibility period, including 747 from Southeast Asia, 153 from Africa, 148 from South Asia, and the rest from Eastern Europe. Of those enrolled, 178 later moved, and 82 were deferred from participation for medical reasons. Sixty-two percent (525) were placed into at least one job, and 51 percent (464) were self-sufficient by the end of their eligibility period. The mean length of dependency for the 678 clients who had eight months of eligibility and who had not migrated was 172 days from date of arrival.

- **Alaska Refugee Outreach (ARO)**

The State of Alaska has never operated a refugee program. In order to fill the unmet needs of refugees resettling in Alaska, an affiliate of Episcopal Migration Ministries, Alaska Refugee Outreach (ARO), operates an ORR-approved demonstration project. ARO provides English as a Second Language (ESL), employment assessment, placement services, driver's education training, and medical assistance in the form of a Blue Cross health insurance policy to refugees not eligible for Medicaid. This demonstration project is in the second year of a three-year funding cycle.

ARO is unique in that it does not provide cash assistance to refugees. The two voluntary agencies

responsible for initial placements in Alaska (EMM and USCC) consider this when selecting free cases for placement in Alaska. USCC's local affiliate has entered into a cooperative agreement to enroll all of its employable adults in ARO.

At the two major regions of resettlement, Anchorage and the Mat-Su Valley north of Anchorage, ARO focuses its efforts on job assessment, job readiness, and job placement with concurrent ESL instruction. On average, employable refugees found employment in 57 days. Their average wage at placement was \$6.33 per hour.

During the nine months ending September 30, ARO enrolled 84 refugees. Ten refugees completed a course of instruction in driver's education, and 67 enrolled in ESL classes. Although ARO serves a small refugee population, its services are essential for early employment leading to long-term self-sufficiency.

● Kentucky

In FY 1993, ORR continued a grant to Catholic Charities of Louisville for the second year of a Wilson/Fish demonstration project. Catholic Charities provides transitional cash and medical assistance to refugees. Social services are provided by the State of Kentucky.

To date, the project has provided transitional cash assistance to 231 refugees. Sixty-nine percent (159) were terminated from assistance after employment. Others lost eligibility due to secondary resettlement (6 percent), sanctions (3 percent), or time-expiration (3 percent). Twenty percent currently receive cash assistance.

The project has provided medical coverage to 491 refugees, with 86 cases still active as of September 30. Of those no longer eligible, 151 were due to employer coverage; 82 were due to time-expiration; and the balance was due to secondary migration out of Kentucky, sanctions, or other ineligibility for public assistance.

● Cuban Exodus Relief Fund (CERF)

In September 1991, ORR awarded the Cuban Exodus Relief Fund (CERF) a grant of \$1.7 million for a demonstration project to resettle 1,000 publicly funded and 1,000 privately funded refugees. The second Wilson/Fish project awarded to a non-profit organization and the first to resettle refugees in several States, CERF provided medical coverage to Cubans arriving from third countries or directly from Cuba under the private sector initiative. No additional funds were necessary for FY 1992 or FY 1993.

~~CERF completed operations in August, 1993. Through that date, CERF provided medical coverage to 1,266 of the 1,409 Cubans arriving in the U.S.~~

National Discretionary Projects

During FY 1993, ORR approved projects totaling almost \$12 million in discretionary social services funds to support activities designed to improve refugee resettlement at national, regional, State, and community levels. Major discretionary awards included the following:

- \$1.8 million to support the Key States Initiative (KSI) in six States with large numbers of refugees on welfare.
- \$3.5 million in Job Links project grants designed to introduce employable refugees to potential employers in communities which offer good employment opportunities to refugees.
- \$1.4 million in grants under the Planned Secondary Resettlement (PSR) program which provides an opportunity for unemployed refugees and their families to relocate from areas of high welfare dependency to communities with favorable employment prospects.
- \$1.2 million to InterAction as agent for the national voluntary resettlement agencies to assist in the resettling of about 11,000 Amerasian young people and their families.

- \$2 million to 25 States and California counties to address special needs of some 24,000 former political prisoners from Vietnam arriving as a result of a diplomatic breakthrough with the Vietnamese government.
- \$1.3 million to 13 agencies to establish and administer loan programs to promote micro-enterprises and self-employment among refugees.
- \$400,000 to the Public Health Service to carry out hepatitis B screening and vaccination of children and pregnant refugee women who have been in the United States since 1981 and for public information programs and interpreter services related to hepatitis B screening and vaccination.

- **Key States/Counties Initiative**

The Key States Initiative (KSI) and Key Counties Initiative (KCI) programs seek to induce changes in State welfare and service systems to make them serve refugees more effectively and help them to become self-sufficient. States are encouraged to propose changes which they feel uniquely fit their organizational situations, in order to test potential models of change. ORR funding is intended to provide temporary support for the changes, with the understanding that if KSI/KCI activities are successful, the State will incorporate them—through regular State refugee funding—into the State-administered program.

In FY 1993, KSI completed its sixth year of operation, extending its cooperative agreements with New York, Minnesota, Wisconsin, Washington, and Massachusetts, and awarding a full grant to Michigan after that State completed planning activities with a small grant the prior year. In addition, ORR approved second year continuations to KCI grants to Orange and Los Angeles Counties in California. KCI funding is provided under the discretionary grant authority of the targeted assistance program. In FY 1993:

- New York improved coordination within the New York City public welfare system in order to gain

access to clients and provide employment services and referral to the regular service system.

- Wisconsin augmented funding to local MAAs for enhanced employment services and work incentives for large, long-term AFDC-dependent families.
- Washington provided assessment and pre-employment training to refugees and reimbursed clients leaving public assistance for their job-related expenses.
- Minnesota provided enhanced employment services and work incentives through on-the-job training, short-term skills training, and transitional funding for refugee families that have found employment.
- Massachusetts restructured the State refugee social service system to integrate services with cash and medical assistance, consolidate case management, reorganize employment services, and provide an alternative case approach to health screening.
- Michigan continued a study of the deficiencies in its refugee service system, installed a computerized welfare tracking system, and tested micro-enterprise as a vehicle to promote refugee self-sufficiency.
- Orange County made employment services mandatory for AFDC refugees previously deferred due to part-time employment. The objective is to assist them to become employed full-time and leave assistance.
- Los Angeles County encountered difficulties with its first-year innovations because changes in State rules made planned systemic changes ineffective. ORR authorized the county to develop another model and to carry a FY 1992 KCI grant of \$250,000 over into FY 1994 .

Total FY 1993 KSI/KCI funding (under both social service and targeted assistance discretionary grant authority) was \$2,019,000:

KSI Outcomes

The Washington State KSI Project is a statewide program administered by the Division of Refugee Assistance (DORA) within the Department of Social and Health Services. The Washington KSI project, known as "Track II", promotes economic independence for refugees through encouraging and supporting early employment. The project is designed to provide transitional support in the form of reimbursement for employment-related expenses and training, such as transportation, work clothing, tools, equipment, tuition, child care and medical insurance premium costs.

Key States Initiative	
Massachusetts	\$420,000
Wisconsin	400,000
Minnesota	300,000
New York	300,000
Washington	300,000
Michigan	101,000
Total	\$1,821,000
Key Counties Initiative	
Orange County	\$198,000
Total, FY 1993	\$2,019,000

The Track II Project completed its sixth year of operation in FY 1993. During the year, Track II continued to target both Refugee Cash Assistance (RCA) and Aid to Families with Dependent Children (AFDC) clients to encourage them to enter employment. The project assisted 559 newly employed refugees by easing the transition from welfare to self-sufficiency. Eighty-five percent of these (474) received public assistance, including 115 receiving Federal RCA benefits and the rest (359) receiving benefits under the State AFDC program and the Family Independence Program (FIP), an AFDC demonstration project. The latter statistic is significant because in Washington State, AFDC/FIP recipients are not required to participate in employ-

ment, training, or related activities except on a voluntary basis.

The remaining 15 percent (85 of the 559 participants), referred to as grant diversion clients, consisted of new arrivals who were assisted in finding immediate employment and never accessed cash assistance programs and public assistance cases who accepted employment within the first six months of their arrival.

Of the 559 participants that received Track II services during the sixth year, 56 percent (315) were Soviets, 34 percent (191) were Southeast Asian, 4 percent (23) were African, 3 percent (16) were Eastern European, and 3 percent (14) were Iraqi.

Of the sixth year participants, 22 percent (125) were single, 12 percent (70) were couples or single parents with one child, 20 percent (111) were households of three, 22 percent (121) were households of four, and the rest were households of five or more. The largest households were families of 9, 10, and 11 persons.

Grant savings for the year totaled \$1,228,227, not including savings accruing in months in which participants did not request reimbursements. With reimbursement outlays totaling \$357,822, net grant savings reached \$870,405.

In FY 1993, 86 percent of all KSI Track II participants became economically self-sufficient. The reversion rate (those who returned to cash assistance after leaving the program) was only five percent, an especially significant achievement where the economy is recovering slowly from a recession.

Track II has achieved success by providing tangible financial support for refugees moving from reliance on cash assistance to self-sufficiency.

The Massachusetts KSI began its third and final project year. The project was designed to increase refugee employment and reduce welfare utilization through an early employment, family-oriented service system.

The Massachusetts Office for Refugees and Immigrants (MORI) has successfully eliminated administrative levels between it and refugee service

providers. MORI now has the authority to restructure and directly manage the service delivery system. MORI's service contracts now emphasize early employment incentives, such as post-placement services for job upgrades.

During the past year, the software for an automated tracking system was developed and the system was put into service, tying all service providers and MORI into one tracking and reporting system. Additionally, MORI implemented a case management system and provided training for all refugee case managers.

Since the inception of KSI two years ago, the number of refugees participating in employment services has increased by 83 percent. Over the same period, the number of refugee receiving RCA has declined by 38 percent, and the cost of RCA has decreased by five percent. In FY 1993, 72 percent of employable adults were placed in jobs within eight months of arrival, compared with only 26 percent in FY 1991. Of those refugees who elected to participate in post-placement services this past year, 45 percent received job upgrades.

New York, begins its final project year in FY 1994. Limited to New York City, it is aimed at refugees on cash assistance who are routinely determined unemployable and "banked" within the large welfare caseload. To prevent this, a cooperative arrangement between the State Coordinator and New York City's Human Resources Administration (HRA) provides for mandatory referral of refugee aid recipients to a KSI staff person who re-assesses their employability and schedules them for an orientation to KSI services. KSI then refers employable refugees either to employment services appropriate to their needs or directly to job search and placement activities.

The objective is to route refugees away from the general welfare process and into the more appropriate network of refugee-specific services. This has reduced the number of refugees who languish on welfare, receiving no services, or who attend programs inappropriate or ineffective for their particular needs. KSI has been effective because HRA enforces sanctions as part of its cooperation agreement. Significant numbers have left assistance rolls,

either through independent employment or through sanctions.

In the past year, New York KSI changed contractors. The new contractor's automated tracking system has improved tracking and data reporting. In addition, all refugee service providers in New York City now have a contract clause requiring them to serve KSI clients on a priority basis.

In FY 1993, New York achieved 82 percent of its job placement and termination goals. Its estimated savings due to terminations totaled \$485,872.

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

- A system of accountability in which the State holds its provider agencies accountable for achieving a certain number of self-sufficiencies, defined as welfare grant terminations and grant reductions due to increased employment. The level of KSI and refugee social service funding for each MAA is determined each year on the basis of the degree to which the MAA has achieved its self-sufficiency goals for the previous year.
- A set of service strategies designed to help a generally unskilled population to obtain jobs at supportable wages. Strategies include: family-focused case management and self-sufficiency planning; a multiple wage-earner emphasis to place both husbands and wives in jobs; aggressive job development targeting jobs paying \$5.50 per hour and above; on-the-job training and short-term skills training; intensive after placement follow-up and support services to help families retain employment; and motivational counseling involving Hmong leaders as role models and motivators.
- An emphasis on coupling the Wisconsin KSI model with the State's JOBS program in coun-

ties with significant numbers of refugee JOBS clients. The Wisconsin refugee office places a priority on assisting KSI service providers to secure JOBS subcontracts to serve refugee JOBS clients. In FY 1992, nine out of 11 MAAs obtained JOBS subcontracts.

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

In FY 1993, The KSI effort resulted in 348 full-time job placements, 100 part-time placements, 242 welfare grant terminations, and 97 grant reductions. About half of the families leaving welfare included a second wage earner.

Over its six-year period of operation, Wisconsin KSI has placed 2,758 families into employment, resulting in a total of 1,556 families becoming self-supporting and terminating welfare. Over 530 of these families have become homeowners. Net welfare savings after program costs over the six-year period of operation have totaled \$2.4 million.

In FY 1993, Minnesota KSI reported 247 grant terminations for total savings of \$632,501. Its program focuses almost exclusively on employment and support services which can eliminate barriers to employment. Minnesota has adopted a multiple wage earner strategy and includes all employable members of large welfare-dependent families in its population. These are primarily Hmong or Cambodian refugees with low literacy levels and persistent welfare dependency. The State requires service providers to meet specified goals for family self-sufficiency in its performance-based contracts.

Since FY 1989, Minnesota KSI has tested the effectiveness of several service strategies for its self-sufficiency projects. The most effective have been transitional financial assistance, on-the-job training, and intra-State secondary resettlement.

The last strategy seeks to resettle refugees within the State and considers several variables: employment

opportunities in cities other than the original resettlement site, alternative site housing supply, degree of local support, and available service and educational opportunities to support a self-sufficient refugee community. During the past three years, the State has successfully relocated a large number of families to new communities and typically placed them in employment within one week of resettlement. Several families have purchased their own homes.

Minnesota uses two indicators of success for its self-sufficiency projects. One measure is the over-all administration and implementation of the project. The other measure is case outcome, measured by welfare savings, hourly wage rates, and family size of successful families.

As part of the phase-out plan for its sixth and final year, Minnesota will provide technical assistance to help vendors diversify their funding bases. Minnesota has recently begun to implement, through refugee service providers, bilingual JOBS activities (called STRIDE), and the State will continue its efforts to ensure that refugees are included in STRIDE initiatives. The State will also support the development of additional intra-State secondary resettlement sites.

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 determined to be at high risk for continued long-term welfare dependency, KCI targeted AFDC recipients who had been registered for the California JOBS program (called Greater Avenue for Independence, or GAIN), but had not actively participated because the refugee was working part-time or was the spouse of an active GAIN participant. State regulations do not require these individuals to participate in GAIN's job services, education, or training activities. Orange County believes this regulation is 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 targeted 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 and the impact of employment on their AFDC grants. The participants were offered job search services in the form of specially designed employment workshops.

In FY 1993, Orange County enrolled 475 participants in the KCI project. Two hundred fifty-three found full-time employment (30 or more hours per week as defined by JOBS), and another 93 increased the number of part-time hours worked. The retention rates were exceptionally high—91 percent for 90 days. AFDC savings totaled \$144,871, exceeding the FY 1993 KCI expenditures by \$34,871. Total savings are potentially even greater, since KCI operated for only the last nine months of the fiscal year and wages do not reduce AFDC grants until after a two-month lag. ORR awarded the county \$198,000 in targeted assistance discretionary grant funds to continue KCI operations in FY 1994.

In September 1992, ORR awarded the Department of Community and Senior Citizens Services of Los Angeles County a grant of \$250,000 for a project 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 spend any KCI grant funds in FY 1992 and, as noted above, began to redesign its KCI by year's end. The county will carry over its FY 1992 funding for use in the re-designed KCI.

- **Job Links**

ORR awarded a total of \$3,761,162 in 29 grants to States under the Job Links discretionary program.

The purpose of Job Links is to provide supplemental social service funding to encourage refugee resettlement in communities with a history of satisfactory resettlement or where a special initiative may significantly improve the potential for self-sufficiency.

The program seeks to link employable refugees with jobs in communities which have good economic opportunities. All States except those with KSI cooperative agreements are eligible to apply.

General program objectives include the following:

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

ORR awarded a total of \$2,130,138 to 14 States to continue projects begun in FY 1991. Fourteen States submitted applications for continuation funding under a FY 1992 program announcement. Of these, 13 were found eligible for a total of \$1,346,896. Two other States, Iowa (\$208,222) and South Dakota (\$56,846), were approved for continuation funding to September 30, 1994 with FY 1994 monies. The table on the following pages presents a detailed breakdown of the type of project in each State.

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

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

Eligible grantees include States and public and private non-profit organizations that can demonstrate

Job Links

FY 1992 Applicants (Second-year continuation awards)

New Hampshire (Manchester)	Employment services, orientation, information and referral, and support services	\$100,000
Colorado (Fort Collins, Colorado Springs, Denver)	Employment services	100,000
South Carolina (Statewide)	Employment services, ESL, support services	79,832
Virginia (Southern)	Employment services, ESL	100,000
Kansas (Southwest and Johnson County)	Employment services, VESL, support services	116,500
Texas (Houston)	Employment services	51,000
Louisiana (Baton Rouge)	Job development, ESL	100,000
Missouri (St. Louis)	Skills assessment, employment services, VELT, child care, placement, support services	100,000
Mississippi (Gulf Coast)	Employment services, counseling, child care, OJT, mental health, entrepreneurial training	100,000
Nebraska (Lincoln)	Employment services	99,564
Illinois (Statewide)	Vocational skills upgrading	100,000
New Jersey (Atlantic City, Middlesex County)	Employment services, VESL, support services	200,000
Pennsylvania (Lancaster)	Employment services, job development	100,000

FY 1991 Applicants (Third-year continuation awards)

Arizona (Phoenix)	Job development and placement	\$100,000
Idaho (Twin Falls)	Case management, adjustment, employment services, skills training, support services, ELT	186,122

Georgia (Atlanta area)	Computerized job bank, job coaching services, child care	250,000
Oklahoma (Tulsa, Oklahoma City)	Employment enhancement, group training, job search, short-term vocational training, ELT	200,000
New Mexico (Albuquerque)	Case management, job development, placement and follow-up, job orientation, ESL, transportation	168,513
Connecticut (Statewide)	Job development, counseling, support services	130,128
Alabama (Bayou la Batre)	Multi-service center with ESL, day care	220,000
Tennessee (Nashville, Memphis)	Job upgrading, counseling, employment services VESL, support services	211,042
Montana (Missoula)	Job development, ELT	93,471
North Carolina (Charlotte, Morganton, Greensboro)	Employment services, adjustment, support services, mental health services	159,680
Vermont (Statewide)	Employment services, vocational education	48,740
North Dakota (Bismarck, Fargo)	Case management, employment services job development, support services	78,707
Kentucky (Louisville, Bowling Green, Lexington)	Skills training, counseling, ELT, OJT employment services	185,000
Maine (Portland)	Employment services, job readiness,	98,735
FY 1991 Applicants (Third-year continuation awards with FY 1991 funds)		
Iowa (Sioux City, Davenport)	VESL, day care, employment services	\$208,222
South Dakota (Sioux Falls)	Employment services, ELT, support services support services	56,846
ELT	English Language Training	ESL English as a Second Language
JTPA	Job Training Partnership Act	OJT On the Job Training
VELT	Vocational English Language Training	VESL Vocational English as a Second Language

experience in providing services to refugees, such as refugee mutual assistance associations (MAAs) and national and local voluntary agencies. As of the end of FY 1993, there were six PSR grantees: three MAAs and three voluntary agencies. Grants totaling \$1,391,451 were awarded in the past year to relocate approximately 900 refugees:

Grantee	Amount
Hmong American Planning and Development Center 921 W. Highway 303, Suite P Grand Prairie, Texas 75051 (Hmong, Lao)	\$242,779
Catholic Social Services Diocese of Charlotte 1524 East Morehead Street Charlotte, North Carolina 28207 (Hmong, Lao)	136,377
Lutheran Family Services of North Carolina 131 Manley Avenue Greensboro, North Carolina (Lao, Cambodian)	399,492
Southeast Asian Mutual Assistance Association 103 North 9th Street Garden City, Kansas 67846 (Lao)	266,850
Interreligious Council of Central New York 910 Madison Street Syracuse, New York 13210 (Hmong, Amerasian)	179,588
Colorado Khmer Association of Denver 1757 Vine Street Denver, Colorado 80206 (Cambodian, Hmong)	166,365
Total	\$1,391,451

PSR Outcomes for Families Resettled Since FY 1983

Number of PSR Participants—As of September 30, 1993, 790 families (3,300 individuals) have relocated

from high welfare areas to self-sufficient communities through the PSR program.

Employment—All families found full-time employment soon after arrival in the PSR communities. The majority of PSR families are now multiple wage-earner families with both husbands and wives working. Almost 90 percent work in production jobs in factories, including electronic assembly, furniture-making, and textiles. Men are earning an average of \$6.95 per hour and women an average of \$5.85 per hour.

Family Income—Average monthly income has increased dramatically after relocation. Monthly family income ranged from an average of \$1,850 for FY 1993 projects to \$2,300 for projects with several years of experience. The average family income for all projects was \$1,955 per month.

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

Home Ownership—To date, 226 PSR families have purchased their own homes.

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

Costs and Benefits—The average cost of resettling families through the PSR program was \$7,000 per family while average welfare cost savings to the government were estimated at \$990 a month per family. At this rate, PSR families, on average, repay the cost to the government in just seven months.

● **Microenterprise Development Initiative**

In FY 1993, ORR entered its third year of funding microenterprise development and self-employment for refugees. ORR awarded twelve grants totaling \$1,345,803 to organizations to operate micro-enterprise development projects. Six of these were continuation awards for projects that are entering

their third year. The remaining six are entering their second year.

These projects are intended for recently arrived refugees on public assistance—or at risk thereof—who possess few personal assets or who lack a credit history that meets commercial lending standards. Microenterprise projects typically include components of training in business entrepreneurship, outreach, interpretation and translation, administration of a revolving loan fund, and management seminars.

The program participants must engage in some entrepreneurial activity, regardless of how modest in size, and may apply for Federally supported market-rate loans, not to exceed \$5,000, to start or to expand small business ventures.

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

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

Grants were awarded as follows:

Third year Continuation Awards

Coastal Enterprises, Inc. Wiscasset, Maine	\$131,904
Church Avenue Merchants Block Association Brooklyn, New York	106,873
Center for Southeast Asian Refugee Resettlement San Francisco, California	61,803
Economic and Employment Development Center Los Angeles, California	136,952

Institute for Social and Economic Development Iowa City, Iowa	118,000
International Refugee Center of Oregon Portland, Oregon	115,000
Total	\$670,532

Second Year Continuation awards

Jewish Vocational Service Boston, Massachusetts	\$124,265
Women's Self-employment Project Chicago, Illinois	82,250
Ethiopian Community Development Council Arlington, Virginia	102,932
The Immigrant Center Honolulu, Hawaii	126,010
Lutheran Children and Family Services of Eastern Pennsylvania Philadelphia, Pennsylvania	129,814
Merced County Department of Economic and Strategic Development Merced, California	25,000
Total	\$590,271

Two additional grants were awarded for technical assistance to microenterprise grantees:

Institute for Cooperative Community Development Manchester, New Hampshire	\$40,000
Institute for Social and Economic Development Iowa City, Iowa	45,000
Total	\$85,000

● **Amerasian Initiative**

ORR continued for another year its cooperative agreement with InterAction to assist in the resettlement of the more than 11,000 Vietnamese Amerasians and family members who entered the United States in FY 1993. Amerasians are children born in Vietnam to Vietnamese mothers and American fathers. They and their accompanying family members are admitted to the U.S. under the Amerasian Homecoming Act of 1988 (Pub. L. No. 100-202) as immigrants, but are entitled to the same social services and assistance benefits as refugees.

Funds for Amerasian Resettlement	
Year	Obligations
1988	\$593,232
1989	987,210
1990	2,150,020
1991	2,963,679
1992	1,526,455
1993	1,159,254
Total	\$9,379,850

Most of the more than 67,000 arrivals who have resettled in the U.S. since enactment of the Amerasian Homecoming Act have not joined established relatives. To provide them with specialized services and the companionship of others in the same situation, they are placed in a number of "cluster sites" about the country. These sites have the capacity to absorb the new arrivals and have provided good resettlement opportunities in the past. In FY 1993, the national voluntary resettlement agencies designated 55 such communities for cluster resettlement of free case Amerasians. Under the InterAction agreement, local affiliates of the national voluntary agencies may undertake comprehensive planning for the Amerasian caseload and may apply for sub-grants from InterAction for special activities to assist in Amerasian resettlement.

Since the program began in FY 1988, ORR has provided \$9,379,850 for Amerasian resettlement. In

FY 1993, InterAction used the \$1,159,254 provided by ORR for sub-grants to communities throughout the United States which expected to receive more than 100 Amerasians and family members each. Communities which received sub-grants of approximately \$35,000 were Boston and Springfield, Massachusetts; Portland, Maine; Buffalo, Rochester, Syracuse, Utica, Binghamton, and the Bronx, New York; Newark and Trenton, New Jersey; Philadelphia and Pittsburgh, Pennsylvania; the Washington D.C. area; Richmond, Virginia; Greensboro, North Carolina; Jacksonville and Orlando, Florida; Mobile, Alabama; New Orleans and Baton Rouge, Louisiana; Louisville, Kentucky; Chicago, Illinois; Lansing and Grand Rapids, Michigan; Minneapolis, Minnesota; Fargo, North Dakota; Oklahoma City, Oklahoma; Dallas, Houston, and Beaumont, Texas; Salt Lake City, Utah; Denver, Colorado; Lincoln, Nebraska; Phoenix and Tucson, Arizona; Santa Clara, San Diego, Orange County, Los Angeles, Sacramento, and Oakland, California; Portland, Oregon; Seattle and Tacoma, Washington; Honolulu, Hawaii; Burlington, Vermont; Hartford, Connecticut; St. Louis and Kansas City, Missouri; Sioux Falls, South Dakota; Memphis and Nashville, Tennessee; Davenport, Iowa; and Atlanta, Georgia.

● **Emergency Services for Haitians**

ORR awarded grants to the United States Catholic Conference (USCC), \$144,364, and Church World Service (CWS), \$83,916, to support emergency services to newly arrived Haitians in eleven communities where they had resettled.

The Haitians were among those who entered the United States from detention in Guantanamo Bay, Cuba. Although referred to the national voluntary agencies for resettlement by the Department of Justice's Community Relations Service, these Haitians were not among the HIV-positive Haitians who also were admitted later in the year following longer-term detention at Guantanamo Bay.

USCC allocated its funding to local agencies in Paterson and Newark, New Jersey; Brooklyn, New York; Boston, Massachusetts; West Palm Beach, Florida; and Los Angeles, California. CWS' funding

was allocated to local agencies in Clifton Heights, Pennsylvania; Atlanta, Georgia; New Windsor, Maryland; Columbus, Ohio; and the Orlando and Miami areas in Florida. The grant enabled agencies to support Creole-speaking, culture-sensitive staff to improve the Haitian clients' job skills, language, and adjustment.

● **Refugee Crime Victimization**

ORR continued its interagency agreement with the Community Relations Service (CRS) of the Department of Justice and signed a new interagency agreement with the Department's Bureau of Justice Assistance (BJA). ORR provided \$25,000 to CRS to hold three regional meetings to address law enforcement and refugee community relations. The meetings were held in Prince George's County, Maryland; New Orleans, Louisiana; and Richmond, California.

ORR provided BJA's National Crime Prevention Council with \$100,000 to fund a national workshop in Washington D.C. for staff members from ORR's 16 crime prevention and victimization grantees. The funds also provided for technical assistance to the grantees and produced a publication encouraging better relations between law enforcement agencies and refugee communities.

California	10,279
Texas	2,272
Washington	1,522
Georgia	1,294
Virginia	805
Massachusetts	601
Florida	546
New York	527
Minnesota	421
Oregon	373
All other States	5,564
Total	24,204

● **Former Vietnamese Political Prisoners**

Through its social services formula grants which are based on the number of FY 1992 arrivals, ORR granted a special allocation of \$2 million in discretionary funds to 25 States to support former Vietnamese political prisoners and their accompanying family members. This funding is intended to support the target population with special services such as peer support, adjustment and referral services, employment and vocational training, and special orientation.

The ten States with the largest number of FY 1993 arrivals are shown in the accompanying table. The FY 1993 grant recipients are listed below:

California (Los Angeles, San Diego, Santa Clara, Alameda, and Orange Counties)	\$851,360
Texas (Houston and Dallas)	207,254
Washington	99,741
Georgia	94,236
Massachusetts	72,755
Virginia	67,034
New York	61,529
Florida	48,683
Maryland	40,479
Oregon	40,479
Michigan	40,048
Louisiana	37,133
Pennsylvania	34,974
Arizona	32,599
Minnesota	31,412
Missouri	31,304
Illinois	30,117
District of Columbia	27,202
Nebraska	26,662
Tennessee	24,503
Kansas	23,208
Iowa	20,402
New Jersey	19,430
Colorado	18,890
North Carolina	18,566
Total	\$2,000,000

● **Ethnic Organizations**

ORR continued funding of community-based, ethnic organizations, comprised mainly of refugees or former refugees, which seek to solve problems of refugee self-sufficiency that reach across State boundaries and therefore do not fall within the scope of the State-administered refugee program.

In FY 1993, ORR awarded grants totaling \$256,242 to four national organizations, principally to bring together key communities and local ethnic leadership to work on vital issues affecting the economic self-support of refugees who share the same national heritage and culture.

The **Southeast Asian Resource Action Center (SEARAC)**, formerly known as the Indochinese Resource Action Center (IRAC), received a second-year grant of \$171,575 to work with four California-based MAAs to enhance refugee self-sufficiency and form a national network of service-providing Vietnamese MAAs. Founding partners in California are the Center for Southeast Asian Refugee Resettlement in San Francisco, the Indochinese MAA Consortium of San Diego, the Unified Vietnamese Community Council of Los Angeles, and the Vietnamese Community of Orange County.

In support of its first objective, SEARAC shared information with other Vietnamese MAAs across the U.S. on a Santa Clara County (California) initiative called the "Fifty-cent Idea." For each dollar a welfare recipient earns, his or her cash grant is reduced by only 50 cents, while he or she still keeps the health care insurance until it is replaced with a job-provided health plan.

In support of its second objective, coalition partners seek to establish a functioning, professional-level network of service-providing Vietnamese MAAs. In March, the project expanded from its California base, bringing in four additional members, and in September convened the first meeting of the Vietnamese National MAA Network Convention Planning Group. At this meeting, some 17 Vietnamese MAAs set up a new organization—the National Alliance of Vietnamese American Service Agencies. Election of a permanent board of directors of this

organization is expected at a national convention early in 1994.

Through the **Ethiopian Community Development Council (ECDC)**, ORR supports the three main goals of the African Refugee Resource Development and Technical Assistance Project:

- To increase African refugee MAA accessibility to information and technical assistance resources.
- To promote, strengthen and develop the institutional capacity of African refugee MAAs.
- To expand the awareness of the African refugee community among MAAs and service providers.

With an ORR grant of \$119,109, ECDC published a bi-monthly African refugee newsletter to provide information on funding resources; to alert MAAs about other programs which are assisting refugees in the U.S.; and to provide updates on refugee resettlement news, regulations, and legislation.

To develop MAA leadership, ECDC conducted a three-day workshop for eight African MAA representatives. The topics included strategic planning, volunteer management, fund raising techniques, resource development, and organization management. Of special note was a session focusing on issues relating to refugee women.

The project also provided hands-on technical assistance to two MAAs and research and assistance to other MAAs on an as-needed basis.

The **Cambodian Network Council (CNC)**, a national network of 58 Cambodian grass roots organizations, received a continuation grant of \$100,000 in FY 1993 to work in partnership with Cambodian MAAs and Cambodian community leaders to confront issues of Cambodian resettlement.

During FY 1993, CNC continued the work of the Cambodian Network Development Project, based in Washington, D.C., to build leadership among women, youth, and Cambodian service providers and to form a coalition among service providers to access new funding sources.

Among the major activities were (1) publishing four issues of the newsletter **Cambodian Community Focus** to disseminate information and stimulate networking, (2) conducting four MAA strategy meetings to bring together leaders of various MAAs across the country, (3) convening a national convention, and (4) implementing a membership drive to enroll some 1,200 Cambodians.

In FY 1993, ORR awarded \$161,000 to **Hmong National Development (HND)**, a national Hmong MAA, for the purpose of continuing the work started by the **Hmong National Strategy Coordinating Committee (HNSCC)** to increase Hmong self-sufficiency through implementation of the Hmong National Plan. The National Plan contains a series of strategies for reducing welfare dependency and for increasing the prospects of long-term self-sufficiency through improved education of Hmong youth. HND is comprised of Hmong representatives from different regions of the U.S. who were elected by Hmong communities at a national conference in FY 1993. HND has assumed administrative and oversight responsibility for a Hmong self-sufficiency project that has operated for three years in Merced County, California. HND has subcontracted with Merced Lao Family Community for \$84,400 to continue the Merced project, which places heavy emphasis on multiple wage-earner strategies, aggressive job development and placement, and the involvement of Hmong community leaders to motivate refugees families towards self-sufficiency. The project serves Hmong AFDC recipients with an average family size of 8-10 persons.

In addition, HND is developing implementation guides on how to set up effective self-sufficiency and education projects that have been successful in other communities. HND now provides on-site technical assistance to communities seeking assistance in establishing similar projects.

● **Program Monitoring**

In FY 1993, ORR continued its oversight of State-administered refugee resettlement programs, including both field monitoring and in-house desk monitoring.

The internal oversight included reviews of State plan submissions and amendments, estimates of expenditures, and quarterly program performance and fiscal status reports. The field work consisted of visits to key locations in 25 States to monitor ORR-funded programs administered by States and non-profit resettlement organizations.

ORR also underwent a management control review of its discretionary grant program under the Federal Managers' Financial Integrity Act (FMFIA). Following in-depth interviews with program officials and monitors, the FMFIA report concluded that there were no material weaknesses in the program and that ORR "had taken significant steps to restructure the grants process since assuming the responsibility for monitoring all grants" in FY 1992. The HHS Office of the Inspector General conducted a second management study of ORR monitoring; results of that study were pending at year's end.

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 75,151 refugees enrolled in ORR-funded employment services (excluding targeted assistance funded services), 30,408 found employment during FY 1993 for an "entered employment rate" of 41 percent. Unit cost of employment services averaged \$407 nationally. The per capita cost for job placement averaged \$1,009 per individual, an eight percent decrease over FY 1992.
- Sixty-seven percent of all refugees placed into employment retained their jobs for at least 90 days.
- The average hourly wage for refugees who found employment through ORR-funded employment services was \$5.45.
- Over 46,000 refugees enrolled in English language training classes during FY 1993. Of these, approximately 19,100 (42 percent) completed at least one level of training. Average unit costs for ESL enrollment were \$296; for completion of at least one level, unit costs averaged \$710.

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.

Section 412(a)(1)(iv) of the Immigration and Nationality Act requires that the Director of ORR must “insure that women have the same opportunities as men to participate in training and instruction.” In order to monitor overall State compliance with the intent of Congress, ORR has compiled data on the relative availability of employment-related services to refugee women during the past year. The data indicate that although women comprise almost one-half of all refugee arrivals, they are not proportionally represented in employment-related services programs. In FY 1993, according to State QPR data, women made up 47.2 percent of arrivals, but only 40.0 percent of refugees accessing refugee employment-related services.

The proportion of participants in the service categories who were women was as follows: employment services enrollees (assessment, job search, job orientation), 40.3 percent; employment services placement, 37.8 percent; on-the-job-training programs, 30.2 percent; vocational training programs, 48.5 percent; and English language training, 38.7 percent. Table 17 in Appendix A presents a detailed description of the access of refugee women to employment-related services in FY 1993.

● **Field Monitoring**

A summary of significant field monitoring follows:

Alaska—ORR staff conducted a monitoring visit to the Anchorage area to determine the status of the Wilson/Fish project after changes in the service model were implemented during the year. Staff visited ESL classes, reviewed case files, and suggested program improvements.

California—In Los Angeles, ORR staff met with county program officials for a program review and development of the county’s Key Counties Initiative project. A two-person team visited the Fresno area for a week, interviewing local officials and conducting in-depth case file reviews in the offices of service providers under contract with Fresno County.

Colorado—In Denver, ORR staff provided management oversight and technical assistance to the restructuring of the refugee program.

Connecticut—In Hartford, ORR provided management oversight and technical assistance to the new refugee coordinator to assist a refugee program reorganization.

Florida—ORR staff made two week-long monitoring visits to Miami. During the first, a staff member visited service providers, with special emphasis on Haitian services and problems in the Haitian community. In the second visit, two staff members reviewed targeted assistance activities of the Dade County Board of Education, case files of service providers, and INS processing of Haitian and Cuban entrants.

Illinois—A week-long visit to Chicago focused on a review of its monitoring of social service and targeted assistance projects.

Massachusetts—A three-person team conducted a week-long review in Boston of the newly restructured refugee program, with special emphasis on cash and medical assistance and employment services.

Kentucky—ORR staff reviewed the new Wilson/Fish project, including case file reviews of provider agencies in Louisville and Lexington.

Michigan—ORR staff made two trips, one to Lansing and Detroit for a program review and technical assistance and the other to Detroit to review cash assistance and case intake and to help the State develop a KSI program.

Minnesota—A two-member ORR team visited Minneapolis and St. Paul to review case files and targeted assistance activities.

Mississippi—In Jackson, ORR staff monitored the unaccompanied minor program and local service providers.

Montana—ORR staff monitored Job Links and social services programs, examining case records in Billings and Missoula.

New Mexico—In Santa Fe, ORR staff conducted a review of the management of the refugee program and, in Albuquerque, reviewed the case files of two Job Links service providers.

New York—ORR staff visited Albany for oversight of the management of the refugee program. A two-person team visited New York City to monitor agencies providing social services and language training for the New York KSI.

Ohio—ORR staff visited Columbus to analyze the data collection system and provided technical assistance to improve collection activities.

Oklahoma—ORR staff reviewed Job Links case files in Tulsa and Oklahoma City.

Oregon—A two-person team monitored the Wilson/Fish project in Portland, focusing on cash assistance, employment services, language training, and medical services.

Tennessee—ORR staff visited Nashville to provide technical assistance to management of the refugee program.

Texas—ORR staff conducted a management overview in Amarillo.

Vermont—A visit to Burlington focused on management oversight following a restructuring of the refugee program.

Washington—ORR staff monitored the KSI, with special emphasis on employment services in Pierce and King counties.

Wisconsin—ORR staff visited three times: to various KSI projects on-site to conduct a program review, to Madison to conduct an end-of-year KSI review with the State, and to Oshkosh to close out a prior grant

involving refugee women, an initiative which the State wished to continue with other funding.

Other monitoring and technical assistance included the following:

- ORR staff visited 11 sites in eight States which received funding under ORR's initiative for former political prisoners from Vietnam.
- Staff from ORR and the Refugee Mental Health Branch of the Substance Abuse and Mental Health Services Administration jointly provided technical assistance to Santa Clara and Alameda counties, California; Phoenix and Tucson, Arizona; Denver, Colorado; Chicago, Illinois; New Orleans and Baton Rouge, Louisiana; Dorchester, Massachusetts; Trenton, New Jersey; and Houston, Texas.
- In two site visits in New York City, ORR provided special technical assistance to voluntary agency grantees participating in the Matching Grant program.

● **Audits**

In FY 1993, the results of audits conducted pursuant to the Single Audit Act of 1984 (Pub. L. No. 98-502) and special purpose audits performed by the HHS Office of Inspector General were issued to several States administering refugee programs. The findings are summarized below.

Arizona—The auditor recommended that Arizona must (1) verify the accuracy of the tape used for matching against INS records; (2) report only costs that are net of program income (\$5,348 recommended for return); (3) monitor sub-recipients for compliance with Federal laws and regulations; (4) reconcile amounts on Federal reports to AFIS; and (5) obtain and review audits for each sub-recipient to ensure that findings are resolved.

California—The auditor recommended that the State strengthen its procedures to ensure (1) that administrative costs do not exceed legal limitations and that the grantee review payments to sub-recipients for accuracy (\$50,310); (2) that invoices are reviewed

for accuracy prior to payment (\$38,000); and (3) that there are no improper charges (\$51,400).

Council of Jewish Federations, Inc.—The OIG recommended that procedures be implemented to ensure (1) that all costs charged to the Federal program are adequately supported by documentation (\$15,829); (2) that prior approval is obtained for budgetary revisions (\$82,527); and (3) that sub-recipients are appropriately monitored and audited and sub-recipient findings are resolved in a timely manner.

District of Columbia—The auditor recommended that the District refund \$39,576 if it cannot provide adequate documentation for sub-recipient expenditures.

Florida—The OIG recommended that the State strengthen its procedures to ensure that only allowable expenditures are charged, (\$111), that only allowable costs are charged to the grant (\$1,146), and that only allowable payroll costs specific to the grant function be charged to that particular grant (\$29,947).

Hawaii—The auditor recommended that Hawaii implement procedures to ensure that sub-recipients submit corrective action plans when required.

Massachusetts—The auditor recommended that Massachusetts strengthen its procedures (1) for the preparation and timely submission of financial status reports, (2) to reconcile outlays reported on the quarterly schedule to source documents, and (3) to ensure that cash is re-determined within the established policies.

New York—The auditor recommended that New York develop and implement procedures to monitor eligibility determinations performed by sub-recipients and ensure that local program expenditures are reviewed for eligibility.

Texas—The OIG recommended that Texas strengthen its procedures to ensure that it does not charge costs to more than one Federal program (\$12,475).

Utah—The OIG recommended that Utah require the employees administering the refugee program to complete official time reports.

Program Evaluation

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

- **Contracts Awarded in FY 1993**

No new contracts were awarded in FY 1993.

- **Studies in Progress**

The following evaluation study remains in progress:

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

The purpose of this evaluation is to assess progress made in implementing KSI strategies in the participating States; to determine the impact of these strategies on refugee employment, self-sufficiency, and welfare dependency; and to determine the costs and benefits of this initiative. This evaluation includes an analysis of welfare grant reductions and terminations that result from refugees becoming employed through KSI, changes in family income, welfare cost savings derived from this initiative, and

recipient characteristics to determine what types of refugee families are being affected by KSI. The contract is scheduled to end in FY 1994; a final report will be available at that time.

- **Studies Completed in FY 1993**

No studies were completed in FY 1993.

Data and Data System Development

Maintenance and development of ORR's computerized data system on refugees continued during FY 1993. Information on refugees arriving from all areas of the world is received from several sources and compiled by ORR staff. Records were on file by the end of FY 1993 for the approximately 1.6 million refugees who have entered the U.S. since 1975. This data system is the source of most of the tabulations presented in Appendix A and the population profile section of the text.

Since November 1982, ORR's Monthly Data Report has covered refugees of all nationalities. This report continues to be distributed to State and local officials by the State refugee coordinators while ORR distributes the report directly to Federal officials and to national offices of voluntary agencies. The monthly report provides information on estimated cumulative State populations of Southeast Asian refugees who have arrived since 1975; States of destination of new refugee arrivals; country of birth, citizenship, age, and sex of newly arriving refugees; and the numbers of new refugee arrivals sponsored by each voluntary resettlement agency. Since the summer of 1988, the monthly report has included a tabulation of arriving Amerasian immigrants by State. Also, a special set of summary tabulations is produced monthly for each State and mailed to the State refugee coordinators for their use. In addition to the same categories of information produced for the national-level report, the State reports include a tabulation of the counties in which refugees are being placed and a separate county tabulation of Amerasians. These reports provide a statistical profile of each State's refugees that can be used in many ways by State and local officials in the administration of the refugee program. ORR

also produces other special data tabulations and data tapes as needed for its administration of the program.

Section 412(a)(8) of the Immigration and Nationality Act requires the Attorney General to provide ORR with information supplied to the INS by refugees applying for permanent resident alien status. This collection of information (on form I-643) is designed to furnish an update on the progress made by refugees during the one-year waiting period between their arrival in the U.S. and their application for adjustment of status. The data collection instrument focuses on the refugees' migration within the U.S., their current household composition, education and language training before and after arrival, employment history, English language ability, and assistance received. ORR has begun to link the new information with the arrival record, creating a longitudinal data file. During FY 1990, ORR developed a new data entry screen to improve the process of capturing data from this form. ORR is considering using migration data gleaned from these adjustment of status information forms as the future source of secondary migration adjustments. (See discussion of secondary migration on page 50.)

In FY 1993, ORR continued to work with the Refugee Data Center (funded by the Bureau for Refugee Programs of the Department of State) to improve the ability to exchange records between the two data systems. This project has enhanced the coverage of ORR's data system. From the Refugee Data Center's records, ORR is adding information on certain background characteristics of refugees at the time of arrival, including educational achievement, English language ability, and occupation. Reports summarizing this information are being developed.

Key Federal Activities

Congressional Consultations on Refugee Admissions

The Refugee Act of 1980 established procedures both for setting an annual level of refugee admissions to the United States and for raising that level, if necessary, due to an unforeseen refugee emergency.

Following meetings with State and local government officials, voluntary agencies, and refugee leaders, the annual consultations with the Congress on refugee admissions for FY 1994 took place on September 23, 1993. After considering Congressional views, the President signed Presidential Determination No. 94-1 on October 1, 1993, setting the FY 1994 world-wide refugee admissions ceiling for funded admissions at 120,000 for FY 1994, allocated to regional subceilings as follows: 45,000 refugees from East Asia, 55,000 from the former Soviet Union and Eastern Europe; 7,000 from Africa; 6,000 from the Near East and South Asia; 4,000 from Latin America and the Caribbean; and 3,000 admissions numbers to be allocated as needed.

An additional 1,000 refugee admission numbers are contingent on private sector funding. Another 10,000 refugee admissions numbers were made available for the adjustment to permanent residence status of aliens who have been granted asylum in the United States, as justified by humanitarian concern or otherwise in the national interest.

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

- Persons in Vietnam.
- Persons in Cuba.
- Persons in Haiti.
- Persons in the former Soviet Union.

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.

Nationality of U.S. Refugee Population

Southeast Asians remain the largest category among recent refugee arrivals. Approximately 1,072,500 have resettled in this country since 1975. Seventy-nine percent have been in the U.S. for more than five years, long enough to be eligible for U.S. citizenship. About 27 percent of the Southeast Asians arrived in the U.S. in the peak FY 1980-1981 period. 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. In 1975 and most of the subsequent four years, about 90 percent of the arriving Southeast Asian refugees were Vietnamese. Their share of the whole has declined gradually, especially since persons from Cambodia and Laos began to arrive in larger numbers in 1980. No complete enumeration of any refugee population has been carried out since January 1981, the last annual Alien Registration undertaken by the Immigration and Naturalization Service (INS). At that time, 72.3 percent of the Southeast Asians who registered were from Vietnam, 21.3 percent were from Laos, and 6.4 percent were from Cambodia. By the end of FY 1993, the Vietnamese made up 66 percent of the total while 21 percent were from Laos, and about 14 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

Southeast Asian Refugees and Amerasians		
1975-1993		
	Arrivals	Per-Cent
Vietnamese	632,713	59.0
Cambodian	146,328	13.6
Laotian	225,675	21.0
Amerasian	67,233	6.3
Other	522	.1
Total	1,072,471	100.0

the lowland Lao. Small numbers also arrived from Thailand, Burma, Hong Kong, China, and the Philippines.

With almost 1,072,500 persons, the Southeast Asians have surpassed the numeric level of the Cubans, who have been the largest of the refugee groups admitted since World War II. Most Cubans entered in the 1960s and are well established in the United States. Many have become citizens. Since 1975, about 47,100 Cuban refugees have arrived, which is less than five percent of all the Cuban refugees in the country.*

Approximately 369,200 refugees from the republics of the former Soviet Union arrived in the United States between 1975 and 1992; the peak periods have been 1979-1980 and 1988 to the present. Those permitted to emigrate by the Soviet authorities have been primarily Jews, Armenians, and, more recently, Pentecostal Christians.

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

Many other refugee groups of much smaller size have arrived in the United States since the enactment of the Refugee Act of 1980. Polish refugees admitted under the Refugee Act number more than 38,000, with the largest numbers having arrived in 1982 and 1983. About 40,200 Romanian refugees have entered since April 1, 1980, along with over 10,000 refugees from Czechoslovakia, 6,000 from Hungary, and lesser numbers from the other Eastern European nations. By the end of FY 1993, the refugee population from Afghanistan was over 31,200 while that from Ethiopia exceeded 31,200. Almost 38,100 Iranians and almost 14,200 Iraqis have entered the United States in refugee status. Exact figures on the number of persons granted refugee status since 1983 are presented in Table 9.

Geographic Location of Southeast Asian Refugees

Southeast Asian refugees have settled in every State and several territories of the United States. Large residential concentrations can be found in a number of West Coast cities and in Texas, as well as in several East Coast and Midwestern cities. Growth in the State populations of Southeast Asian refugees during FY 1993 was due primarily to new arrivals from overseas, as the reported secondary migration during FY 1993 was low relative to the size of the population.

Because the INS Alien Registration of January 1981 was the most recent relatively complete enumeration of the resident refugee population, it was the starting point for the current estimate of their geographic distribution. (These 1981 data appeared in the ORR Report to the Congress for FY 1982.) The baseline figures as of January 1981 were increased by the known resettlements of new refugees between January 1981 and September 1993, and the resulting totals were adjusted for secondary migration using new data presented below. At the close of FY 1993, 10 States were estimated to have in excess of 20,000 residents who arrived as Southeast Asian refugees. This population now exceeds 785,200, and represents 73 percent of Southeast Asian refugee arrivals.

Geographic Location of Southeast Asian Refugees

State	Number	Percent*
California	429,341	40.0
Texas	80,770	7.5
Washington	50,258	4.7
Minnesota	39,603	3.7
New York	37,287	3.5
Massachusetts	33,429	3.1
Pennsylvania	32,671	3.0
Illinois	31,681	3.0
Virginia	27,310	2.5
Oregon	22,858	2.1
Total	785,208	71.4

*Resident Southeast Asian refugees as a proportion of all Southeast Asian refugee arrivals 1975 - 1993 (1,072,471). Does not include Amerasians.

The proportion of Southeast Asian refugees living in California is estimated at 40 percent, about the same proportion as estimated since 1987. Over a eleven-year period from 1983 to 1993, ORR data show a declining trend in secondary migration to California so that most of the State's growth in refugee population now can be attributed to initial placements of new arrivals who are joining established relatives. Almost all of these 10 States maintained steady growth and a constant share of the refugee population. Similarly, the Southeast Asian refugee populations of most States grew slightly or remained relatively stable during FY 1993.

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)) directing ORR to compile and maintain data on the secondary migration of refugees within the United States. ORR developed the Refugee State-of-Origin Report (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 June 30, 1993.

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 June 30, 1993. 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. The reports received in 1993 covered approximately 33 percent of the refugee population of less than three years' residence in the U.S.

Compilation of the tabulations submitted by all reporting States results in a 53 x 53 State (and ter-

ritory) 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, and these findings are presented in Table 16.

Almost every State experienced both gains and losses through secondary migration. On balance, eleven States gained net population through secondary migration. The largest net gain was the State of Washington, with net in-migration of 3,307. Iowa and North Carolina, with strong in-migration and little out-migration, recorded net gains of 642 and 591, respectively, in the latter case perhaps due to its strong Planned Secondary Resettlement programs. California and New York recorded the largest net losses due to migration, 1,603 and 771, respectively.

Examination of the detailed State-by-State matrix showed two major migration patterns: a movement into Washington, Iowa, and North Carolina from most parts of the U.S. and a substantial amount of population exchange between contiguous or geographically close States. The first pattern is consistent with the historical pattern of migration by the refugees from Southeast Asia and the second is predictable from general theories of migration.

Economic Adjustment

Overview

The Refugee Act of 1980, and the Refugee Assistance amendments enacted in 1982 and 1986, stress the achievement of employment and economic self-sufficiency by refugees as soon as possible after their arrival in the United States. The achievement of economic self-sufficiency involves a balance among three elements: the employment potential of the refugees, including their skills, education, English language competence, health, and desire for work; the needs that they as individuals and members of families have for financial resources, whether for food, housing, or child-rearing; and the economic environment in which they settle, including the availability of jobs, housing, and other local resources. Past refugee surveys have found that the economic adjustment of refugees to the United States has been a successful and generally rapid process. During 1993, 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 1993, ORR completed its 22nd survey of a national sample of refugees, with data collected by Arlington Dixon and Associates, Inc. (ADAI). The sample was selected from the population of all refugees who arrived between May 1, 1988, through April 30, 1993. 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 five months before the time of the interview. Each year a random sample of new arrivals from Southeast Asia was identified and interviewed. In addition, Southeast Asian refugees who had been included in the previous year's survey—but had not yet resided in the U.S. for five years—were again contacted and interviewed for the new survey. Thus, the survey continuously tracked the progress of a randomly selected sample of Southeast Asian refugees over their initial five years in this country. This not only permitted comparison of refugees arriving in different years, but also allowed assessment of the relative influence of experiential and environmental factors on refugee progress toward self-sufficiency.

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. First, a random sample of 1993 refugee and entrant arrivals was selected from ORR's master refugee file. Second, the sample population of Southeast Asian refugees who had been included in the 1992 survey, but had not yet resided in the U.S. for five years, was added. Third, a randomly selected sample of non-Southeast Asian refugees and entrants from the arrival population of the previous four years was selected to complement the sample of Southeast Asian refugees from the 1992 survey. From this sample population, the survey examined the economic adjustment of both Southeast Asian and non-Southeast Asian refugees who had arrived in the U.S. between May 1, 1988 and April 30, 1993.*

The 1993 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

* A technical description of the survey can be found on page 64 of this section.

their economic circumstances over time. The chief measure of refugee employment effort in the 1993 survey was the employment-to-population ratio, or EPR. The EPR 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.

The table on the right presents the EPR in September 1993 for both Southeast Asian and non-Southeast Asian refugees who arrived between May 1, 1988, and April 30, 1993. The survey found that the EPR for all refugees age 16 and older in the five-year sample was 32.8 percent. The EPR for the Southeast Asian five-year population in the survey was 26.1 percent, while the EPR for non-Southeast Asians was half again as high at 39.4 percent. By contrast, the EPR for the U.S. population was 61.7 percent in that month. These employment data are consistent with data collected in the previous survey, which indicated that the labor force participation rate of Southeast Asian refugees who entered the U.S. after April 1987 was considerably lower than that of the general U.S. population and their rate of unemployment was about twice as high.

It is not surprising that the refugee EPR is much 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 1988 and are more likely to be residing in self-sufficient households. Moreover, although much lower than that of the U.S. population as a whole, refugee employment appeared to increase with each year of residence in the U.S. While the EPR of all 1993 refugee arrivals was only 24.9 percent, the EPR of refugees who had arrived in previous years was considerably higher, reaching 39.0 percent for refugees who arrived in 1989.

**Employment-to-Population Ratio (EPR)
by Year of Entry***

Year of Entry	Non-Southeast Asian	Southeast Asian	All Refugees
1993	30.5%	22.0%	24.9%
1992	32.2	24.8	28.4
1991	32.7	28.1	30.1
1990	51.5	31.6	37.8
1989	53.2	24.5	39.0
1988	35.4	10.6	25.8

*As of September 1993. Not seasonally adjusted. Figures refer to refugees 16 and over in the five-year sample population consisting of refugees of all nationalities who arrived in the years 1988-1993. The EPR of the five-year population was 32.8 percent.

This table and subsequent tables in this chapter reveal an extremely low EPR for refugees who arrived in 1988, especially for refugees from Southeast Asia. This is similar to the findings of previous surveys which recorded relatively low labor force participation rates and relatively high unemployment rates for Southeast Asian refugees who arrived in 1988. ORR has not been able to determine why the economic progress of these refugees has lagged behind that of refugees who arrived in other years. The lack of progress toward employment for this cohort is evident in other tables of this chapter, such as those describing welfare utilization and medical coverage.

The table on page 56 reveals significant disparities among the employment effort of the five refugee groups formed from the survey respondents.* The

* The five refugee groups are Vietnamese (including Amerasians), Other Southeast Asian, Soviet, Eastern European, and Other. The category "Other Southeast Asian" consists of Laotians (including Hmong), Cambodians, and Burmese. The category "Eastern European" is comprised of refugees from Poland, Albania, and Romania. The "Other" category includes refugees from Ethiopia, Cuba, Haiti, and Afghanistan.

Employment of Selected Refugee Groups*

	Viet- nam	Other S'east Asian	Soviet	Eastern Europe	Other	All
Employment History						
Employment-to- Population Ratio (EPR)	30.2%	13.1%	41.2%	42.4%	34.2%	32.8%
Worked at any point since arrival	36.0	16.0	48.8	64.3	48.8	40.3

* As of September 1993. Not seasonally adjusted. Data refer to refugees 16 and over in the five-year sample population consisting of refugees of all nationalities who arrived in the years 1988-1993.

EPR of refugees from the former Soviet Union and from Eastern Europe was much higher than the EPR of the total five-year population, most probably due to the differences in educational background (discussed below). The EPR of Vietnamese was about 30 percent—only a little less than the overall EPR of 32.8 percent—but the EPR of the remaining Southeast Asians was much lower, with only 13 percent of their five-year adult population currently employed.

The table 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 81 percent of the refugees who have ever worked, but the disparities among refugee groups is significant. For some refugees, the greatest obstacle is initial entry into employment. The group consisting of Southeast Asians other than Vietnamese exhibited the lowest rate of employment since arrival, with only 16 percent of adults having ever held a job. Refugees from the former Soviet Union entered into employment at a fairly high rate (48.8 percent) and appeared to sustain this rate reasonably well, with 41.2 percent working at the time of the survey. For Eastern European refugees, however, the most pressing problem was retaining employment. Although the EPR of the Eastern Europeans was the highest of the six groupings (42.4 percent), the proportion who had entered employ-

ment at some time since arrival was much higher at 64.3 percent.

Similarly, the “Other” category comprised of arrivals from Cuba, Haiti, Ethiopia, and Afghanistan entered into employment at the same rate as the Soviets (48.8 percent), but the EPR was far lower at 34.2 percent. A large disparity between rates of current employment and employment since arrival may point to a need for post-employment services for these refugees, who may need job up-grades with higher wages or medical benefits in order to sustain self-sufficiency.

Medical Coverage

Overall, about 21 percent of adult refugees who arrived in the U.S. during the five-year period lacked medical coverage of any kind throughout the year preceding the survey. This proportion varied widely among the five refugee groups, from a low of about nine percent for the group consisting of Southeast Asians other than Vietnamese to a high of about 40 percent for the miscellaneous category containing Afghan, Ethiopian, Cuban, and Haitian refugees. The proportion of refugees without medical coverage varied little for recent arrivals. For refugees in their first year of U.S. residence, about 38 percent of adult refugees were without any medical coverage for a full

Medical Coverage of Selected Refugee Groups*

	Viet- nam	Other S'east Asian	Soviet	Eastern Europe	Other	All
No medical cov- erage in any of past 12 months	29.8%	8.7%	9.5%	17.5%	39.9%	20.9%
Medical coverage through employer	19.8	6.2	31.2	15.0	11.8	20.6
Medicaid or RMA	38.2	77.9	55.6	44.4	41.3	46.6

Medical Coverage by Length of Residence in Months*

	0-12	13-24	25-36	37-48	49-66	All
No medical coverage in last 12 months	37.5%	20.5%	24.3%	22.8%	16.2%	20.9%
Coverage through:						
Employer	5.1	11.8	11.5	27.2	31.4	20.6
Medicaid or RMA	54.5	56.8	51.7	35.1	42.1	46.8

*As of September 1993. Not seasonally adjusted. Data refer to refugees 16 and over in the five-year sample population consisting of refugees of all nationalities who arrived in the years 1988-1993.

year. The proportion appears to decline significantly in the second year of residence, but there appears to be little improvement after that.

Medical coverage through employment increases with time in the U.S., but the progress is very slow. Even after four full years of residence, more adult refugees are covered through government aid programs than through an employer.

Factors Affecting Employment Status

Achieving economic self-sufficiency is based on the employment prospects of adult refugees, which in turn hinges on the 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 1993 arrivals was almost eleven (see table on page 58). 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 1993 survey revealed a pronounced disparity between the educational backgrounds of Southeast Asians and non-Southeast Asians, as shown by the table on the next page which presents the highest educational degree received prior to entry into the U.S.

The proportion of refugees who had completed primary, technical, or high school was roughly the same for both groups. However, about 33 percent of non-Southeast Asian refugees had received a university degree, and only about six percent had not graduated from primary school. For Southeast Asian

**Background Characteristics
at Time of Arrival, 1993**

Year of Entry	Average Years of Education	Speaking No English	Percent Speaking English Well or Fluently
1993	10.7	52.7%	10.3%
1992	10.4	60.8	7.6
1991	10.2	50.4	9.7
1990	9.1	55.8	8.7
1989	8.7	64.5	8.9
1988	7.9	56.5	7.1

Note: These figures refer to self-reported characteristics of incoming refugees at time of arrival in the United States and should not be confused with the current characteristics of these refugees. All figures are based on responses of refugees 16 years or older at the time of the 1993 survey who arrived from 1988 to 1993.

In this year's survey, only about 10 percent of new (1993) arrivals indicated that they spoke English well or fluently, while 53 percent claimed they spoke no English at all. These proportions fluctuate from year to year, perhaps due to the different refugee groups entering in any year. In any case, these responses emphasize the importance of English language training for enhancing employment prospects. The 1993 survey confirmed this relationship. Of those refugees in the 1993 sample who judged themselves to be fluent in English, the EPR was 44.3 percent, compared with 28.5 percent for those who spoke English "a little" and only 16.8 percent for those who indicated that they did not speak or understand English at all.

The table on page 59 presents a series of aggregate statistics for differing lengths of residence in the U.S. It confirms that refugees are attending ELT (English language training) classes at a high rate during their first year in the U.S., with more than 80 percent of the most recent arrivals reporting having received ELT since arrival. ELT continues long after arrival for many refugees. About one-third of refugees in their third year of residence reported current atten-

refugees, these numbers were almost reversed: Thirty-nine percent had not graduated from primary school, and only seven percent had graduated from a university. This markedly lower level of educational attainment probably accounts for the much lower employment rate of Southeast Asian refugees.

English language proficiency is another factor crucial to economic self-sufficiency. Refugees in the survey were asked to assess their English language competency at the time of their arrival. These self-assessments have proved to be somewhat unstable over time, with some refugees apparently overestimating their English ability initially and then re-evaluating it at a lower level when interviewed in their second or third year. For example, the 1989 survey reported that 14 percent of 1989 arrivals from Southeast Asia claimed to speak English well or fluently upon arrival. When interviewed a year later for the 1990 survey, only five percent of these 1989 arrivals claimed that degree of fluency in English.

**Highest Degree Earned Before
Entry into U.S.***

Type of Degree	Non-Southeast Asian	Southeast Asian	All Refugees
None	6.2%	39.0%	23.8%
Primary School	14.2	14.1	14.2
High School/ Technical	42.6	38.5	40.4
University/ Medical	33.4	6.6	19.0

*Does not add to 100 percent because some respondents were not sure how educational degrees corresponded to U.S. system. Data refer only to refugees 16 and over in the five-year sample population consisting of refugees of all nationalities who arrived in the years 1988-1993.

**Patterns in the Adjustment of Refugees
by Length of Residence in Months***

	1-12	13-24	25-36	37-48	49-66
ELT since arrival	80.1%	73.8%	71.6%	70.0%	68.5%
Currently in ELT	47.9%	45.6%	33.4%	29.7%	19.8%
Percent speaking English well or fluently	28.4%	33.3%	42.0%	49.6%	49.8%
Percent speaking no English	40.8%	23.2%	20.4%	17.2%	15.7%
Job training since arrival	20.2%	10.4%	13.7%	17.1%	18.1%
Employment-to-Population Ratio (EPR)	21.7%	28.4%	29.5%	35.2%	37.3%
Worked at some point since arrival in U.S.	26.7%	35.3%	34.8%	44.5%	46.7%
Hourly Wages of employed persons	\$5.10	\$6.56	\$6.38	\$6.82	\$9.09

ELT English Language Training

*As of September 1993. Not seasonally adjusted. Data refer to refugees 16 and over in the five-year sample population consisting of refugees of all nationalities who arrived in the years 1988-1993.

dance in ELT classes, as did about 20 percent of refugees in their fifth year of residence.

It appears that the ELT instruction was effective; almost 50 percent of refugees in the U.S. over three years believed that they spoke English well or fluently, compared with only 28 percent of first-year arrivals. Not all refugees were able to make progress in language, however; even after 48 months in the U.S., about 16 percent of refugees claimed to speak no English. The table also indicates that almost 20 percent of refugee adults are still attending ELT classes in the fifth year in the U.S.

The proportion of refugees attending job training classes appears to lag far behind ELT. Only about 20 percent of refugees in the U.S. for 12 months or less had received some training in a vocation, compared with 80 percent receiving ELT. These recent arrivals appear to have received job training at a higher rate than refugees arriving earlier, however. For refugees in the U.S. over 48 months, only 18 percent reported that he or she had ever received job training.

This table confirms a general upward trend over time for the employment-to-population ratio (EPR). Entry into employment occurred early for a sig-

**Dependency and Self-Sufficiency of
Refugee Households: 1993***

	Public Assistance Only	Both P.A. and Earnings	Earnings Only
All National- alities	37.8%	18.1%	44.1%
Non-Southeast Asian	29.5	17.7	52.8
Southeast Asian	47.3	18.6	34.1

*As of September 1993. Data refer to refugee households in the five-year sample population consisting of refugees of all nationalities who arrived in the years 1988-1993.

nificant proportion—about 35 percent of refugees in the U.S. in their second year had worked at some point. For refugees in their fifth year, 47 percent had worked at some point since their arrival and 37 percent were currently employed.

The earnings of employed refugees appeared to rise with length of residence in the U.S., with the hourly wages of employed refugees increasing by about 80 percent over the first five years in the U.S. The overall hourly wage of employed refugees in the five-year population was \$7.38 per hour in 1993.

Economic Self-Sufficiency

The table above details the economic self-sufficiency of the five-year sample population of the 1993 survey. Overall, about 44 percent of all refugee households in the U.S. for five years or less had achieved economic self-sufficiency by September 1993. An additional 18 percent had achieved partial independence, with household income split between earnings and public assistance. For about 38 percent of refugee households, however, income in 1993 consisted entirely of public assistance.

Non-Southeast Asian households have achieved economic independence to a greater extent than

Southeast Asian households. Almost 53 percent of the non-Southeast Asian households were entirely self-sufficient in 1993, and slightly less than 30 percent were entirely dependent on cash assistance.

Only about one-third of the Southeast Asian refugee households in the U.S. for five years or less had achieved self-sufficiency, a proportion that has remained remarkably stable over the past seven surveys. About 19 percent of Southeast Asian refugee households receive a mix of public assistance and earned income, while the income of about 47 percent of Southeast Asian refugee households consists of only public assistance. The 47 percent represents a slight reversal of the general trend of the past several years. During the eight previous surveys, the proportion of families with only public assistance income climbed from 41 to 52 percent of Southeast Asian households, while the proportion of households with mixed income declined from 26 percent to 15 percent (see table below).

Influences on the process of achieving economic self-sufficiency are numerous and interrelated. An ex-

**Dependency and Self-Sufficiency of
Southeast Asian Households: 1985-1993***

	Public Assistance Only	Both P.A. and Earnings	Earnings Only
1993	47.3%	18.6%	34.1%
1992	52.3	14.8	32.9
1991	52.6	13.7	33.8
1990	49.4	17.0	33.6
1989	49.9	17.0	33.1
1988	46.5	19.0	34.5
1987	47.0	21.0	32.0
1986	45.0	24.0	31.0
1985	40.5	26.0	33.5

*Data refer to refugee households in a sample population consisting of Southeast Asian refugees who arrived in the five years prior to September of the year listed.

Characteristics of Households by Type of Income, 1993

Refugee Households with:	Assistance Only	Assistance and Earnings	Earnings Only	Total Sample
Average household size	4.3	4.8	3.8	4.2
Average number of wage earners per household*	0.0	1.6	1.8	1.7
Percent of household members:				
Under the age of 6	12.0%	6.5%	5.6%	8.4%
Under the age of 16	31.6%	20.9%	22.5%	26.1%
Percent of households with at least one fluent English speaker*				
	12.8%	14.8%	24.7%	18.5%

*Data refer to refugees 16 and over in the five-year sample population consisting of refugees of all nationalities who arrived in the years 1988-1993.

amination of the differences between refugee households that are receiving public cash assistance only, those receiving both cash assistance and earned income, and those not receiving cash assistance highlights some of the influences. (See table above).

Households that receive no cash assistance average 3.8 members and 1.8 wage earners. Households receiving cash assistance have an average of 4.3 members and no wage earners, while those with a mix of earnings and assistance income average 4.8 members and 1.6 earners. Children under age 16 were about 32 percent of persons in households with cash assistance income only, compared with 21 percent of persons in households with public assistance and earnings income and 23 percent of persons in households with earnings income only. Thirteen percent of all refugee households dependent solely on public assistance contained one or more persons fluent in English. In contrast, about 25 percent of

households with earnings income only reported at least one fluent English speaker.

Welfare Utilization

The 1993 survey showed that welfare utilization varied considerably among refugee groups. The table on page 62 presents welfare utilization data on the five refugee groups formed from survey respondents.

Non-cash assistance was much 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. Over 62 percent of refugee households reported receiving food stamps in the previous 12 months. Utilization ranged from a high of 86 percent for the group comprised of Southeast Asians other than Vietnamese to a low of

Public Assistance Utilization of Selected Refugee Groups*

	Viet- nam	Other S'east Asian	Soviet	Eastern Europe	Other	All
Cash Assistance:						
Any type of cash assistance	55.2%	64.9%	41.8%	15.3%	47.4%	48.6%
AFDC	33.2	53.0	1.9	3.6	36.2	22.4
RCA	13.0	8.1	15.5	9.9	18.9	14.0
SSI	15.8	15.1	28.3	0.0	8.1	19.0
General Assistance	5.1	7.0	2.2	2.3	1.4	3.7
Non-cash Assistance						
Medicaid or RMA	38.2%	77.9%	55.6%	44.4%	41.3%	48.3%
Food Stamps	64.7	85.9	59.7	20.4	55.3	62.2
Housing	27.7	16.8	22.9	25.0	10.5	22.9

*As of September 1993. Data refer to the five-year sample population consisting of refugees of all nationalities who arrived in the years 1988-1993. 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.

20 percent for Eastern European refugees. Almost 50 percent of all refugees reported that their medical coverage was through low-income medical assistance programs (Medicaid or RMA). A smaller proportion of refugee households (23 percent) reported that they lived in public housing projects.

Fewer refugee households received cash assistance. About 22 percent received AFDC, with utilization ranging from 53 percent for the group of Southeast Asians other than Vietnamese to only two percent for the Soviets. RCA receipt (at 14 percent overall) showed much less variation, most probably due to its time limitation.

Nineteen percent of refugee households had at least one household member who received Supplemental Security Income (SSI). Utilization varied largely according to the number of refugees over age 65. The Soviets, with about 13 percent of their five-year

population over 65, were found to utilize SSI most often with 28 percent of their households receiving SSI. By contrast, only about one percent of Eastern European refugees were 65 or over, and none of their sampled households received SSI.

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 survey found that about four percent of refugee households received GA, with Southeast Asian households recording the highest utilization rates.

Receipt of employment-related services did not correspond with receipt of welfare. Although the group composed of Southeast Asians other than Vietnamese reported a high rate of welfare utilization, it

Employment Services by Refugee Group*

	Viet- nam	Other S'east Asian	Soviet	Eastern Europe	Other	All
ELT since arrival	73.2%	54.7%	77.6%	71.6%	58.3%	71.2%
Job training since arrival	11.4	4.4	23.8	30.7	9.4	15.0
Currently attending ELT	40.2	35.3	22.9	30.9	20.0	32.0

ELT English Language Training

*As of September, 1993. Data refer to refugees 16 and over in the five-year sample population consisting of refugees of all nationalities who arrived in the years 1988-1993.

also participated in job training and English language instruction to a significantly lower extent (see table above). Only about 55 percent of these refugees had ever received any English language instruction, and fewer than five percent had received job training since arrival.

Overall, findings from ORR's 1993 survey indicate, as in previous years, that refugees face significant problems on arrival in the United States, but that over time individual refugees increasingly seek and find jobs and move toward economic self-sufficiency in their new country. The survey also shows employment-to-population is much lower than that of the U.S. as a whole. These trends may indicate continued progress of many refugees toward self-sufficiency, but they also indicate that some refugees have difficulty in finding work. The data also indicate that the proportion of Southeast Asian refugees dependent solely on public assistance has remained high over the past decade.

Technical Note: The ORR Annual Survey, with interviews in the spring of 1994, is the 22nd 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 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 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 U.S. 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.

Of the 501 of the Southeast Asian re-interview cases from the 1992 sample, 293 were contacted and interviewed, and 11 were contacted, but refused to be interviewed. The remaining 197 re-interview cases could not be traced in time to be interviewed. Of new interview cases 648 were contacted and interviewed, another 44 were contacted, but refused to cooperate, and the remaining 703 could not be traced in time to be interviewed. The resulting responses were then weighted according to year of entry and ethnic category.

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 1993, a total of 108,486 refugees adjusted their immigration status under this provision. About 1,058,000 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 6,976 in FY 1993. This figure includes both refugees and entrants, who were permitted to adjust status under this Act beginning in 1985. In the 25 years since this legislation was passed, approximately 548,000 Cubans have become permanent resident aliens under its provisions. Data pertaining to the adjustment of status of other refugee groups under special legislation during FY 1993 are not available; these provisions are no longer being used for large numbers of refugees.

The Immigration Act of 1990 amended section 209 to double from 5,000 to 10,000 yearly, effective in FY 1991, the maximum number of adjustments of status for aliens who have been granted political asylum and who have resided in the U.S. for at least one year. A large backlog of persons waiting to adjust status under this provision had accumulated, because the 5,000 limit was reached every year beginning in FY 1984. The Immigration Act of 1990 also waived the annual limit for asylees whose applications for adjustment of status had been filed on or before June 1, 1990. Accordingly, a total of 11,804 asylees were granted permanent resident status in FY 1993.

Citizenship

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

Data are not compiled on the number of naturalizations of former refugees as a distinct category of permanent resident aliens. However, since almost all permanent resident aliens from Cambodia, Laos, and Vietnam 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 1992, the most recent year for which data are available, approximately 278,000 former Southeast Asian refugees became U.S. citizens. This represents about one-third of Southeast Asian refugee arrivals through FY 1987. However, this figure is considered to be a low estimate since it does not include some categories of naturalization: persons becoming citizens under special provisions of the law, such as marriage to a U.S. citizen, or administrative certificates of citizenship issued to young children whose parents are naturalized. On average, the Southeast Asians who become naturalized citizens are doing so in their tenth year of residence in the U.S.

By way of contrast, from 1980 through 1992, about 141,000 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 ar-

rived as immigrants, as entrants in 1980, as refugees during the 1980s, or as refugees in earlier decades. Because the history of Cuban refugee migration is longer and more complicated than that of the Southeast Asians, their naturalization rate cannot be estimated from the published data with reasonable confidence. 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 the Southeast Asians or the Cubans. From 1980 through 1992, more than 61,000 persons born in the U.S.S.R. became citizens, and this represents 56 percent of those who arrived from 1975 through 1987 as refugees. The Soviets who naturalized during most of the 1980s did so on average after six or seven years in the U.S., but by the early 1990s this average had lengthened to eleven years.

IV. REFUGEE RESETTLEMENT—Directions for the Future

The Director's Message

Message from Lavinia Limon, Director of the Office of Refugee Resettlement

The refugee program of the future will likely differ significantly from our resettlement experiences of the past decade. Changes in numbers, ethnicity, and immediacy of refugee admissions can be expected. The refugee program must have the flexibility to shrink and expand in tandem with the U.S. response to international refugee events. Its future structure must correspond to populations with special needs, to different resource levels, and to different conditions in local communities.

To build consensus regarding future directions of the refugee program, ORR issued this year a draft Statement of Mission and Operating Principles for discussion with States, voluntary agencies, mutual assistance associations (MAAs), and others. The main themes of this statement are:

- The refugee program should be national in scope, with State and local variations. Within any jurisdiction, the agency that ORR charges with responsibility for administering the program could be a State or other entity.
- Setting priorities is essential if the refugee program is to be effective within the financial constraints and limited resources of these times.
- We must maintain our country's ability to accept and provide care for the most vulnerable of all refugees, the unaccompanied minors, to whom we will continue to give first priority in the allocation of funding to States.
- We believe that the first year in this country defines a refugee's future experience. Attaining employment as soon as possible following arrival in the United States is the best way to achieve a stable, on-going attachment to the labor force, to improve English language proficiency, and to gain familiarity with American customs and values. The strength of the family and the dignity of the parent role model within the family hinge upon a family's economic independence from public assistance. The growth and development of refugee communities, as well as communities as a whole, depend upon individual and family productivity.
- We believe in developing programs and policies that will assist refugee women, equally with men, as community leaders, income producers, caregivers, and preservers of cultural traditions. Refugee youth should be guided in becoming productive citizens, responsible for their future. Programs for refugee elderly populations should be designed to enhance their productivity while sustaining them as leaders and role models within the community.
- Close working partnerships must be forged among Federal, State, and local governments, voluntary agencies, and MAAs to better serve newly arrived refugees and to restructure the program where necessary.
- Flexibility should characterize local service providers. Services should be immediate and concurrent—and available prior to and following entry into employment.
- All newly arriving refugees should receive preventive health screening and access to medical care.
- Services should be targeted to newly arriving refugees and be linguistically and culturally compatible with the refugee served.
- Service providers should be accountable to the refugee. Program design should build upon the refugee's aspirations and plans, taking into consideration the family unit and household income, and be culturally and linguistically compatible with newly arriving refugees.

- Where multiple agencies play a role in resettlement, there should be a primary relationship established which guides the individual and family through their resettlement process. Local service agency coalitions are needed to assure a coherent and seamless system of services for refugee families, beginning with their arrival in the U.S.

gram in a manner that supports and builds upon refugees' aspirations.

In other areas, ORR has taken the first steps towards program restructuring. We are working to simplify the application process for Wilson/Fish programs and to consult with the national resettlement agencies to improve the matching grant program. In FY 1994 ORR will publish grant announcements directing a larger portion of its discretionary funding to strengthening the community and family life of refugees. Community building encompasses ethnic community organizations, forging strong links with local community and business resources, and developing refugee-owned small businesses. Funding will also be made available to promote the initial placement of arriving refugees and new populations in preferred communities where refugees have good opportunities to achieve early employment and to sustain economic independence.

Recognizing that a stronger role for refugee women is essential for refugee families to achieve economic self-sufficiency and to adjust to American life, ORR convened a conference of approximately 45 policy makers and service providers to discuss the status of refugee women. A report on the conference's findings will be available in the summer.

Discussions on restructuring, dialogue, and partnerships continued at the "Mission Refocus" conference convened in January 1994. The conference was attended by over 250 participants, representing States, voluntary agencies, MAAs, local communities, health care facilities, and other service providers. The themes of the meeting were the formation of coalitions of local providers, flexibility on the part of Federal agencies, time limits on refugee services, concurrent services, and the development of a plan for resettlement of new arrivals in preferred communities. Consistent with these themes ORR enters the new year committed to administering this pro-

APPENDIX A

TABLES

Country	Refugee, Entrant, and Amerasian Arrivals by Country of Citizenship:											
	1993	1992	1991	1990	1989	1988	1987	1986	1985	1984	1983	1983-93
Afghanistan	1,234	1,465	1,443	1,595	1,741	2,211	3,161	2,418	2,200	2,021	2,790	22,279
Albania	397	1,168	1,339	104	42	74	47	82	44	42	56	3,395
Bulgaria	23	102	563	344	105	149	108	151	125	129	137	1,936
Cambodia	63	163	179	2,329	2,162	2,897	1,786	9,845	19,175	19,727	13,041	71,367
Cuba a/	6,550	6,382	3,930	4,538	3,802	3,093	292	143	180	87	617	29,614
Czechoslovak	1	16	153	331	910	661	1,031	1,427	948	822	1,227	7,527
Ethiopia	2,709	2,926	4,086	3,114	1,722	1,447	1,800	1,265	1,739	2,517	2,544	25,869
Haiti	1,952	10,442	0	0	1	4	0	0	0	0	0	12,399
Hungary	0	2	12	259	1,054	771	664	653	520	544	644	5,123
Iran	1,155	1,963	2,650	3,098	4,835	6,235	6,624	3,203	3,421	2,862	902	36,948
Iraq	4,561	3,375	822	66	103	40	196	305	232	161	1,583	11,444
Laos	6,944	7,285	9,232	8,715	12,560	14,597	13,394	12,313	5,195	7,218	2,907	100,360
Liberia	946	619	1	0	1	4	0	0	0	0	0	1,571
Nicaragua	60	18	194	634	341	201	36	0	0	0	0	1,484
Poland	52	163	371	1,623	3,564	3,306	3,406	3,577	2,822	4,300	5,508	28,692
Romania	229	1,505	4,531	4,075	3,276	2,833	2,999	2,588	4,456	4,293	3,741	34,526
Somalia	2,695	1,528	119	17	45	6	2	0	0	1	0	4,413
Sudan	253	126	6	59	6	1	2	0	3	0	4	460
USSR	48,383	60,997	38,476	49,743	39,381	20,020	3,458	793	647	730	1,371	263,999
Vietnam b/	31,401	26,795	28,396	27,797	21,924	17,571	19,656	21,700	25,222	24,856	22,819	268,137
Amerasian	11,176	17,087	16,514	13,370	8,720	363	3	0	0	0	0	67,233
Yugoslavia	1,881	3	1	2	3	2	2	2	22	25	10	1,953
Zaire	197	63	39	70	20	7	9	11	30	31	11	488
Others c/	353	356	592	340	201	154	181	78	186	235	124	2,800
Total	123,215	144,549	113,649	122,223	106,519	76,647	58,857	60,554	67,167	70,601	60,036	1,004,017

a/ Includes persons admitted under the Private Sector Initiative.

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

c/ Countries with fewer than 100 arrivals each year from FY 1983 - FY 1993.

Table 2
Southeast Asian Arrivals by State of Initial Resettlement
FY 1975-FY 1993

State	Amer- asians	Cam- bodia	Laos	Viet- nam	Total Southeast Asia a/	b/ All Nations
Alabama	793	941	1,174	3,434	6,343	6,741
Alaska	49	18	108	378	554	762
Arizona	1,807	1,605	1,276	7,878	12,572	17,293
Arkansas	94	222	1,300	4,360	5,978	6,203
California	13,854	36,876	69,331	217,249	337,463	451,301
Colorado	716	1,903	4,141	8,161	14,923	18,959
Connecticut	693	2,157	2,745	4,984	10,582	17,088
Delaware	2	12	95	352	461	722
Dist. Columb.	2,592	1,803	2,552	6,850	13,801	16,470
Florida	1,913	2,652	2,335	17,340	24,251	65,852
Georgia	3,272	3,363	3,284	11,650	21,573	27,954
Hawaii	598	247	3,272	6,332	10,451	10,559
Idaho	84	383	886	1,271	2,625	4,541
Illinois	1,499	6,820	9,669	17,093	35,105	62,270
Indiana	112	798	1,315	4,537	6,801	8,552
Iowa	1,286	1,208	5,748	7,146	15,393	16,540
Kansas	710	918	2,323	9,085	13,038	14,104
Kentucky	956	872	1,022	3,776	6,634	7,775
Louisiana	1,016	1,039	1,395	14,738	18,190	18,687
Maine	284	1,152	209	1,056	2,702	4,232
Maryland	869	2,015	753	7,972	11,621	23,416
Massachusetts	1,758	8,565	3,940	16,415	30,696	47,295
Michigan	1,263	1,361	3,481	9,573	15,683	27,553
Minnesota	912	4,817	18,863	14,128	38,746	43,922
Mississippi	88	49	143	2,291	2,571	2,653
Missouri	1,934	1,710	2,080	9,652	15,380	21,610
Montana	6	71	966	513	1,556	1,913
Nebraska	960	472	1,007	4,232	6,672	8,035
Nevada	67	373	527	2,460	3,431	5,423
New Hamp.	59	476	232	808	1,577	2,451
New Jersey	1,100	560	779	8,797	11,240	25,135
New Mexico	465	519	1,668	3,575	6,227	7,418
New York	4,562	6,893	4,753	25,384	41,644	165,973
N. Carolina	1,467	2,021	2,089	6,423	12,003	13,542
North Dakota	438	459	384	1,001	2,282	3,526
Ohio	346	3,354	3,653	7,953	15,309	25,011
Oklahoma	663	1,297	2,239	9,874	14,073	14,688
Oregon	1,299	3,380	7,921	11,665	24,270	32,401

Table 2
Southeast Asian Arrivals by State of Initial Resettlement
FY 1975-FY 1993

State	Amer- asians	Cam- bodia	Laos	Viet- nam	Total Southeast Asia a/	b/ All Nations
Pennsylvania	2,555	7,027	5,216	24,124	38,939	55,699
Rhode Island	25	2,339	3,118	944	6,427	8,408
S. Carolina	39	420	704	2,272	3,435	3,761
South Dakota	157	268	363	1,117	1,905	3,396
Tennessee	1,054	2,283	4,256	4,610	12,210	15,273
Texas	6,291	12,720	11,761	56,165	86,956	100,355
Utah	854	3,075	3,730	5,566	13,225	15,273
Vermont	509	269	195	265	1,239	2,168
Virginia	1,528	4,633	2,387	18,072	26,628	33,397
Washington	3,379	9,209	10,294	23,977	46,879	62,161
West Virginia	144	56	218	544	962	1,045
Wisconsin	78	588	13,570	4,200	18,449	20,606
Wyoming	6	35	113	244	398	497
Other c/	28	25	92	227	398	76,841
Total	67,233	146,328	225,675	632,713	1,072,471	1,647,450

a/ Includes Thailand, Burma, China, Hong Kong, and the Philippines.

b/ Includes refugees and entrants of all nations since 1983.

c/ Includes Territories and unknown States not shown separately.

Table 3
Refugee and Amerasian Arrivals by State of Initial Resettlement:
FY 1983 - FY 1993

State	1993	1992	1991	1990	1989	1988	1987	1986	1985	1984	1983	1983-93
Alabama	200	311	329	270	218	72	136	284	235	353	242	2,650
Alaska	39	81	50	69	27	7	11	65	41	27	20	437
Arizona	1,099	1,520	1,689	1,517	1,066	677	703	958	1,175	828	1,200	12,432
Arkansas	104	71	149	122	120	69	178	146	153	212	143	1,467
California	31,355	33,199	32,775	31,003	30,874	34,833	23,379	19,550	21,454	21,390	16,364	296,176
Colorado	1,151	1,130	1,282	1,206	1,055	479	675	693	633	771	611	9,686
Connecticut	1,018	1,224	1,227	1,639	1,139	795	699	793	908	963	750	11,155
Delaware	30	64	20	61	57	12	21	39	15	19	24	362
Dist. Columb.	735	1,100	1,332	1,237	956	427	344	423	385	468	576	7,983
Florida	4,558	5,323	5,606	6,629	5,023	3,617	1,236	1,293	1,652	1,409	1,592	37,938
Georgia	3,128	3,125	2,611	2,130	1,495	765	937	1,014	1,292	1,355	971	18,823
Hawaii	293	336	294	336	269	192	362	257	308	302	340	3,289
Idaho	252	350	345	323	245	175	76	327	524	399	85	3,101
Illinois	4,028	5,083	3,952	4,535	5,142	2,395	2,145	2,619	2,951	3,361	3,053	39,264
Indiana	460	350	402	354	228	118	114	293	317	331	254	3,221
Iowa	844	807	873	962	862	457	404	770	575	595	317	7,466
Kansas	694	700	691	799	524	270	416	529	826	720	563	6,732
Kentucky	626	644	756	577	314	211	191	398	381	245	177	4,520
Louisiana	683	804	793	712	382	280	394	604	775	989	879	7,295
Maine	249	162	266	364	184	173	139	266	285	437	278	2,803
Maryland	2,365	3,120	2,002	2,166	1,840	984	888	853	1,024	1,426	929	17,597
Massachusetts	3,534	4,188	3,399	4,659	4,338	2,818	1,649	2,281	2,836	2,598	2,284	34,584
Michigan	2,245	2,689	2,283	2,262	1,674	1,096	1,163	1,083	1,046	1,067	1,530	18,138
Minnesota	2,784	2,757	2,017	2,246	2,834	2,602	2,005	1,912	1,715	1,870	1,630	24,372
Mississippi	53	44	106	111	95	53	78	140	140	122	106	1,048
Missouri	1,734	2,060	1,664	1,622	1,079	553	609	992	917	970	821	13,021
Montana	47	88	106	102	61	56	72	28	33	51	35	679
Nebraska	563	786	1,032	648	365	166	197	187	126	204	244	4,518

Table 3
Refugee and Amerasian Arrivals by State of Initial Resettlement:
FY 1983 - FY 1993

State	1993	1992	1991	1990	1989	1988	1987	1986	1985	1984	1983	1983-93
Nevada	237	305	335	277	297	240	271	265	275	381	358	3,241
New Hamp.	160	213	226	286	253	179	89	65	171	115	126	1,883
New Jersey	2,403	2,916	2,609	2,862	2,182	1,286	1,045	964	937	1,054	971	19,229
New Mexico	377	386	442	324	237	57	136	153	282	217	206	2,817
New York	23,402	26,623	16,340	23,276	20,001	7,511	5,196	4,282	4,921	5,359	5,471	142,382
N. Carolina	1,199	887	884	890	705	410	389	572	619	626	848	8,029
North Dakota	381	482	256	158	113	79	34	121	209	190	118	2,141
Ohio	2,148	2,343	1,677	2,274	1,260	591	705	824	1,024	1,194	1,057	15,097
Oklahoma	531	354	549	447	340	219	246	446	603	732	571	5,038
Oregon	1,841	2,496	1,986	2,331	1,852	929	714	798	965	1,172	1,020	16,104
Pennsylvania	3,616	4,219	3,387	4,260	3,668	1,875	1,422	1,797	2,146	2,172	1,886	30,448
Rhode Island	235	449	402	662	482	409	307	430	512	576	345	4,809
S. Carolina	116	145	133	87	81	64	65	84	79	133	120	1,107
South Dakota	254	279	311	247	132	94	95	122	135	135	160	1,964
Tennessee	1,077	1,309	1,140	940	672	465	487	918	664	644	547	8,863
Texas	5,569	5,909	5,829	5,715	4,046	2,686	3,089	4,280	5,042	5,659	5,119	52,943
Utah	584	564	632	746	616	351	502	716	896	1,005	695	7,307
Vermont	248	263	237	249	182	82	103	123	45	109	101	1,742
Virginia	2,249	1,993	2,116	2,086	1,413	1,087	1,340	1,543	1,578	2,033	1,726	19,164
Washington	5,730	5,401	4,792	4,077	3,674	1,832	2,046	2,457	2,818	2,974	2,109	37,910
West Virginia	31	45	42	53	18	2	7	24	43	22	33	320
Wisconsin	1,793	1,874	1,183	1,240	1,792	1,824	1,342	744	472	587	398	13,249
Wyoming	0	11	18	12	28	4	4	13	7	19	31	147
Other a/	11	43	72	63	9	19	2	16	2	11	2	250
Total	119,063	131,625	113,649	122,223	106,519	76,647	58,857	60,554	67,167	70,601	60,036	986,941

a/ Does not include entrants. See Table 4.

b/ Includes Territories and unknown States not shown separately.

Table 4					
Southeast Asian Refugee and Amerasian Arrivals					
by State of Initial Resettlement: FY 1993					
State	a/ Amerasian Immigrants	Cambodia	Laos	Vietnam	Total
Alabama	106	0	0	66	172
Alaska	1	0	0	31	32
Arizona	273	0	0	279	552
Arkansas	6	0	0	92	98
California	2,621	11	3,696	13,213	19,541
Colorado	176	0	35	289	500
Connecticut	104	0	1	187	292
Delaware	0	0	0	6	6
Dist. Columbia	263	0	12	264	539
Florida	282	2	0	744	1,028
Georgia	598	0	8	1,361	1,967
Hawaii	113	0	0	171	284
Idaho	2	0	0	130	132
Illinois	233	0	18	430	681
Indiana	7	0	0	82	89
Iowa	241	2	11	320	574
Kansas	134	0	3	372	509
Kentucky	132	0	8	194	334
Louisiana	232	0	15	406	653
Maine	64	0	0	7	71
Maryland	157	0	9	451	617
Massachusetts	278	4	5	942	1,229
Michigan	163	0	149	318	630
Minnesota	139	11	1,219	534	1,903
Mississippi	15	0	0	27	42
Missouri	337	0	3	428	768
Montana	0	0	23	0	23
Nebraska	156	0	0	241	397
Nevada	2	7	1	57	67
New Hampshire	11	0	0	106	117
New Jersey	180	4	0	399	583
New Mexico	66	0	0	52	118
New York	575	0	27	685	1,287
North Carolina	241	0	66	664	971
North Dakota	80	0	0	59	139
Ohio	47	0	7	202	256
Oklahoma	143	0	22	336	501

Table 4

**Southeast Asian Refugee and Amerasian Arrivals
by State of Initial Resettlement: FY 1993**

State	a/				Total
	Amerasian Immigrants	Cambodia	Laos	Vietnam	
Oregon	184	1	14	459	658
Pennsylvania	498	0	11	562	1,071
Rhode Island	5	4	16	9	34
South Carolina	0	0	7	88	95
South Dakota	38	0	0	10	48
Tennessee	232	12	11	227	482
Texas	955	0	10	2,905	3,870
Utah	117	0	5	185	307
Vermont	149	0	0	16	165
Virginia	224	1	4	981	1,210
Washington	559	3	123	1,773	2,458
West Virginia	27	0	0	0	27
Wisconsin	10	1	1,405	35	1,451
Wyoming	0	0	0	0	0
Other b/	0	0	0	6	6
Total	11,176	63	6,944	31,401	49,584

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

b/ Includes Territories and unknown States.

Table 5

**Soviet and Eastern European Arrivals
by State of Initial Resettlement: FY 1993**

State			a/	b/	Total
	Albania	Romania	USSR	Yugoslavia	
Alabama	0	0	27	0	27
Alaska	0	0	6	0	6
Arizona	3	9	237	60	309
Arkansas	0	0	4	0	4
California	3	53	7,830	123	8,009
Colorado	1	4	490	27	522
Connecticut	23	5	545	59	632
Delaware	0	0	8	0	8
Dist. Columbia	0	0	10	0	10
Florida	30	1	715	91	837
Georgia	0	7	467	82	556
Hawaii	0	0	4	0	4
Idaho	2	5	81	17	105
Illinois	36	35	2,242	259	2,572
Indiana	0	0	257	29	286
Iowa	0	2	30	113	145
Kansas	0	0	128	0	128
Kentucky	0	0	192	22	214
Louisiana	0	0	9	3	12
Maine	3	0	44	0	47
Maryland	30	0	1,272	5	1,307
Massachusetts	29	2	1,844	16	1,891
Michigan	38	30	662	80	810
Minnesota	0	2	574	34	610
Mississippi	0	0	6	0	6
Missouri	18	1	332	102	453
Montana	0	0	24	0	24
Nebraska	0	0	80	12	92
Nevada	0	0	18	3	21
New Hampshire	4	4	27	5	40
New Jersey	34	1	1,169	63	1,267
New Mexico	0	3	20	0	23
New York	94	14	20,210	268	20,586
North Carolina	2	0	106	15	123
North Dakota	0	0	77	23	100
Ohio	3	7	1,587	11	1,608
Oklahoma	0	0	4	0	4
Oregon	0	11	1,041	27	1,079

Table 5

Soviet and Eastern European Arrivals
by State of Initial Resettlement: FY 1993

State	Albania	Romania	a/ USSR	b/ Yugoslavia	Total
Pennsylvania	6	18	1,958	51	2,033
Rhode Island	2	0	148	0	150
South Carolina	0	0	18	3	21
South Dakota	0	2	35	0	37
Tennessee	0	0	128	19	147
Texas	10	2	551	131	694
Utah	0	0	189	17	206
Vermont	2	0	39	10	51
Virginia	9	0	259	40	308
Washington	6	6	2,388	43	2,443
West Virginia	0	0	0	4	4
Wisconsin	9	5	291	14	319
Wyoming	0	0	0	0	0
Other c/	0	0			0
Total	397	229	48,383	1,881	50,890

a/ Includes refugees from the republics of the former Soviet Union, primarily from Russia.

b/ Includes refugees from the former Yugoslavia, primarily from Bosnia-Herzegovina (1,806).

c/ Includes Territories and unknown States.

Table 6

Near Eastern and Middle Eastern Arrivals
by State of Initial Resettlement: FY 1993

State	Afghanistan	Iran	Iraq	Total
Alabama	0	0	0	0
Alaska	0	0	0	0
Arizona	33	3	115	151
Arkansas	0	0	2	2
California	526	902	990	2,418
Colorado	19	11	11	41
Connecticut	5	1	26	32
Delaware	14	0	0	14
Dist. Columbia	7	0	28	35
Florida	4	0	121	125
Georgia	86	10	78	174
Hawaii	0	3	1	4
Idaho	0	0	7	7
Illinois	10	22	464	496
Indiana	7	1	9	17
Iowa	0	0	36	36
Kansas	0	0	18	18
Kentucky	0	0	54	54
Louisiana	0	2	5	7
Maine	42	0	0	42
Maryland	19	14	29	62
Massachusetts	4	1	49	54
Michigan	6	7	661	674
Minnesota	0	2	15	17
Mississippi	0	0	0	0
Missouri	15	1	149	165
Montana	0	0	0	0
Nebraska	26	0	45	71
Nevada	3	0	5	8
New Hampshire	0	0	3	3
New Jersey	15	5	23	43
New Mexico	0	0	32	32
New York	129	112	202	443
North Carolina	15	0	6	21
North Dakota	11	0	95	106
Ohio	5	0	114	119
Oklahoma	0	5	5	10
Oregon	3	0	37	40

Table 6

**Near Eastern and Middle Eastern Arrivals
by State of Initial Resettlement: FY 1993**

State	Afghanistan	Iran	Iraq	Total
Pennsylvania	26	8	140	174
Rhode Island	0	0	0	0
South Carolina	0	0	0	0
South Dakota	0	0	17	17
Tennessee	0	5	279	284
Texas	0	22	336	358
Utah	23	1	43	67
Vermont	0	0	21	21
Virginia	122	5	100	227
Washington	59	11	190	260
West Virginia	0	0	0	0
Wisconsin	0	1	0	1
Wyoming	0	0	0	0
Other a/	0	0	0	0
Total	1,234	1,155	4,561	6,950

a/ Includes Territories and unknown States.

Table 7

**Latin American and Caribbean Arrivals
by State of Initial Resettlement: FY 1993**

State	Cuba			Haiti		
	Refugee	Entrant	Total	Refugee	Entrant	Total
Alabama	0	1	1	0	0	0
Alaska	0	0	0	0	0	0
Arizona	0	12	12	0	0	0
Arkansas	0	0	0	0	0	0
California	112	70	182	8	0	8
Colorado	0	0	0	1	0	1
Connecticut	0	2	2	32	2	34
Delaware	1	0	1	0	3	3
Dist. Columbia	4	0	4	1	0	1
Florida	2017	2,983	5,000	429	571	1,000
Georgia	2	2	4	7	0	7
Hawaii	0	0	0	0	0	0
Idaho	3	3	6	4	0	4
Illinois	23	14	37	6	0	6
Indiana	4	0	4	0	0	0
Iowa	0	0	0	0	0	0
Kansas	0	2	2	0	0	0
Kentucky	0	1	1	0	0	0
Louisiana	4	5	9	0	0	0
Maine	0	0	0	0	0	0
Maryland	46	0	46	8	7	15
Massachusetts	9	8	17	75	14	89
Michigan	0	10	10	62	0	62
Minnesota	3	0	3	0	0	0
Mississippi	0	0	0	5	0	5
Missouri	57	0	57	91	0	91
Montana	0	0	0	0	0	0
Nebraska	0	0	0	0	0	0
Nevada	91	69	160	0	1	1
New Hampshire	0	0	0	0	0	0
New Jersey	269	49	318	136	8	144
New Mexico	190	101	291	0	0	0
New York	142	32	174	231	74	305
North Carolina	0	0	0	5	0	5
North Dakota	0	0	0	0	0	0
Ohio	0	0	0	6	0	6
Oklahoma	0	1	1	0	0	0

Table 7

**Latin American and Caribbean Arrivals
by State of Initial Resettlement: FY 1993**

State	Cuba			Haiti		
	Refugee	Entrant	Total	Refugee	Entrant	Total
Oregon	1	1	2	8	3	11
Pennsylvania	32	1	33	41	5	46
Rhode Island	0	0	0	0	0	0
South Carolina	0	0	0	0	0	0
South Dakota	0	0	0	0	0	0
Tennessee	1	7	8	0	5	5
Texas	38	57	95	27	4	31
Utah	0	0	0	0	0	0
Vermont	5	0	5	0	2	2
Virginia	9	1	10	15	0	15
Washington	30	1	31	54	0	54
West Virginia	0	0	0	0	0	0
Wisconsin	0	0	0	0	0	0
Wyoming	0	0	0	0	0	0
Other a/	5	19	24	0	1	1
Total	3,098	3,452	6,550	1,252	700	1,952

a/ Includes Territories and unknown States.

Table 8
African Arrivals
by State of Initial Resettlement: FY 1993

State	Ethiopia	Liberia	Somalia	Sudan	Zaire	Total
Alabama	1	0	0	0	0	1
Alaska	0	0	0	0	0	0
Arizona	68	0	16	0	0	84
Arkansas	0	0	0	0	0	0
California	618	20	552	10	23	1,223
Colorado	77	0	2	0	5	84
Connecticut	3	2	18	0	0	23
Delaware	1	0	0	0	0	1
Dist. Columbia	47	9	52	5	26	139
Florida	30	9	11	0	6	56
Georgia	131	14	263	1	9	418
Hawaii	1	0	0	0	0	1
Idaho	0	0	0	0	0	0
Illinois	107	25	60	4	2	198
Indiana	22	8	6	0	0	36
Iowa	25	0	15	32	15	87
Kansas	7	2	30	0	0	39
Kentucky	1	0	16	0	0	17
Louisiana	0	7	0	0	0	7
Maine	18	0	40	7	16	81
Maryland	110	54	120	10	17	311
Massachusetts	73	56	128	6	1	264
Michigan	20	1	28	0	0	49
Minnesota	101	55	64	8	15	243
Mississippi	0	0	0	0	0	0
Missouri	85	34	74	4	0	197
Montana	0	0	0	0	0	0
Nebraska	0	0	0	0	0	0
Nevada	29	0	3	18	0	50
New Hampshire	0	0	0	0	0	0
New Jersey	20	61	13	1	0	95
New Mexico	0	0	12	0	0	12
New York	103	230	268	4	23	628
North Carolina	24	32	18	0	0	74
North Dakota	16	0	15	2	2	35
Ohio	117	17	17	0	7	158
Oklahoma	0	16	0	0	0	16

Table 8

**African Arrivals
by State of Initial Resettlement: FY 1993**

State	Ethiopia	Liberia	Somalia	Sudan	Zaire	Total
Oregon	23	0	27	0	0	50
Pennsylvania	88	53	84	4	1	230
Rhode Island	0	51	0	0	0	51
South Carolina	0	0	0	0	0	0
South Dakota	91	0	15	46	0	152
Tennessee	22	29	87	12	11	161
Texas	230	121	143	63	12	569
Utah	0	1	1	0	0	2
Vermont	3	0	0	1	0	4
Virginia	64	39	374	0	0	477
Washington	322	0	119	15	6	462
West Virginia	0	0	0	0	0	0
Wisconsin	11	0	4	0	0	15
Wyoming	0	0	0	0	0	0
Other b/	0	0	0	0	0	0
Total	2,709	946	2,695	253	197	6,800

b/ Includes Territories and unknown States.

Table 9								
Cuban and Haitian Entrants by State of Initial Resettlement FY 1991 - FY 1993 a/								
State	Cuba				Haiti			
	1991	1992	1993	Total	1991	1992	1993	Total
Alabama	0	0	1	1	0	18	0	18
Alaska	0	0	0	0	0	0	0	0
Arizona	2	26	12	40	0	0	0	0
Arkansas	0	0	0	0	0	0	0	0
California	26	124	70	220	0	218	0	218
Colorado	0	0	0	0	0	0	0	0
Connecticut	1	0	2	3	2	69	2	73
Delaware	0	0	0	0	0	9	3	12
Dist. Columbia	0	1	0	1	0	1	0	1
Florida	585	2,017	2,983	5,585	368	8,397	571	9,336
Georgia	1	5	2	8	0	40	0	40
Hawaii	0	0	0	0	0	0	0	0
Idaho	2	1	3	6	0	0	0	0
Illinois	2	12	14	28	0	70	0	70
Indiana	2	3	0	5	0	3	0	3
Iowa	0	2	0	2	0	0	0	0
Kansas	3	0	2	5	0	1	0	1
Kentucky	2	4	1	7	0	11	0	11
Louisiana	0	1	5	6	0	47	0	47
Maine	0	0	0	0	0	0	0	0
Maryland	0	1	0	1	4	63	7	74
Massachusetts	5	10	8	23	7	260	14	281
Michigan	0	6	10	16	0	15	0	15
Minnesota	0	0	0	0	0	0	0	0
Mississippi	0	0	0	0	0	0	0	0
Missouri	0	0	0	0	0	8	0	8
Montana	0	0	0	0	0	0	0	0
Nebraska	0	0	0	0	0	0	0	0
Nevada	8	60	69	137	0	18	1	19
New Hampshire	0	0	0	0	0	0	0	0
New Jersey	11	74	49	134	6	296	8	310
New Mexico	1	63	101	165	0	0	0	0
New York	8	28	32	68	7	589	74	670
North Carolina	1	7	0	8	0	13	0	13
North Dakota	0	0	0	0	0	0	0	0
Ohio	0	0	0	0	0	38	0	38

Table 9

**Cuban and Haitian Entrants
by State of Initial Resettlement
FY 1991 - FY 1993 a/**

State	Cuba				Haiti			
	1991	1992	1993	Total	1991	1992	1993	Total
Oklahoma	0	0	1	1	0	0	0	0
Oregon	0	0	1	1	0	54	3	57
Pennsylvania	0	4	1	5	0	72	5	77
Rhode Island	0	0	0	0	0	11	0	11
South Carolina	0	2	0	2	0	0	0	0
South Dakota	0	0	0	0	0	0	0	0
Tennessee	0	2	7	9	0	18	5	23
Texas	22	75	57	154	0	22	4	26
Utah	0	0	0	0	0	0	0	0
Vermont	0	0	0	0	0	0	2	2
Virginia	0	0	1	1	0	19	0	19
Washington	0	0	1	1	0	0	0	0
West Virginia	0	0	0	0	0	0	0	0
Wisconsin	0	1	0	1	0	0	0	0
Wyoming	0	0	0	0	0	0	0	0
Other	14	10	19	43	1	5	1	7
Total	696	2,539	3,452	6,687	395	10,385	700	11,480

a/ Does not include Cuban and Haitian arrivals with refugee status. See Table 7 for FY 1993 refugee arrivals from Cuba and Haiti.

Source: Community Relations Service, Department of Justice.

Table 10
Applications for Refugee Status Granted by INS
FY 1980 - FY 1993 a/

Country of Chargeability	FY 1980- FY 1989	1990	1991	1992	1993	Total
Afghanistan	25,610	1,593	1,477	1,455	1,248	31,383
Albania	468	98	1,319	1,104	413	3,402
Angola	520	60	23	3	0	606
Benin	0	4	0	0	0	4
Bosnia	0	0	0	0	302	302
Bulgaria	1,250	322	562	114	31	2,279
Burundi	6	3	3	0	0	12
Burma	0	0	13	30	89	132
Cambodia	118,305	260	102	48	5	118,720
Cameroon	0	3	0	0	0	3
China	1,158	6	5	3	0	1,172
Cuba	11,114	1,318	2,168	3,886	2,740	21,226
Czechoslovakia	9,821	341	158	18	3	10,341
Egypt	120	0	0	0	0	120
El Salvador	115	15	6	0	0	136
Ethiopia	21,360	3,061	3,978	3,116	2,779	34,294
Ghana	0	7	0	0	2	9
Greece	421	0	0	0	0	421
Haiti	0	0	0	234	1,246	1,480
Hong Kong	1,879	208	30	0	0	2,117
Hungary	5,991	274	7	1	0	6,273
Iran	29,147	3,312	2,577	1,823	1,159	38,018
Iraq	6,765	47	728	2,381	2,410	12,331
Laos	131,324	9,060	8,425	6,210	6,927	161,946
Lebanon	449	0	0	0	0	449
Lesotho	30	2	5	0	0	37
Liberia	0	4	1	637	793	1,435
Libya	18	0	344	1	0	363
Macau	81	1	0	0	0	82
Malawi	55	0	0	0	0	55
Mozambique	95	3	12	1	0	111
Namibia	89	0	0	0	0	89
Nicaragua	523	527	89	1	5	1,145
Peru	0	3	0	0	0	3
Philippines	96	0	0	0	0	96
Poland	36,320	1,483	312	134	54	38,303
Romania	32,260	3,561	2,779	1,176	227	40,003

Table 10
Applications for Refugee Status Granted by INS
FY 1980 - FY 1993 ^{a/}

Country of Chargeability	FY 1980- FY 1989	1990	1991	1992	1993	Total
Rwanda	0	0	2	3	7	12
Somalia	23	33	163	1,583	2,758	4,560
South Africa	209	34	19	19	7	288
Sudan	33	7	24	120	243	427
Syria	746	0	1	0	1	748
Tanzania	1	0	0	0	0	1
Turkey	721	0	0	0	0	721
USSR ^{b/}	87,895	52,866	57,445	65,584	51,060	314,850
Uganda	109	27	125	88	21	370
Vietnam	281,120	21,078	24,985	25,460	31,293	383,936
Yugoslavia ^{c/}	75	6	0	0	0	81
Zaire	145	70	75	97	201	588
Zambia	0	0	0	0	2	2
All Others	341	0	0	0	0	341
Total	806,808	99,697	107,962	115,330	106,026	1,235,823

^{a/} Approvals under P.L. 96-212, section 207, effective April 1, 1980. Numbers approved during a year differ slightly from the numbers actually entering during that year.

^{b/} Includes refugees from the republics of the former Soviet Union, primarily from Russia.

^{c/} Includes refugees from the former Yugoslavia, primarily from Bosnia.

Source: Immigration and Naturalization Service, unpublished tabulations.

Table 11						
Asylum Applications (Cases) Approved by INS:						
FY 1980 - FY 1993 a/						
Nationality	FY 1980- FY 1989	FY 1990	FY 1991	FY 1992	FY 1993	Total
Afghanistan	1,312	19	38	49	44	1,462
Albania	2	1	0	14	18	35
Algeria	0	0	0	0	5	5
Angola	10	1	2	0	0	13
Argentina	30	0	1	0	0	31
Armenia b/	0	0	0	2	17	19
Azerbaijan b/	0	0	0	1	4	5
Bahrain	1	1	0	0	1	3
Bangladesh	5	1	1	2	22	31
Bolivia	1	0	0	3	3	7
Bosnia d/	0	0	0	0	14	14
Bulgaria	76	20	18	31	47	192
Burma	12	10	7	21	32	82
Byelorussia b/	0	0	0	0	1	1
Cambodia	24	7	4	2	0	37
Cameroon	0	0	3	19	25	47
Cape Verde	2	0	0	0	0	2
Chad	0	1	0	3	1	5
Chile	44	1	0	2	1	48
China	292	505	264	211	245	1,517
Colombia	16	15	2	9	17	59
Costa Rica	6	0	0	0	0	6
Croatia d/	0	0	0	0	8	8
Cuba	362	158	89	151	240	1,000
Czechoslovakia	232	17	2	0	2	253
Ecuador	0	0	0	1	2	3
Egypt	50	3	1	9	12	75
El Salvador	1,176	226	147	88	63	1,700
Estonia b/	0	0	0	2	2	4
Ethiopia	2,518	349	344	292	285	3,788
Fiji	0	1	2	9	33	45
Georgia b/	0	0	0	0	5	5
Germany	29	3	0	1	1	34
Ghana	81	4	5	8	14	112
Guatemala	111	58	45	63	133	410
Guinea	2	1	0	2	3	8
Guyana	9	0	0	0	0	9
Haiti	65	2	1	83	549	700
Honduras	33	5	5	17	28	88

Table 11						
Asylum Applications (Cases) Approved by INS:						
Nationality	FY 1980 - FY 1993 a/					Total
	FY 1980- FY 1989	FY 1990	FY 1991	FY 1992	FY 1993	
Hungary	318	11	2	1	2	334
India	7	0	9	64	306	386
Iran	19,190	218	156	168	222	19,954
Iraq	245	13	20	41	60	379
Israel	2	3	3	5	16	29
Italy	3	0	0	0	2	5
Jordan	5	3	6	15	23	52
Kazakhstan b/	0	0	0	0	1	1
Kenya	4	1	1	3	9	18
Kuwait	1	0	30	15	24	70
Laos	28	29	31	49	65	202
Latvia b/	0	0	0	3	3	6
Lebanon	197	67	50	46	37	397
Lesotho	0	1	0	0	0	1
Liberia	36	8	39	131	160	374
Libya	374	13	6	10	15	418
Lithuania b/	0	0	2	1	4	7
Malawi	9	0	0	1	1	11
Mauritania	0	2	2	1	8	13
Mexico	7	0	0	0	0	7
Moldova b/	0	0	0	0	2	2
Morocco	1	3	0	0	2	6
Mozambique	0	1	0	0	0	1
Namibia	4	0	0	0	0	4
Nicaragua	11,693	1,444	396	182	166	13,881
Niger	0	0	0	4	8	12
Nigeria	4	1	1	1	3	10
Pakistan	87	8	5	39	126	265
Panama	209	128	1	3	3	344
Peru	21	17	9	57	139	243
Philippines	124	3	1	11	41	180
Poland	3,873	39	4	2	2	3,920
Romania	1,659	180	38	115	169	2,161
Russia b/	0	0	0	37	184	221
Rwanda	0	0	0	0	10	10
Saudi Arabia	1	0	1	1	1	4
Seychelles	9	0	0	0	0	9
Sierre Leone	0	0	0	0	20	20
Singapore	2	1	0	0	1	4

Table 11

Asylum Applications (Cases) Approved by INS:

FY 1980 - FY 1993 a/

Nationality	FY 1980- FY 1989	FY 1990	FY 1991	FY 1992	FY 1993	Total
Slovenia d/	0	0	0	0	1	1
Somalia	260	199	105	105	88	757
South Africa	106	8	8	4	5	131
Sri Lanka	3	6	4	32	13	58
Sudan	1	8	25	48	95	177
Suriname	1	19	8	4	3	35
Syria	246	52	9	13	226	546
Taiwan	4	2	1	0	0	7
Tajikistan b/	0	0	0	0	1	1
Togo	0	1	0	2	4	7
Tunisia	0	0	0	1	1	2
Turkey	9	0	1	4	4	18
USSR c/	364	246	106	263	361	1,340
Uganda	162	2	7	10	16	197
Ukraine b/	0	0	0	6	45	51
Vietnam	121	9	5	4	2	141
Venezuela	2	0	0	0	0	2
Yemen	13	0	0	1	1	15
Yugoslavia d/	73	9	3	43	301	429
Zaire	16	5	7	14	29	71
Zimbabwe	5	2	0	1	0	8
Stateless	7	1	1	2	10	21
All Others	332	1	24	84	97	538
Unentered cases e/	0	0	0	1,177	0	1,177
Total Cases	46,339	4,173	2,108	3,919	5,015	61,554
Total Persons	f/	5,672	2,908	g/	7,464	f/

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

b/ Not reported separately until FY 1992. Previously reported under USSR.

c/ The Soviet Union was dissolved December 31, 1991. Persons who applied for asylum before this date are listed as nationals of the USSR.

d/ The U.S. government recognized the independent republics on April 7, 1992. Persons from these republics who applied before this date are listed as nationals of Yugoslavia.

e/ Cases completed in FY 1992, but not entered into the data system. The nationalities of these applicants cannot be traced.

f/ Not available.

g/ The 2,740 cases in the data system include 3,959 persons. No information is available on the 1,179 unentered cases.

Source: Immigration and Naturalization Service, unpublished tabulations.

Table 12

Refugee Appropriations, Admissions,
Time-Eligible Population, and Period of Eligibility (Months)
FY 1981 - FY 1994

Fiscal Year	Appropriations	a/ Admissions (Actual)	b/ 36 Month Population	c/ AFDC/SSI Medicaid	c/ RCA RMA	c/ GA GMA
1981	\$901,652,000	159,252	477,731	1-36	1-36	0
1982	\$689,747,000	97,355	474,003	1-36	1-18	19-36
1983	\$585,000,000	60,036	316,898	1-36	1-18	19-36
1984	\$541,761,000	70,601	228,966	1-36	1-18	19-36
1985	\$444,372,000	67,167	200,203	1-36	1-18	19-36
1986	\$315,812,000	60,554	198,322	1-31	1-18	19-31
1987	\$339,597,000	58,857	186,578	1-31	1-18	19-31
1988	\$346,933,000	76,647	196,058	1-31	1-18	19-31
1989	\$382,356,000	106,519	242,023	1-24	1-12	13-24
1990	\$389,758,000	122,223	305,389	1- 4	1-12	0
1991	\$410,623,000	113,649	342,391	0	1-12	0
1992	\$410,630,000	131,625	367,497	0	1- 8	0
1993	\$381,481,000	119,063	364,337	0	1 - 8	0
d/ 1994	\$400,000,000	121,000	371,688	0	1 - 8	0

a/ Includes Amerasians and their accompanying family members. Entry for FY 1994 is admission ceiling.

b/ Refugees and Amerasians residing in the U.S. 36 months or less.

c/ Months of ORR reimbursement after arrival in U.S.

d/ Admissions and 36-month population for FY 1994 are estimates based on FY 1994 admission ceiling.

Table 13

**Federal Funds Provided for the
Domestic Resettlement Program
FY 1977-FY 1993
(Amounts in Millions)**

Fiscal Year	a/ ORR	b/ State Department	c/ Total
1977	\$231.4	\$233.8	\$465.2
1978	\$153.0	\$35.5	\$188.5
1979	\$156.2	\$66.8	\$223.0
1980	\$516.9	\$260.9	\$777.8
1981	\$901.7	\$204.5	\$1,106.2
1982	\$689.7	\$146.0	\$835.7
1983	\$585.0	\$91.4	\$676.4
1984	\$541.8	\$98.4	\$640.2
1985	\$444.4	\$107.3	\$551.7
1986	\$315.8	\$105.0	\$420.8
1987	\$339.6	\$108.7	\$448.3
1988	\$346.9	\$119.5	\$466.4
1989	\$382.4	\$207.4	\$589.8
1990	\$389.8	\$232.0	\$621.8
1991	\$410.6	\$191.0	\$601.6
1992	\$410.6	\$205.0	\$615.6
1993	\$381.5	\$193.0	\$574.5
Total	\$7,197.3	\$2,606.2	\$9,803.5

a/ Funds obligated by ORR and its predecessor agencies for the domestic resettlement of refugees.

b/ Funds expended by the Bureau for Refugee Programs relating to the admission of refugees to the U.S., including the costs of refugee processing and documentation, overseas language and cultural orientation, transportation, and the reception and placement grants to voluntary agencies for initial resettlement activities in the U.S. Source: Department of State.

c/ Not included: Federal Funds obligated by the Departments of Education, Justice, and Defense, and funds expended by States for refugee assistance and services not reimbursed by ORR.

Table 14
Placement and Status of Unaccompanied Minors
September 30, 1993

State	Total Placements	Total in Care	Reunited	Emancipated & Other
Alabama	23	1	1	21
Arizona	193	43	11	139
California	795	9	175	611
Colorado	97	0	14	83
Connecticut	48	10	1	37
Dist. Columbia	238	71	16	151
Florida	132	8	13	111
Georgia	5	0	0	5
Hawaii	73	0	6	67
Illinois	695	71	118	506
Indiana	7	0	0	7
Iowa	603	54	60	489
Kansas	92	11	12	68
Louisiana	72	2	18	52
Maine	14	0	0	14
Maryland	64	11	3	50
Massachusetts	276	88	9	179
Michigan	591	169	59	363
Minnesota	927	91	103	733
Mississippi	198	68	16	114
Missouri	13	1	1	11
Montana	56	0	8	48
New Hampshire	97	13	4	80
New Jersey	385	88	10	287
New Mexico	4	2	1	1
New York	1,915	310	292	1,313
North Carolina	78	7	12	59
North Dakota	103	32	2	69
Ohio	89	1	5	83
Oklahoma	1	0	0	1
Oregon	566	50	91	425
Pennsylvania	509	93	71	345
Rhode Island	19	0	0	19
South Carolina	40	1	3	36
Texas	47	13	11	23
Utah	208	34	28	146
Vermont	62	1	4	57
Virginia	596	149	51	396
Washington	685	144	96	445
Wisconsin	114	5	12	97
Total	10,729	1,651	1,337	7,741

Table 15

Receipt of Cash Assistance (a/) by Refugee Nationality: June 30, 1993

States	Cam- bodia	Laos	Vietnam	USSR	Europe	Cuba	Afghan- istan	Iran	Iraq	Bhri- opia	Other	Total
Alabama	0	0	71	0	0	0	0	0	0	0	0	71
Arizona	1	0	330	105	40	2	25	2	19	8	9	541
Arkansas	0	0	16	0	0	0	0	0	0	0	0	16
California	74	161	4,223	836	35	22	71	129	114	29	114	5,808
Colorado	0	11	200	66	0	0	14	12	3	8	13	327
Connecticut	0	0	49	58	8	0	0	0	8	0	38	161
Delaware	0	0	4	0	0	0	2	0	0	2	0	8
Dist. Columbia	0	3	221	0	1	0	1	0	0	32	18	276
Florida	2	0	347	105	16	1,831	0	3	39	10	253	2,606
Georgia	4	5	624	88	0	0	37	2	20	55	24	859
Hawaii	0	0	88	3	0	0	0	0	0	0	0	91
Idaho	0	0	10	2	2	2	0	0	1	0	0	17
Illinois	2	0	256	933	16	14	4	13	263	7	19	1,527
Indiana	0	0	48	66	0	0	7	0	6	6	8	141
Iowa	0	0	137	8	4	0	0	0	1	0	0	150
Kansas	0	0	211	31	0	0	3	0	9	28	7	289
Kentucky c/	0	0	0	0	0	0	0	0	0	0	0	0
Louisiana	3	19	234	2	0	0	0	0	0	0	0	258
Maine	0	0	14	16	2	0	8	0	0	0	4	44
Maryland	0	0	181	98	6	1	2	25	0	14	52	379
Massachusetts	0	17	391	268	11	8	1	11	1	12	11	731
Michigan	0	9	90	115	40	0	0	0	176	3	36	469
Minnesota	6	74	221	79	3	0	0	2	3	16	13	417
Mississippi	0	0	26	0	0	0	0	0	0	0	0	26
Missouri b/	0	0	194	144	0	0	0	0	0	20	0	358
Montana	0	12	0	16	0	0	0	0	0	0	0	28
Nebraska	0	0	64	0	0	0	7	0	0	0	20	91

Table 15

Receipt of Cash Assistance (a/) by Refugee Nationality: June 30, 1993

States	Cam- bodia	Laos	Vietnam	USSR	Europe	Cuba	Afghan- istan	Iran	Iraq	Ethi- opia	Other	Total
Nevada	0	29	0	1	0	20	0	1	4	6	1	62
New Hampshire	0	0	27	11	3	0	0	0	0	0	0	41
New Jersey	0	0	192	78	0	0	75	5	0	8	31	389
New Mexico b/	0	1	32	3	0	0	3	0	1	0	0	40
New York	0	0	360	2,259	0	7	24	0	0	0	150	2,800
North Carolina	1	16	127	9	0	0	0	0	0	1	0	154
North Dakota	0	0	19	28	0	0	0	0	0	0	0	47
Ohio	0	0	0	0	14	0	16	0	0	0	430	460
Oklahoma b/	0	0	180	4	0	0	5	0	0	0	10	199
Oregon	1	9	301	363	0	0	0	0	12	2	16	704
Pennsylvania	0	0	238	312	0	1	2	0	32	8	32	625
Rhode Island	9	4	13	65	0	0	0	0	0	0	4	95
South Carolina	0	0	11	4	0	0	0	0	0	0	0	15
South Dakota	0	0	4	8	0	0	0	0	0	6	0	18
Tennessee c/	0	0	0	0	0	0	0	0	0	0	0	0
Texas b/	0	0	1,409	40	0	10	0	6	25	29	36	1,555
Utah	0	0	60	26	0	0	0	0	0	0	1	87
Vermont	0	0	57	22	1	0	0	0	3	0	0	83
Virginia	0	0	368	50	6	7	53	3	0	29	9	525
Washington	3	13	850	283	27	4	8	4	34	55	19	1,300
West Virginia	0	0	9	0	0	0	0	0	0	0	0	9
Wisconsin	0	77	25	0	0	0	0	0	0	0	30	132
Wyoming c/	0	0	0	0	0	0	0	0	0	0	0	0
TOTAL	106	460	12,532	6,605	235	1,929	368	218	774	394	1,408	25,029
Percent	0.42%	1.84%	50.07%	26.39%	0.94%	7.71%	1.47%	0.87%	3.09%	1.57%	5.63%	100.0%

a/ Includes only refugee cash assistance (RCA) during the first 8 months after arrival.

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

Table 16			
Secondary Migration Data Compiled from the Refugee State-of-Origin Report: June 30, 1993 a/			
State	In- Migrants	Out- Migrants	b/ Net Migration
Alabama c/	92	36	56
Alaska d/	0	36	(36)
Arizona c/	130	324	(194)
Arkansas c/	10	32	(22)
California	357	1,960	(1,603)
Colorado c/	460	99	361
Connecticut	14	68	(54)
Delaware	1	4	(3)
Dist. of Columbia	12	399	(387)
Florida	154	269	(115)
Georgia c/	255	269	(14)
Hawaii	93	36	57
Idaho c/	58	80	(22)
Illinois	364	250	114
Indiana	2	38	(36)
Iowa c/	740	98	642
Kansas	238	95	143
Kentucky d/	0	101	(101)
Louisiana c/	350	100	250
Maine	0	48	(48)
Maryland c/	307	240	67
Massachusetts	46	214	(168)
Michigan c/	202	160	42
Minnesota	22	119	(97)
Mississippi	3	27	(24)
Missouri	11	380	(369)
Montana	58	12	46
Nebraska	13	150	(137)
Nevada	7	45	(38)
New Hampshire	0	24	(24)
New Jersey	30	189	(159)
New Mexico	22	112	(90)
New York	0	771	(771)
North Carolina c/	670	79	591
North Dakota	0	73	(73)
Ohio c/	23	115	(92)
Oklahoma c/	254	42	212

Table 16

Secondary Migration Data Compiled from the Refugee
State-of-Origin Report: June 30, 1993 a/

State	In-Migrants	Out-Migrants	b/ Net Migration
Oregon	23	441	(418)
Pennsylvania	71	268	(197)
Rhode Island c/	7	30	(23)
South Carolina	96	32	64
South Dakota	410	28	382
Tennessee	0	204	(204)
Texas	82	725	(643)
Utah	13	51	(38)
Vermont	0	37	(37)
Virginia b/	152	261	(109)
Washington c/	3,489	182	3,307
West Virginia	3	33	(30)
Wisconsin	80	37	43
Wyoming c/	0	35	(35)
Other d/	34	0	34
Total	9,458	9,458	0

a/ This table represents a compilation of unadjusted data reports by the State on Form ORR-11. The population base is refugees receiving State-administered services on 6/30/93. 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/ Reporting base includes refugees receiving social services without cash or medical assistance as well as those receiving such assistance.

d/ Not participating in the refugee program.

Table 17

**Women's Access to Social Services by
State of Initial Resettlement
FY 1993 (a/)**

State	Employment			English
	Services Enrollees	On-the-Job Training	Vocational Training	Language Training
Alabama	44.6	0.0	0.0	60.3
Arizona	12.3	0.0	0.0	44.0
California	39.5	28.4	55.6	31.2
Colorado	43.7	0.0	0.0	49.7
Connecticut	42.0	0.0	0.0	0.0
Dist. Columbia	50.4	56.5	42.9	44.6
Florida	38.8	33.5	0.0	0.0
Hawaii	33.7	0.0	0.0	38.0
Idaho	42.0	0.0	0.0	46.7
Illinois	44.0	0.0	0.0	0.0
Indiana	40.1	0.0	0.0	0.0
Iowa	0.0	0.0	0.0	0.0
Kansas	36.5	0.0	0.0	65.4
Kentucky	41.6	0.0	24.1	46.5
Louisiana	47.0	0.0	0.0	47.7
Maine	0.0	0.0	0.0	50.6
Maryland	44.6	0.0	0.0	48.4
Massachusetts	44.2	0.0	0.0	57.1
Michigan	39.5	0.0	0.0	0.0
Minnesota	45.4	42.9	0.0	44.8
Missouri	45.2	0.0	0.0	49.6
Nebraska	38.2	0.0	0.0	52.0
New Hampshire	25.0	0.0	0.0	35.1
New Jersey	42.9	0.0	63.7	44.1
New York	38.7	58.5	43.0	56.9
North Carolina	0.0	0.0	0.0	0.0
North Dakota	25.5	0.0	25.0	47.4
Ohio	44.6	0.0	0.0	42.0
Oklahoma	41.4	0.0	0.0	51.2
Oregon	44.1	0.0	95.0	0.0
Pennsylvania	39.9	0.0	0.0	44.7
Rhode Island	0.0	0.0	44.4	54.7
South Carolina	45.3	0.0	47.6	56.9
Tennessee	0.0	0.0	0.0	0.0

Table 17

Women's Access to Social Services by
State of Initial Resettlement
FY 1993 (a/)

State	Employment			English Language Training
	Services Enrollees	On-the-Job Training	Vocational Training	
Texas	35.2	0.0	0.0	51.1
Utah	0.0	0.0	0.0	44.2
Vermont	47.9	33.3	57.7	45.2
Virginia	46.7	7.7	0.0	51.4
Washington	40.0	0.0	0.0	47.8
West Virginia	69.2	0.0	0.0	47.6
Wisconsin	46.4	0.0	0.0	0.0
Total	40.3	30.2	48.5	38.7

a/ Refugee women as a proportion of all refugees receiving social services.

Data compiled from Quarterly Performance Reports submitted by States.

Note: Women comprised 47.2 percent of FY 1993 refugee arrivals.

APPENDIX B

FEDERAL AGENCY REPORTS

Bureau for Refugee Programs

Department of State

The Department of State's Bureau for Refugee Programs is charged with upholding humanitarian principles which the U.S. shares with others in the international community by aiding victims of persecution and civil strife who are compelled to flee their homes. U.S. assistance to refugees also supports important foreign policy goals. Objectives include the protection of refugees and conflict victims, the provision of basic needs to sustain life and health, and the resolution of refugee crises through repatriation, local integration, or permanent resettlement in a third country, including the U.S. These objectives are achieved largely by providing assistance for refugee and conflict victim populations through international organizations and by providing resettlement opportunities for refugees in the U.S. In carrying out these objectives, the Bureau sustains a leadership role in the world community in responding to refugees' and conflict victims' needs.

Bureau appropriations are used to fund (1) voluntary contributions to U.N. refugee and relief organizations, other international organizations, and non-governmental organizations, (2) activities supporting the admission of refugees approved for resettlement in the U.S. and their initial placement here, (3) institutional support for the International Committee of the Red Cross (ICRC) and the International Organization for Migration (IOM), (4) bilateral efforts, and (5) administrative expenses of the Bureau for Refugee Programs.

During 1993, world refugee problems remained acute and widespread. Millions of refugees continued to live in uncertain and often precarious circumstances. New refugees and conflict victims from the former Yugoslavia, the Caucasus, and Burundi have added to the critical caseload in need of international assistance, and as conflicts in the former Yugoslavia and the Caucasus continue, more and more refugees and displaced persons are being added. In November 1993, the U.N. High Commissioner for Refugees es-

timated the world refugee population at over 19 million.

There have been positive developments during 1993 for some of the world's long-term refugee populations. For instance, Cambodian refugee repatriation was completed in 1993, and a substantial number of Mozambican refugees returned to their homeland in 1993, with the remainder scheduled to return home in 1994 and 1995.

Of the \$665 million obligated by the Bureau for Refugee Programs in FY 1993 (including funds appropriated under Migration and Refugee Assistance and the Emergency Refugee and Migration Assistance Fund), approximately \$193 million was obligated for activities relating to the admission of refugees to the U.S.

Included in this sum are the costs of (1) refugee processing and documentation as carried out by individual voluntary agencies in Europe and by Joint Voluntary Agency representatives in Southeast Asia, Turkey, Saudi Arabia, Pakistan, Haiti, Kenya, Sierra Leone, and the Sudan; (2) overseas English language and cultural orientation programs; (3) transportation arranged through the International Organization for Migration; and (4) the reception and placement grants to voluntary agencies for support of initial resettlement activities in the U.S.

U.S. Program Worldwide

Of the 119,482 refugees admitted to the U.S. during FY 1993, 11,556 were Amerasian immigrants and accompanying family members, who are entitled to the same benefits as refugees, and 251 entered through the Private Sector Initiative program. Over 90,000 refugees were admitted directly from their countries of origin. Direct departure programs from Vietnam, Cuba, Haiti, and the former Soviet Union have been established to obviate the need for eligible persons to

seek temporary asylum. U.S. refugee admissions programs for persons in first asylum countries serve as the durable solution for certain refugees of special humanitarian concern to the United States. Family reunification continues to be a priority in the resettlement program, as does the resettlement of persecuted religious minorities and former political prisoners.

Charts detailing FY 1993 refugee admissions by geographic area can be found on the following pages:

U.S. DEPARTMENT OF STATE
BUREAU FOR REFUGEE PROGRAMS

Summary of Refugee Admissions
Fiscal Year 1993

COUNTRY OF CHARGEABILITY	FY93 REFUGEE ADMISSIONS CEILING	FY TOTAL ADMITTED INTO U.S. AS OF RPT	ADMISSIONS BY MONTH											
			OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUNE	JULY	AUG	SEPT
FORMER SOVIET UNION	49,775	48,595	4,792	4,082	5,082	5,353	3,103	3,906	4,430	3,201	3,689	2,852	4,373	3,732
DIRECT		32	0	3	4	1	4	2	6	0	1	1	4	6
NON-DIRECT		46	0	0	0	0	0	0	0	0	0	0	0	0
TOTAL FMR SOVIET Union	49,775	48,627	4,792	4,085	5,086	5,354	3,107	3,908	4,436	3,201	3,690	2,853	4,377	3,738
LATIN AMERICA	4,500		0	0	0	0	1	0	0	0	0	0	0	0
COLOMBIA		1	0	0	256	242	453	242	175	295	269	102	134	317
CUBA		2,814	0	329	0	0	0	0	1	0	0	0	0	0
EL SALVADOR		1	0	0	0	0	0	0	0	0	0	0	0	0
HAITI		1,307	0	49	31	43	42	88	129	134	179	208	202	202
NICARAGUA		1	0	0	0	0	0	0	1	0	0	0	0	0
VENEZUELA		2	0	0	0	0	2	0	0	0	0	0	0	0
TOTAL LATIN AMERICA	4,500	4,126	0	378	287	285	498	330	306	429	448	310	336	519
NEAR EAST/SOUTH ASIA	7,000		167	208	205	155	305	111	36	14	1	19	6	6
AFGHANISTAN		1,233	32	225	208	77	156	115	52	106	86	67	27	10
IRAN		1,161	74	441	304	52	56	647	45	600	809	512	997	68
IRAQ		4,605	0	1	0	0	0	0	0	0	0	0	0	0
SYRIA		1	0	0	0	0	0	0	0	0	0	0	0	0
TOTAL NEAR EAST/SOUTH ASIA	7,000	7,000	273	875	717	284	517	873	133	720	896	598	1,030	84
PRIVATE SECTOR INIT. PSI CUBANS	10,000	251	0	0	0	201	36	14	0	0	0	0	0	0
TOTAL PRIVATE SECTOR I	10,000	251	0	0	0	201	36	14	0	0	0	0	0	0
UNALLOCATED RESERVE														
TOTAL UNALLOCATED RESE		0	0	0	0	0	0	0	0	0	0	0	0	0
GRAND TOTAL	132,000	119,482	7,716	9,927	11,551	8,602	8,984	12,098	9,739	8,471	11,243	9,274	11,327	10,550

U.S. DEPARTMENT OF STATE
BUREAU FOR REFUGEE PROGRAMS

Summary of Refugee Admissions
Cumulative

Fiscal Year	Area										TOTAL	
	Africa	Asia	Eastern Europe	Soviet Union	Latin America	Near East Asia	PSI					
1975	0	135,000	1,947	6,211	3,000	0	0				0	146,158
1976	0	15,000	1,756	7,450	3,000	0	0				0	27,206
1977	0	7,000	1,755	8,191	3,000	0	0				0	19,946
1978	0	20,574	2,245	10,688	3,000	0	0				0	36,507
1979	0	76,521	3,393	24,449	7,000	0	0				0	111,363
1980	955	163,799	5,025	28,444	6,662	2,231	0				0	207,116
1981	2,119	131,139	6,704	13,444	2,017	3,829	0				0	159,252
1982	3,326	73,522	10,780	2,756	602	6,369	0				0	97,355
1983	2,648	39,408	12,083	1,409	668	5,465	0				0	61,681
1984	2,747	51,960	10,285	715	160	5,246	0				0	71,113
1985	1,953	49,970	9,350	640	138	5,994	0				0	68,045
1986	1,315	45,454	8,713	787	173	5,998	0				0	62,440
1987	1,994	40,112	8,606	3,694	315	10,107	0				0	64,828
1988	1,588	35,015	7,818	20,421	2,497	8,415	733				733	76,487
1989	1,922	45,680 *	8,948	39,553	2,605	6,980	1,550				1,550	107,238
1990	3,494	51,611 *	6,196	50,716	2,309	4,991	3,009				3,009	122,326
1991	4,424	53,486 *	6,855	38,661	2,237	5,359	1,789				1,789	112,811
1992	5,491	51,848 *	2,886	61,298	2,924	6,844	882				882	132,173
1993	6,969	49,858 *	2,651	48,627	4,126	7,000	251				251	119,482
TOTAL	40,945	1,136,957	117,996	368,154	46,433	84,828	8,214				8,214	1,803,527

* Includes Amerasian Immigrants

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 or denial of refugee status. The 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.

During FY 1993, INS officers assigned to INS overseas offices and on temporary duty assignments overseas conducted approximately 130,000 refugee determination interviews. Approximately 105,000 refugees were approved for admission into the United States.

As a result of the conflict in Bosnia-Herzegovina, during FY 1993 the United States began processing Bosnian refugee applicants. INS circuit riders from the Rome District conducted interviews predominantly in Croatia. The program was initially limited to former detainees and their immediate family members, but was later expanded to accept refugee applications from other groups, including women victims of violence, victims of torture, other

individuals referred by the UNHCR, and Bosnian Muslims with relatives in the U.S. In FY 1993, the INS approved approximately 2,400 Bosnians for refugee status. Most processing took place throughout Croatia.

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 48,600 nationals from the 15 republics that once made up the Soviet Union. During the course of the fiscal year, INS officers in Moscow conducted nearly 52,700 interviews, approving approximately 50,200 applications, or 95 percent, for refugee status.

Cuban Refugees. During FY 1993, the in-country refugee program in Havana brought nearly 2,500 Cuban refugees and 344 parolees to the U.S. An additional 328 Cuban refugees arrived under the Private Sector Initiative (PSI), a program which provides for the admission of refugees at no cost to the U.S. government. There were no PSI interviews conducted in FY 1993; the PSI arrivals reflect individuals who were interviewed in FY 1992.

Haitian Refugees. The in-country refugee program continued to process Haitian refugee applicants in Port-au-Prince during FY 1993. In addition, processing centers, serviced by INS circuit riders, were opened in Cap Haitien in the north and Les Cayes in the south to provide greater access for individuals residing in remote areas of Haiti. Since the beginning of the in-country program, the INS has approved approximately 1,400 Haitians for refugee status.

Orderly Departure Program (ODP). Established in 1979 as an alternative to clandestine and hazardous boat departures from Vietnam, ODP continued to operate at increased interview levels during FY 1993. INS officers, rotating in and out of Vietnam on two-

week duty assignments, approved approximately 30,000 refugees during the course of the fiscal year. The caseload consists principally of former re-education camp detainees.

Asylum Program

Domestically, during FY 1993, INS continued to develop the capabilities of its asylum program, fine-tuning the innovations mandated by regulations which went into effect October 1, 1990: establishment of a specialized corps of asylum officers; the shift of decision authority from INS District Directors to asylum corp officers; the development of an enhanced training program; and the establishment of a resource information center.

Asylum Applications. During FY 1993, preliminary data indicate that a total of 150,573 asylum applications were filed with INS. This represents an increase of 45 percent over the 103,964 applications filed in 1992. The leading nationalities for applications filed were as follows: Guatemala (34,698), Salvadorans (15,371), Chinese (14,370), Haitians (11,381), and Mexicans (6,200). These top nationalities composed 54 percent of all applications filed in 1993.

Asylum Decisions. During FY 1993, the preliminary data show that 43,311 interviews were scheduled and 34,423 interviews conducted. In addition, 35,227 asylum cases were completed by the corps. Of this number, 5,119 applications were granted, 18,191 applications denied, and 11,917 applications administratively closed.

Resource Information Center

The Resource Information Center (RIC) completed its second full year of operation in FY 1993. The main mission of the RIC is to provide asylum and refugee adjudicators with background information on human rights conditions in countries producing refugees and asylum seekers. The core staff was assisted for the first time in FY 1993 by a cadre of 10 outside experts. The RIC produced nine research papers covering Azerbaijan, Bulgaria, Ethiopia, Haiti, Kyrgyzstan, Pakistan, Somalia, Sudan, and Tajikistan. At year-end, several other papers were underway covering China, Cuba, India, Kazakhstan, Liberia, Macedonia, Nicaragua, Palestine, Peru,

Romania, Russia, Turkmenistan, and Uzbekistan. In addition, the RIC produced information packets (compilations of source documents) covering 19 countries. With assistance from non-governmental organizations, the RIC also produced 20 Master Exhibits (similar to information packets).

Significant progress was made in FY 1993 in the area of electronic information storage and retrieval systems. At year-end, a Local Area Network (LAN) was being installed in the RIC. A full-text data base with worldwide coverage for use by domestic asylum adjudicators was updated and distributed to all offices. Focused, full-text data bases were also developed specifically for refugee adjudicators in Haiti and the Rome District. The RIC staff worked closely with sister documentation centers in Canada and Geneva to develop formats and software packages which permit exchange of research information electronically. The RIC currently receives 110 serial publications, and the library collection was greatly expanded. The RIC maintains ongoing liaison with a wide range of government, private sector, academic, and international organizations in the field of human rights and documentation.

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), is the focal point for all activities of the U.S. Public Health Service in refugee health. The ORH develops health and mental health policy and identifies problem areas and solutions. Public Health Service agencies active in refugee matters include the Substance Abuse and Mental Health Services Administration, the Centers for Disease Control, and the Health Resources and Services Administration.

Close and regular consultative relations are maintained with the Department of State (DOS), Department of Justice, HHS's Office of Refugee Resettlement, State and local health departments, and with international organizations such as the United Nations High Commissioner for Refugees (UNHCR) and the International Organization for Migration (IOM).

Routine U.S. Public Health Service refugee operations include:

- Monitoring the quality of medical examinations provided to refugees in Southeast Asia and worldwide, through on-site visits and training conference;
- Inspection of each refugee at the U.S. port of entry;
- Notification of local health departments of each refugee's arrival, with expedited notification of cases requiring special follow-up; and
- Administration of a domestic preventive health program which provides for refugee health assessments locally following resettlement.

Special initiatives undertaken or completed recently have included:

- Consultation and technical assistance effort was launched as follow up to an evaluation of the ORR program for former political prisoners from Vietnam. This effort included visits to 27 sites nationwide. It involves facilitating interviews between consultants and state refugee coordinators, voluntary resettlement agencies, refugee leaders, and other refugee workers.
- Convened several national meetings on the psychosocial needs of Vietnamese former political prisoners.
- Organized, in collaboration with the Harvard Program on refugee trauma, a major meeting on research design and methodology concepts in refugee mental health. Titled, "Science of Refugee Mental Health: New Concepts and Methods", this conference examines state of the art research methods to be applied to migrating people especially those traumatized by war and violence.
- Provided ongoing consultation on service delivery to Soviet Jewish Refugees in the Greater Baltimore Area.
- Participated in the development of psychiatric assessment instruments for Soviet refugee populations. This project involves standardizing, quick screening and assessments in clinical settings for workers serving Soviet Jewish refugees.
- Completed a 3-year project on the development of a nationwide resource directory for Southeast Asian Mental Health.
- Provided monitoring of the medical needs of remaining HIV-positive Haitian migrants at Guantanamo Bay, Cuba. Reviewed the medical status of Haitian migrants with AIDS entering the U.S. as a result of court action.

- In view of possible mass immigration from Haiti, ORH planned a response for mass immigration emergencies.
- Developed, co-sponsored and edited proceedings of the first National Conference on Health and Mental Health of Soviet Refugees.
- Co-sponsored with the World Health Organization and the International Organization on Migration, a second international meeting on Migration Medicine.

APPENDIX C

RESETTLEMENT AGENCY REPORTS

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

American Council for Nationalities Service

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

ACNS is the national office for a network of 40 member agencies and affiliates across the country. All member agencies of ACNS provide extensive services to refugees in their local communities. Thirty-one are active in the direct resettlement of refugees from overseas. These agencies provide refugees with reception and placement and other services, including job placement, casework and counseling, assistance with immigration matters, educational services, and a range of community information and cultural activities.

Since 1975, the ACNS network has directly resettled over 120,000 refugees from Southeast Asia, Eastern Europe, the Soviet Union, the Near East, South Asia, Africa, and Latin America, assisting them to become productive members of American society. In addition to serving refugees directly resettled by ACNS, all member agencies provide services to the larger refugee and immigrant communities in their areas.

Resettlement Program

During FY 1993, ACNS and its member agencies resettled the following numbers of refugees:

African	677
European	236
Latin American	
Cuba	185
Haiti	183
Near Eastern	409
Southeast Asian	5,606
Former Soviet	568
Total	7,864

The ACNS national office, which oversees the allocation of refugees to local agencies, promotes effective resettlement by providing local agencies with guidance on new program initiatives, technical assistance on resettlement practices, information on international refugee movements, and, through monitoring, periodic assessments of the 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 ACNS refugees, are responsible for the delivery of all pre- and post-reception and placement services.

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

Most ACNS agencies employ staff specifically for job counseling and placement. Job counselors discuss both the prospects for employment and benefits of work over public assistance. Refugees are helped to

develop a realistic plan for finding and retaining appropriate employment. The staff plans individually with each new arrival and closely monitors progress toward the achievement of mutually agreed upon objectives directed toward early and lasting employment.

In an attempt to maintain quality resettlement among its affiliates, ACNS carried out on-site monitoring of 11 local agencies. These visits helped ACNS to meet its cooperative agreement requirements with the Department of State and also to appreciate the practical, human problems of local resettlement.

During 1993, ACNS conducted a Matching Grant program, supervised and partially funded by the Office of Refugee Resettlement. Through the Matching Grant program, 600 refugees were resettled by seven local affiliates.

Related Activities

- All ACNS affiliates involved in the refugee program work within local and State refugee networks, often providing the leadership for cooperation and coordination. Some agencies participate in coordinated local projects and coalitions.
- Operation of JVA post in Saudi Arabia for the processing of Iraqi refugees interned in Saudi Arabia.
- Resettlement of Iraqi and Bosnian refugees at several local affiliate sites.
- Expansion of Matching Grant program from four to seven sites, with an increase of 143 Matching Grant clients.
- Conducting three regional resettlement meetings for local affiliates, addressing key resettlement issues with a focus on the mental health needs of former political prisoners.
- Thousands of hours of volunteer service are provided each year to member agencies. Volunteers are active on governing boards, involved in ESL instruction, solicit and collect donated goods for refugee clients, help organize and manage cultural events, participate in community relations programs, and, in a variety of other ways, assist individual refugees in their adjustment to life in the United States.

Church World Service

Immigration and Refugee Program

Church World Service (CWS) is the relief, development, and refugee service arm of the National Council of the Churches of Christ in the U.S.A., an ecumenical community of 32 Protestant and Orthodox communions. The Immigration and Refugee Program (IRP) of CWS was established in 1946 to help address the needs of refugees fleeing Europe at the end of World War II. The CWS Immigration and Refugee Program philosophy of resettlement is based on the Christian commitment to aiding the world's uprooted, hungry, and homeless.

Since its inception, the Church World Service Immigration and Refugee Program (CWS/IRP) has welcomed nearly 400,000 refugees to the United States. In the past fiscal year, it resettled a total of 7,860 in the U.S.

The CWS/IRP administrative offices are located in New York City. CWS/IRP also maintains regional offices in Miami, Florida and Washington, D.C. In addition, CWS administers the Joint Voluntary Agency office in Nairobi, Kenya. CWS also contracts with the Community Relations Service, Department of Justice, for the resettlement of Cuban and Haitian entrants. In FY 1993, CWS/IRP resettled 1,481 Cubans and 340 Haitians and continued to provide resettlement and legal services to the over 4,000 Haitians resettled in FY 1992.

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

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

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

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

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

The major strength of the CWS/IRP network is its network of local congregations and their members

who are committed to quality refugee resettlement. In addition to providing grassroots church involvement and community-based participation, the CWS model of resettlement ensures significant private contributions to refugees and emotional contributions well after refugees become established in their new communities.

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

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

In the past fiscal year, CWS/IRP contracted with the Institute for International Education to provide two months of transitional resettlement services and referrals for immigration services to nine graduating Burmese students in the U.S.

CWS/IRP continued to play an active role in the resettlement of Amerasians. CWS/IRP Amerasian cluster sites in FY 1993 included Phoenix and Tucson, Arizona; Denver, Colorado; Ansonia, Connecticut; Atlanta, Georgia; Boise, Idaho; Chicago and Springfield, Illinois; Binghamton, Ithaca, and Syracuse, New York; Columbus, Ohio; Oklahoma City, Oklahoma; Portland, Oregon; Clifton Heights and Lancaster, Pennsylvania; Dallas and Houston, Texas; Arlington, Richmond, Harrisonburg, Leesburg, and Manassas, Virginia; and Seattle, Washington.

The Director of the Bureau for Refugee Programs recognized CWS/IRP with an award of commenda-

tion for its initiative and success in improving the collection of travel loans.

FY 1993 Refugee Arrivals

Africa	
Ethiopia	394
Kenya	1
Liberia	241
Rwanda	4
Somalia	409
South Africa	1
Sudan	21
Uganda	3
Zaire	28
Zambia	6
Total, Africa	1,108
East Asia	
Burma	33
Cambodia/Kampuchea	27
China	1
Laos	337
Vietnam	2,377
Total, East Asia	2,775
Eastern Europe	
Albania	73
Armenia	69
Azerbaijan	8
Bosnia	238
Byelorussia	21
Georgia	17
Khazhakstan	43
Latvia	8
Moldova	25
Poland	2
Romania	45
Russia	255
Former Soviet Union	1,017
Tajikistan	2
Ukraine	533
Uzbekistan	14
Total, Eastern Europe	2,370

Latin American

Cuba	385
Haiti	120

Total, Latin America	505
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Near East

Afghanistan	187
Iran	108
Iraq	801
Kuwait	6

Total, Near East	1,102
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Total, FY 1993 Refugees	7,860
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FY 1993 Entrant Arrivals

Cuba	1,481
Haiti	340

Total, FY 1993 Entrants	1,821
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Episcopal Migration Ministries

Organization and Structure of Episcopal Migration Ministries

The Domestic and Foreign Missionary Society of the Protestant Episcopal Church in the U.S. (the Society) responds to refugees and displaced peoples both domestically, ecumenically, and internationally. However, EMM is the channel through the Society operates its domestic refugee program. EMM is one of the components of the Program Ministry of the Episcopal Church, whose core orientation is advocacy and outreach, issues of justice and peace, equity and service delivery. EMM fulfills the requirements of the Reception and Placement program. The refugee program office is located at the Episcopal Church Center, 815 Second Avenue, New York, New York, 10017, telephone (212) 867-8400. An EMM Advisory Council provides field-based support and guidance on issues relating to refugee and migration.

EMM's refugee resettlement program is carried out by and through the 98 domestic dioceses of the Episcopal Church, whose jurisdiction covers all 50 States and Puerto Rico. The EMM domestic resettlement program is based largely on a volunteer sponsor model, using the time, skills, and donated resources of volunteer Diocesan Refugee Coordinators (Affiliate Directors), churches, sponsors, and community organizations. The volunteer model enables a large and diverse network of dioceses to participate in the refugee resettlement program without unnecessary administrative expenses. In FY 1993, the resettlement program operated in 46 affiliate sites.

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

Additional dioceses have established their programs in ecumenical social service organizations.

EMM Mission and Vision Statement

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

The vision of EMM is to—

- Offer hospitality, welcome, and caring for the stranger;
- Provide opportunities for volunteer services to meet human needs;
- Advocate through public opinion formation and education for human rights, justice, peace, and legal protection;
- Address the root causes of human displacement and work for durable solutions; and

Foster cross cultural awareness through close involvement between ethnic communities.

Support of the Program

Episcopal Migration Ministries allocates to each diocese \$417 of the per capita reception and placement grant it receives from the Bureau of Population, Refugees, and Migration of the Department of State. Enabling grants are established to provide additional support depending on individual needs and circumstances.

Matching Grant Program

EMM participated in the matching grant program through the Council of Jewish Federations in FY 1993 with 206 eligible participants through 14 affiliates. Based on the FY 1993 rate of \$431.80 per capita, the total allocation for that fiscal year was \$88,950. With intensive case management to enable early employment, enrollment in public assistance is avoided.

Former Reeducation Camp Detainees

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

Support to Bosnian, Haitian, and Somali Refugees

At the end of the fiscal year, EMM resettled Bosnian, Haitian, and Somali refugees through Episcopal parishes throughout the country.

Immigration Counseling Network

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

FY 1993 Resettlement Activities

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

Amerasians

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

FY 1993 Refugee Arrivals

During FY 1993, EMM resettled 2,514 refugees. In addition, 158 immigrants reunited with their relatives. Follows a breakdown by ethnic origin of EMM's arrivals:

Africa	
Congolese	2
Ethiopian	92
Liberian	51
Somali	61
Sudanese	2
Ugandan	6
Total	214
Europe	
Albanian	12
Bosnian	130
Bulgarian	2
Romanian	14
Total	158
Soviet	
Armenian	23
Armenian Baku	77
Byelorussian	26
Great Russian	69
Russian/Soviet	24
Soviet Jew	18
Ukrainian	349
Total	586

East Asia

Amerasian	244
Burmese	13
Hmong	98
Khmer	23
Laotian	31
ODP	103
Political Prisoners	416
Vietnamese	109
Total	1,037

Latin America

Cuban	229
Haitian	129
Total	358

Near East

Afghan	51
Kurd	18
Iranian	11
Iraqi	81
Total	161

Total (All programs)	2,514
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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 United States. However, from our inception, ECDC has provided a wide range of social services to refugees and immigrants from Africa, Southeast Asia, the Middle East, Eastern Europe, 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 United States, Ethiopia, and the Horn of Africa, and controversies endemic to the region.

Program 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 loan to eligible refugees and asylees; 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 na-

tional 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 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 United States 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 United States (1983).

Resettlement Program

ECDC 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 1993, 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 1993, ECDC resettled 497 refugees. The following table indicates by region ECDC's refugee arrivals:

Ethiopians	102
Liberians	68
Somalis	84
Sudanese	25
Burundis	1
Zairians	1
Afghans	4
Iranians	5
Iraqis	71
Haitians	27
Bosnians	109

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 U.S. The second major effort lies in the provision of direct assistance to meet urgent needs of refugees abroad in flight or in temporary asylum in a neighboring country.

The IRC carries out its domestic resettlement responsibilities from its New York headquarters and its regional resettlement offices around the U.S. 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 Offices in Croatia, the Sudan, and Sierra Leone, which, under contract to the Department of State, carry out the interviewing, documenting, and processing of refugees in those countries destined for resettlement in the U.S.

Overseas refugee assistance programs 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, 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. In response to an emergency request from the UNHCR, IRC began cross border projects from Kenya into Somalia to assist the estimated 500,000 Somalis uprooted by civil strife. Large scale health, nutrition, sanitation, and water projects have been put into place in the border area.

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. IRC is committed to freedom, human dignity, and self-reliance. 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 13 regional offices. They are staffed by professional caseworkers and supported by volunteers from the local community.

In addition to the network of regional offices, IRC works with one affiliated organization, the Polish Welfare Association in Chicago, Illinois, which 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, and tools for specific jobs, and, where necessary, medical costs.

Newly arriving refugees are counseled on the desirability of early employment. Each office has job placement workers on staff and has developed contacts through the years with local employers. Federally 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.

In addition to its New York headquarters, the IRC regional resettlement offices are located in Boston,

Massachusetts; Washington, D.C.; Atlanta, Georgia; Dallas, Texas; San Diego, Orange County, Los Angeles, San Francisco, and San Jose in California; and Seattle, Washington. Offices primarily assisting Cuban refugees are maintained in Miami, Florida and West New York, New Jersey. 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 tragic conflict in the former Yugoslavia. IRC resettlement offices working with these refugees have established links with local ethnic communities, hired interpreters or bilingual 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. They merit special attention by resettlement staff. IRC is particularly 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 1993, the International Rescue Committee resettled the following number of refugees:

East Asia	
First Asylum	1,446
Former Political Prisoners	3,549
Amerasians	1,678
ODP regular program	511
Former Soviet Union	804
Eastern Europe	445
Near East	1,130
Africa	1,388
Latin America	752
Total	11,703

Iowa Department of Human Services

Bureau of Refugee Services

The State of Iowa's longstanding commitment to refugee resettlement continued through FY 1993 with the activities of the Bureau of Refugee Services. The Bureau, administratively a part of the Iowa Department of Human Services since January 1986, serves as both a reception and placement agency and as the State's social service provider.

Since 1975, when former Iowa Governor Robert D. Ray created the Governor's Task Force for Indochinese Resettlement, the State government and people of Iowa have been truly committed to refugee resettlement. Iowa Governor Terry E. Branstad and Human Services Director Charles Palmer have also maintained their strong support for the refugee program.

The Iowa Human Services Director, Charles Palmer, serves as Iowa's State Coordinator for Refugee Affairs. Wayne Johnson, Chief of the Bureau of Refugee Services, is Deputy Coordinator and program manager.

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 for Refugee Programs of the Department of State. Core services provided under this agreement include pre-arrival assistance, reception services for refugees during their first 30 days after arrival, counseling, and referral services.

The Bureau of Refugee Services carries out its resettlement efforts from its headquarters in Des Moines, Iowa. In addition, the agency has three regional offices located in Davenport, Sioux City, and Cedar Rapids. A satellite office for the Sioux City region is also maintained in Storm Lake.

During FY 1993, the Bureau resettled 401 refugees. The breakdown by ethnic group of the refugees resettled was as follows.

Hmong	1
Vietnamese	287
Bosnians	113
Total	401

The refugee sponsor model has always been the cornerstone of Iowa's resettlement program. During FY 1993 the Bureau continued to focus its recruitment efforts in areas identified as having strong employment possibilities and sponsor potential.

Cumulative Arrivals

The 1993 arrivals brought the cumulative resettlement totals of the Bureau of Refugee Services to the following levels:

Cambodian	368
Hmong	443
Laotian	1,873
Tai Dam	2,375
Vietnamese	2,266
Bosnian	113
Other	57
Total	7,495

Caseload Composition

The Bureau of Refugee Services has resettled 56 percent (7,495) of the estimated 13,350 refugees living in Iowa. The balance of refugees have been resettled by other voluntary agencies represented in the State, or they have moved to Iowa as secondary migrants.

The agency's caseload in FY 1993 was composed of multi-ethnic family reunification cases, Amerasians and their accompanying family members, Vietnamese former political prisoners and their families, and

Bosnians who fled the civil strife in the former Yugoslavia.

Goal and Mission—Refugee Self-Sufficiency

The Bureau of Refugee Services operates an **employment-oriented refugee program** utilizing a professional service delivery system and comprehensive case management. The agency consists of a team of individuals representing various disciplines, such as reception and placement activities, sponsor recruitment, immigration, job development, job placement, case management, social adjustment, and administration.

State Social Services

In FY 1993, Bureau staff made a total of **740 job placements**, an average of 62 per month, and **21,476 service contacts**, an average 1,790 per month, involving employment-related support services, health services, social adjustment and counseling, and interpretation.

Related Activities

Job Links—Supplementary social service funding was provided to the State to increase refugee employment and self-sufficiency. Program services under this initiative included Vocational English as a Second Language (VESL) classes, day care in Sioux City and Des Moines, and employment services in Sioux City, Cedar Rapids, and Davenport.

Mutual Assistance Association (MAA) Incentive Funds—Three refugee MAAs were funded by the State in FY 1993 for the direct provision of services to refugee clients. At least half of the board members of the MAAs were refugees or former refugees, and boards included both refugee men and women.

Unaccompanied Refugee Minors—Iowa ranks sixth in the nation in placement of unaccompanied refugee minors. Cumulatively, 594 minors have been placed in Iowa-licensed child welfare programs operated by Lutheran Social Services since the program's inception.

Refugee Health—The Bureau of Refugee Services coordinates activities with the State and local public

health departments for refugee health assessments to identify health problems which might impair effective resettlement, employability, and self-sufficiency. Assistance is also provided to the public health agencies in the area of infectious disease control.

State Legalization Impact Assistant Grant (SLIAG)—The Iowa Department of Human Services, Bureau of Refugee Services, is also the recipient of SLIAG funding. The Immigration Reform and Control Act of 1986 (IRCA) authorized grant funds to assist the State with the costs of providing financial, medical, and educational assistance to certain newly legalized aliens during a period of five years from the date of legalization.

Policy on Public Assistance Usage

The State of Iowa has **maintained a low welfare rate** among its refugees through policies that facilitate moving refugees off assistance or encourage them to never begin receiving cash benefits. The State has no general assistance program, and refugees that refuse employment are subject to sanctions.

Lutheran Immigration and Refugee Service

Lutheran Immigration and Refugee Service (LIRS) is the official agency of Lutheran churches in the United States for work with refugees, asylum seekers, undocumented persons, and immigrants.

It is a cooperative, nonprofit agency of the Evangelical Lutheran Church in America, the Lutheran Church—Missouri Synod, and the Latvian Evangelical Lutheran Church in America, which together represent ~~eight million members, or 95 percent of all~~ Lutherans in the United States.

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

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

LIRS' resettlement services are designed to foster early employment, meet individual needs, coordinate with community resources, and prevent duplication of services. Coordinating with church, public, and private organizations that carry related responsibilities is important to the agency.

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

LIRS resettles refugees where local sponsorships and employment opportunities offer the best chance for early self-sufficiency and where the population in-

cludes other people from the refugees' own ethnic background. "Free" cases—those without family or other contacts in the U.S.—are not placed in areas like California that already have large refugee populations.

Lutherans have traditionally welcomed new immigrants since the Nineteenth Century. In 1939, the work was organized on a national scale to help World War II refugees. Today, LIRS resettles few northern Europeans, but mainly people from Southeast Asia, the former Soviet Union, the Middle East, Africa, Latin America and the Caribbean, and Southeast Europe.

In 54 years of service, more than 200,000 refugees have been given a new start in this country through LIRS. This includes more than 5,000 unaccompanied refugee minors placed in foster care since 1979.

In FY 1993, LIRS resettled 9,030 refugees:

African	854
European	2,593
Indochinese (Boat)	311
Indochinese (Land)	923
Indochinese (ODP)	3,235
Latin American/Caribbean	376
Near Eastern	738
Total	9,030

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

National administration takes place at 390 Park Avenue South, New York, New York 10016-8803. With a 35-member staff, this national office manages the refugee resettlement program through 26 regional offices and 26 suboffices; the unaccompanied minor refugee program through 22 regional offices; the Joint Voluntary Agency in Hong Kong;

and the match grant program. The agency also manages a number of non-government-funded programs which are not reflected in this report.

From New York, contracts are maintained with government agencies, other voluntary agencies, the Refugee Data Center, and international counterparts. Arrangements are made for refugee welcome at ports of entry and final destination. Regional office work is monitored through 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 affiliated offices provide regional support throughout the country. These offices recruit and train local sponsors, then ensure and document that all core devices have been provided. The staff members are experienced resources for planning, problem solving, intercultural communication, English as a Second Language training, referrals, and employment. They also coordinate with State and local government officials, for example, through community refugee forums.

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

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.

LIRS' "Opening Hearts, Opening Doors" program is based on the premise that in bringing newcomers and more established community members together in a personal, positive, and intentional way, cross-cultural relations are enhanced, greater inter-racial and inter-ethnic understanding is nurtured, and refugee self-sufficiency and participation in civic life happen sooner.

Both refugees and their neighbors can be transformed by this process for the good of the whole community. LIRS' program therefore builds bridges between new Americans and their neighbors, while equipping and encouraging the newcomers for self-sufficiency and participation in civic life.

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

FY 1993 Highlights

- Resettlement of **Bosnian** refugees, both family reunions and free cases, throughout the LIRS system. Sites receiving the largest numbers at present are Jacksonville and Tampa, Florida; Utica and New York City, New York; Washington, D.C.; Chicago, Illinois; Milwaukee, Wisconsin; Fargo, North Dakota; and Denver, Colorado. The Minneapolis affiliate office also offers special support through services with the Center for Victims of Torture.
- Resettlement of 150 **Montagnard** refugees through LIRS' affiliate office in the Carolinas, which receives matching grant funding from ORR. As with the first group of Montagnards resettled, this program has been strongly successful, with typically nine out of every ten persons employed.

- Overwhelming community support generated by LIRS' affiliate office in the National Capital area. **Muslim and Lutheran volunteers** have been working together in the ORR-funded matching grant program, with excellent employment outcomes.

- A special initiative for **hearing-impaired Hmong refugees**, in conjunction with the affiliate office in Wisconsin. The ultimate goal of the project is 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.

- Continued resettlement of **Iraqis, Shiites, and Kurds** from the Near East; **Liberians** from Africa; **Amerasians** and former **political prisoners** from Vietnam; and continuing work with resettled populations such as the **Hmong** in Minnesota, Wisconsin, and California.

- Speedy resettlement of **Haitian** refugees in emergency situations with direct departure from Haiti.

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

- A LIRS initiative of regional events to analyze and strengthen **the role of volunteers** who carry out resettlement throughout the country. This privately funded series of consultations, under the theme "Volunteerism and the Role of the Church in Working with New Americans," brought together volunteers who have sponsored refugees under Lutheran auspices to examine what has proven effective in the work. The process provided valuable insights on how to maintain LIRS' standards for quality resettlement and generated deeper commitment and involvement among many of the participants.

Tolstoy Foundation, Inc.

The Tolstoy Foundation is a non-profit, non-political, and non-sectarian international agency which counsels and provides services to refugees the world over. Since its founding in 1939 by Alexandra Tolstoy, the youngest daughter of the renowned author and humanitarian Leo Tolstoy, the Foundation has, among others, assisted Afghans, Armenians, Bulgarians, Cambodians, Circassians, Czechoslovakians, Ethiopians, Hungarians, Iranians, Iraqis, Laotians, Poles, Russians, Rumanians, Tibetans and Uganda Asians. The Foundation has provided assistance over the years to some 100,000 needy refugees and immigrants. This number does not include the many refugees assisted in their resettlement in Canada, Australia, New Zealand, and South America. In FY 1992, the Foundation had its headquarters for Europe in Munich, Germany, as well as offices in six other European countries which arrange for the processing of refugees and provide aid and immigration services for elderly and needy exiles.

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

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

Services provided start prior to the arrival of the refugee in the United States, beginning with a search for private sponsors or relatives and their orientation and continuing with the verification of medical records and reception of the refugees at point of entry and final destination in the United States. Initial support provides for food, clothing, housing, and basic household goods and furnishings, depending on individual needs.

Orientation programs, training, employment counseling and placement, English language referral, school placement for children, and health and other services which help integrate the refugee into a local community are arranged or provided by regional offices.

To implement its resettlement program, the Tolstoy Foundation has four regional offices in the United States. Each office is staffed according to the needs of the sponsored refugees in the area. Staff of these offices maintain the capacity to provide necessary services in the native language of the non-English speaking refugee cases. Part-time interpreter-counselors are utilized in offices where the caseload is too small to warrant a full-time employee.

Tolstoy Foundation regional offices are located in:

- Phoenix, Arizona
- Los Angeles, California
- Ferndale, Michigan
- Salt Lake City, Utah

These offices operate under resettlement procedures and guidelines set by the national headquarters. Every office submits program and status reports, on a monthly basis, to headquarters. Periodically, executive staff in New York City headquarters visit offices to monitor and advise on the resettlement efforts. Special workshops are usually held once a year for staff professional development.

Each regional office is provided with funds for necessary expenditures such as food, rent, household items, bedding, some medical and other refugee expenses as well as office expenses. Accounting takes place by the utilization of monthly reports. Complete records with receipts are kept of all expenditures and are on file with the original in the headquarters accounting office. Expenditures for each refugee are also noted in his/her file with running account records for each. Direct contact by phone and facsimile is maintained with the headquarters office for

consultation and/or decision making on matters for which the regional directors need advice or approval.

Through its regional offices, the Tolstoy Foundation maintains direct contact with each refugee and sponsor through each stage of the resettlement process. Often, this contact is maintained for many months or even years after the refugee has arrived in this country.

Over the years the Tolstoy Foundation has enjoyed a direct relationship, sometimes a contractual relationship, with State Coordinators of refugee programs under the aegis of the Office of Refugee Resettlement of the DHHS. Through almost daily telephonic communication, consultations, and at least monthly meetings, both the private and public sectors work together in providing the best maintenance services possible for the newly arrived refugee. Whatever refinements have taken place in refugee maintenance programs are due to the close communication between the voluntary agency and the involved State authorities.

During FY 1993, the Tolstoy Foundation resettled 1,716 refugees from geographic areas as listed below.

Eastern Europe	168
Soviet Union	1,086
Near East	397
Africa	65
Total	1,716

A portion of the costs of resettlement are borne by the private funds raised by the Tolstoy Foundation for arriving refugees. These funds come from individual donors, foundations, and bequests. The Foundation regularly sends fundraising mailings to past and prospective donors. The Foundation hopes to continue previous levels of support for its resettlement programs. In addition to direct financial assistance, each Tolstoy regional office relies, to a varying extent, on volunteer services and in-kind contributions. The work of the Foundation would not be possible without this generous volunteer and community support.

United States Catholic Conference

The United States Catholic Conference (USCC) is the public policy and social action agency of the Catholic Bishops of the United States. Within USCC, Migration and Refugee Services (MRS) is the lead office responsible for developing Conference policy on migration, immigration, and refugee issues, as well as providing program support and regional coordination for a network of 140 diocesan refugee resettlement offices located throughout the country.

Working without regard to race, religion, or national origin, MRS resettled over 29,000 refugees in FY 1993, as follows:

East Asia	23,302
Soviet Union and Eastern Europe	1,117
Near East and South Asia	2,167
Latin America and Caribbean	1,084
Africa	1,804
Total	29,474

In addition, MRS resettled over 2,500 Cuban and Haitian entrants in FY 1993:

Cubans	2,139
Haitians	390
Total	2,529

An important, but sometimes unrecognized, contribution that the voluntary agencies make to the unique public/private partnership nature of the U.S. refugee program is the resettlement of "non-grant" cases. These can be defined as "immigrant visa beneficiaries and humanitarian parolees who are processed through refugee mechanisms and require MRS involvement in the pre-arrival process, but for

whom no government funding is available." In FY 1993, the MRS diocesan affiliate network resettled 9,712 such "non-grant" refugees.

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

MRS carries out its domestic resettlement activities from offices in Washington, New York City, and Miami. The Washington office is responsible for overall policy formulation and for maintaining regular contact with the Congress, the Department of State, the Department of Labor, the Department of Health and Human Services, and the Immigration and Naturalization Service. The New York office is the agency's refugee operations center, serving as the liaison between overseas processing and the domestic resettlement system. MRS/New York also provides program support to diocesan offices through two regional offices, one in New York and one in San Francisco. To ensure effective diocesan implementation of MRS resettlement policies, these regional offices engage in monitoring and evaluation of the services provided to refugees, as well as assisting in the preparation of diocesan budgets and reports. The regional offices also present MRS policies to regional offices and State refugee coordinators.

In FY 1993, MRS supervised the placement of eight unaccompanied refugee minors in foster care and coordinated the services of Amerasian cluster sites in 44 cities, where the special needs of Amerasian

children and their accompanying family members are being met. MRS also administers, at 41 sites, a Match Grant program, whose goal is early self-sufficiency of refugees through employment. During the past year, 3,322 new clients—comprising 36 ethnic groups—entered the program. Of the 2,351 that completed four months of services, 1,494 were self-sufficient, for a success rate of 64 percent.

MRS has this past year, through various program development activities, increased its efforts to generate new resources to support enhanced services to refugees. MRS recognizes that there are a range of service needs for refugees that cannot be met within existing Federal funding for reception and placement services and State- and ORR-funded refugee social services. MRS attempts to assist its diocesan programs with guidance and information that will enhance and expand local program capacity to respond to these needs.

In September 1990, using the authority established through the Wilson/Fish Amendment to the 1985 Continuing Appropriations Resolution, the San Diego diocese received approval from ORR for the first Wilson/Fish demonstration project operated by a voluntary agency. The project is entering its fourth year of support from ORR. As of March 1, 1994, the Kentucky Wilson/Fish project will have completed two years as the major provider of resettlement services to refugees placed in that State.

MRS continues to work collaboratively with other national voluntary agencies in developing policies and strategies for improving transitional resettlement services for refugees—a challenge which takes on added importance with declining Federal funds.

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

In an attempt to counter negative attitudes toward immigrants and refugees, MRS has given considerable attention this past year to educational efforts directed at ensuring an informed, open public attitude toward all newcomers seeking to rebuild their lives in the U.S.

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

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

World Relief of the National Association of Evangelicals

During FY 1993, World Relief, the international assistance arm of the National Association of Evangelicals, resettled over 10,000 refugees and immigrants through its network of affiliate offices and sponsoring churches. Participation in the resettlement of refugees is seen as an extension of World Relief's mandate to enable the local evangelical church to minister to those in need.

Founded in 1944 to aid post-World War II victims, World Relief is now assisting self-help projects around the world. The commitment of World Relief to refugees world-wide is evidenced by both its U.S. resettlement activities and its overseas involvement. In cooperation with the State Department and UNHCR, World Relief currently administers the PREP program at the Refugee Processing Center in the Philippines. It also has a large staff committed to spiritual ministries. World Relief continues to work with refugees and displaced persons in Asia, Africa, 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 affiliates in Ft. Worth, 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 49 denominations and religious organizations and approximately 20,000 missionaries throughout the world.

The U.S. Resettlement Program of World Relief is administered through its national office near New York City in Congers, New York. Under the supervision of a senior management structure, resettlement activities are carried out through a nationwide network of 28 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, while free cases are tracked for 180 days for employment.

From the inception of its refugee resettlement program in 1979, World Relief local offices have generated a large network of churches, colleges, seminaries, home mission groups, and para-church organizations which together provide a broad range of support and services for refugees. In FY 1993, this included sponsorships, cash contributions, gifts-in-kind, technical assistance, public relations assistance, and a variety of volunteer services.

Sponsorship Models

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

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

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

Special Caseloads in FY 1993

The World Relief resettlement program assists in the resettlement of approximately eight percent of the total refugees arriving to the United States during FY 1993. Much of World Relief's total caseload in the past year was made up of Amerasians and their accompanying family members, Vietnamese former political prisoners, and Soviet Evangelical Christians. Significant numbers of Somali, Iraqi, Cuban, Haitian, and Bosnian refugees comprised the remainder of the caseload.

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

Indochina:	
Amerasians	832
Former Political Prisoners	2,179
First Asylum	2,039
Near East	449
Africa	555
Eastern Europe	244
Latin America	418
Former Soviet Union:	
Evangelical Christians	3,240
Others	298
Total	10,254
Additional Immigrants	1,214

APPENDIX D

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In 1993, ORR continued to fund special services for former re-education camp detainees from Vietnam. Photo by Mark Halevi.