

# OFFICE OF REFUGEE RESETTLEMENT ANNUAL REPORT TO CONGRESS FY 2013

**U.S. DEPARTMENT OF  
HEALTH AND HUMAN SERVICES**  
Administration for Children and Families  
Office of Refugee Resettlement





# TABLE OF CONTENTS

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|  |           |
|--|-----------|
| <b>EXECUTIVE SUMMARY .....</b>   | <b>1</b>  |
| <b>INTRODUCTION .....</b>  | <b>4</b>  |
| <b>I. REFUGEE RESETTLEMENT PROGRAM</b>   |           |
| Eligible Populations .....   | 6         |
| Amerasians.....  | 6         |
| Cuban and Haitian Entrants .....   | 6         |
| Asylees .....  | 6         |
| Special Immigrants.....  | 7         |
| Other Categories Eligible for ORR Assistance and Services.....                           | 7         |
| Initiatives, Highlights and Collaborations.....  | 7         |
| Refugee Placement.....   | 7         |
| LGBT Technical Assistance.....   | 8         |
| ORR Refugee Health Initiatives .....   | 8         |
| Domestic Resettlement Program .....  | 10        |
| Table I-1: ORR Appropriation FY 2013 .....   | 10        |
| <b>1. State Administered Program</b> .....   | <b>10</b> |
| • <i>Cash and Medical Assistance</i> .....   | 10        |
| Table I-2: CMA, Social Services and Targeted Assistance Obligations 2013 (by State)..... | 11        |
| • <i>Social Services</i> .....   | 12        |
| • <i>Targeted Assistance</i> .....   | 13        |
| Table I-3: Targeted Assistance 2013 (by County) .....                                    | 13        |
| <b>2. Unaccompanied Refugee Minors</b> .....   | <b>14</b> |
| Chart I-1: FY 2013 URM by Geographic Region .....  | 15        |
| Chart I-2: FY 2013 URM by Category of Eligibility.....                                   | 16        |
| <b>3. Alternative Programs</b> .....   | <b>16</b> |
| • <i>Public/Private Partnerships</i> .....   | 16        |
| • <i>Wilson/Fish Alternative Program</i> .....   | 16        |

|   |           |
|---|-----------|
| Table I-4: Wilson/Fish Grantees.....  | 18        |
| • <i>Voluntary Agency Matching Grant Program</i> .....  | 19        |
| Table I-5: Breakdown of Match Grant Enrollment by Immigration Status .....                      | 21        |
| Table I-5a: Church World Service (CWS) .....  | 21        |
| Table I-5b: Episcopal Migration Ministries (EMM).....   | 21        |
| Table I-5c: Ethiopian Community Development Council (ECDC) .....                                | 22        |
| Table I-5d: Hebrew Immigrant Aid Society (HIAS) .....   | 22        |
| Table I-5e: International Rescue Committee (IRC).....   | 22        |
| Table I-5f: Lutheran Immigration and Refugee Service (LIRS).....                                | 22        |
| Table I-5g: United States Conference of Catholic Bishops (USCCB) .....                          | 23        |
| Table I-5h: U.S. Committee for Refugees and Immigrants (USCRI) .....                            | 23        |
| Table I-5i: World Relief (WR).....  | 23        |
| Table I-5j: Highlights of All Local Service Providers with More Than 150 Enrollments.....       | 24        |
| <b>4. Outcomes .....</b>  | <b>26</b> |
| <i>Partnerships to Improve Employment and Self-Sufficiency Outcomes</i> .....                   | 26        |
| <i>Performance Summary</i> .....  | 26        |
| Table I-6: FY 2012 and FY 2013 Performance Outcomes for All States and California Counties..... | 28        |
| <b>5. Discretionary Grants .....</b>  | <b>35</b> |
| <i>Individual Development Account Program</i> .....   | 35        |
| Table I-7: FY 2013 Individual Development Account Grantees.....                                 | 36        |
| <i>Targeted Assistance Discretionary Grants</i> .....   | 37        |
| Table I-8: FY 2013 Targeted Assistance Discretionary Grantees .....                             | 37        |
| <i>Technical Assistance</i> .....   | 38        |
| Table I-9: FY 2013 Technical Assistance Grantees.....   | 39        |
| <i>Microenterprise Development Program</i> .....  | 39        |
| Table I-10: FY 2013 Microenterprise Development Program Grantees .....                          | 40        |
| <i>Refugee Home-Based Child Care Microenterprise Development Program</i> .....                  | 40        |
| Success Stories from our Grantees.....  | 41        |
| Table I-11: Home Based Childcare MED Grantees FY 2013 .....                                     | 42        |
| <i>Refugee Agricultural Partnership Program</i> .....   | 43        |
| Table I-12: FY 2013 Refugee Agricultural Partnership Program Grantees.....                      | 44        |
| <i>Preferred Communities Program</i> .....  | 44        |
| Table I-13: FY 2013 Preferred Communities Program Grantees .....                                | 45        |
| <i>Supplemental Services for Recently Arrived Refugees Program</i> .....                        | 47        |
| <i>Ethnic Community Self-Help Program</i> .....   | 48        |
| Table I-14: FY 2013 Ethnic Community Self-Help Program Grantees.....                            | 50        |
| <i>Preventive Health</i> .....  | 51        |
| Table I-15: FY 2013 Preventive Health Discretionary Program Grantees.....                       | 51        |
| <i>Cuban/Haitian Grants</i> .....   | 52        |
| Table I-16: FY 2013 Cuban/Haitian Program Grantees .....  | 52        |
| <i>Refugee School Impact</i> .....  | 53        |

|   |           |
|---|-----------|
| Table I-17: FY 2013 Refugee School Impact Program Grantees .....  | 53        |
| <i>Services for Elderly Refugees</i> .....  | 54        |
| Table I-18: FY 2013 Services for Elderly Refugees Program Grantees.....   | 55        |
| <i>Services for Survivors of Torture Program</i> .....  | 55        |
| Table I-19: FY 2013 Survivors of Torture Program Grants .....   | 57        |
| <b>6. Victims of Trafficking.....</b>   | <b>58</b> |
| Table I-20: FY 2013 Certification and Eligibility Letters.....  | 59        |
| Table I-21: Top Nine Countries of Origin of Adult Victims of Trafficking Who Received Certification Letters<br>in FY 2013 ..... | 60        |
| Table I-22: Top Four Countries of Origin of Child Victims Who Received Eligibility Letters in FY 2013.....                      | 60        |
| Table I-23: Individual Clients Who Received Case Management Services via Per Capita Grants in FY 2013 .....                     | 61        |
| Table I-24: Breakdown of All Victims Served Under Per Capita Grants in FY 2013 .....  | 61        |
| Table I-25: Types of Calls Received by the NHTRC in FY 2013.....  | 62        |
| <b>7. Unaccompanied Children Program.....</b>   | <b>66</b> |
| Table 1-26: Unaccompanied Children Placed in Care .....   | 68        |
| Chart 1-3: FY 2013 Daily Average Unaccompanied Children in Custody by Month .....   | 68        |
| Chart 1-4: Gender of Unaccompanied Children .....   | 69        |
| Chart 1-5: Unaccompanied Children—Country of Origin .....   | 69        |
| Map: Most Common Countries of Unaccompanied Children.....   | 70        |
| Chart 1-6: Sponsor Relationship to Unaccompanied Children in FY 2013 .....  | 71        |
| <i>Program Expansion</i> .....  | 71        |
| <i>Legal Services</i> .....   | 72        |
| Table I-27: Detained Unaccompanied Children Screenings Summary FY 2013 .....  | 72        |
| Child Advocates.....  | 72        |
| <i>Program Achievements</i> .....   | 73        |
| <b>8. U.S. Repatriation Program.....</b>  | <b>74</b> |
| <i>Program Statistics</i> .....   | 74        |
| Table I-28: Top Ten Departure Countries and Resettlement States from FY 2011 through FY 2013 .....                              | 75        |
| <i>Main Temporary Services Provided</i> .....   | 75        |
| Chart I-7: Types of Temporary Services Provided in FY 2013.....   | 76        |
| <i>Case Planning Closure</i> .....  | 76        |
| <i>Repatriation Loan Collection and Loan Waivers</i> .....  | 76        |

## II. REFUGEES IN THE UNITED STATES

|  |    |
|--|----|
| Nationality of U.S. Refugee Population .....   | 77 |
| Table II-1: Summary of Refugee Arrivals by Region for FY 2008-2013 .....               | 77 |
| Table II-2: Countries by Region.....   | 77 |
| Table II-3: Summary of Admissions for Near East/South East Asia for FY 2008-2013 ..... | 79 |
| Table II-4: Summary of Admissions East Asia for FY 2008-2013.....                      | 79 |
| Table II-5: Summary of Admissions for Africa for FY 2008-2013 .....                    | 79 |
| Table II-6: Summary of Refugee Arrivals for FY 2013 .....                              | 80 |

|   |     |
|---|-----|
| <i>Geographic Location of Refugees</i> .....  | 81  |
| Table II-7: Summary of Refugee Arrivals by State for FY 2008-2013 .....   | 81  |
| Table II-8: Summary of Refugee Arrivals by State for FY 2013 .....  | 82  |
| Secondary Migration.....  | 83  |
| Employment and Labor Force Statistics within Five-Fiscal-Year Period.....   | 84  |
| <i>Economic Adjustment</i> .....  | 84  |
| <i>Gauges of Economic Adjustment</i> .....  | 84  |
| <i>Employment Status</i> .....  | 85  |
| Table II-9: Employment Status of Refugees by Year of Arrival and Gender: 2013 Survey .....  | 85  |
| Table II-10: Employment Status of Refugees by Survey Year and Gender(Based on Refugees Age 16 or Older) ..                                | 86  |
| Chart II-1: Employment Rate of Refugees and U.S. Population by Survey Year .....  | 87  |
| Table II-11: Employment Status of Selected Refugee Groups by Gender: 2013 Survey .....  | 88  |
| <i>Reasons for Not Looking for Work</i> .....   | 89  |
| Chart II-2: Reasons Not Looking for Work for Refugees 16 Years or Older .....   | 89  |
| <i>Work Experience in the Previous Year</i> .....   | 89  |
| Chart II-3: Percent of Refugees Who Worked in the Year Prior to the Survey and Average Number of<br>Weeks Worked by Year of Arrival ..... | 90  |
| Table II-12: Work Experience of Adult Refugees by Year of Arrival: 2013 Survey .....  | 90  |
| <i>Elapsed Time to First Job</i> .....  | 91  |
| Chart II-4. Elapsed Time to First Job for Refugees Who Have Ever Worked by Survey Year .....  | 91  |
| <i>Factors Affecting Employment</i> .....   | 91  |
| Table II-13: Education and English Proficiency Characteristics of Selected Refugee Groups .....   | 92  |
| Table II-14 – English Proficiency and Associated EPR by Year of Arrival.....  | 94  |
| Table II-15: Service Utilization by Selected Refugee Groups and Year of Arrival: 2013 Survey .....  | 95  |
| <i>Earnings and Utilization of Public Assistance</i> .....  | 96  |
| Chart II-5: Average Hourly Wages of Employed Refugees by Year of Survey and Year of Arrival .....   | 96  |
| Table II-16: Average Hourly Wages, Home Ownership, and Self-Sufficiency by Survey Year .....  | 97  |
| Table II-17: Average Hourly Wages, Home Ownership and Self-Sufficiency by Survey Year .....   | 97  |
| Table II-18: Characteristics of Households by Type of Income .....  | 98  |
| <i>Medical Coverage</i> .....   | 99  |
| Table II-19: Source of Medical Coverage by Selected Refugee Groups and Year of Arrival.....   | 99  |
| Table II-20: Source of Medical Coverage by Selected Refugee Groups and Year of Survey.....  | 100 |
| <i>Refugee Public Assistance Utilization</i> .....  | 101 |
| Table II-21: Public Assistance Utilization by Selected Refugee Groups.....  | 101 |
| Table II-22: Public Assistance Utilization by Selected Refugee Groups by Year of Survey .....   | 102 |
| <i>Employment and Public Assistance Utilization Rates by State</i> .....  | 103 |
| Table II-23: Employment-to-Population Ratio (EPR) and Public Assistance Dependency for Top<br>Ten States: 2013 Survey .....               | 104 |
| Conclusion.....   | 105 |



### III. IRAQI RESETTLEMENT IN THE UNITED STATES

|  |     |
|--|-----|
| <i>Economic Adjustment</i> .....   | 107 |
| <i>Employment Status</i> .....   | 107 |
| Table III-1: Employment Status of the Iraqi Refugee Panel and U.S. Population by Survey Year and Gender (Age 16 or Older) .....                                  | 108 |
| Table III-2: Employment Status of the Iraqi Refugee Panel by Gender: 2013 Survey .....   | 109 |
| <i>Reasons for Not Looking for Work</i> .....  | 109 |
| Chart III-1: Reason not Looking for Work for the Iraqi Refuge Panel Age 16 or Older .....  | 110 |
| <i>Work Experience in the Previous Year</i> .....  | 110 |
| Chart III-2: Percentage of Iraqi Refugees who Worked in the Year Prior to the Survey and Average Number of Weeks Worked by Survey Year .....                     | 111 |
| Table III-3: Work Experience of the Iraqi Refugee Panel by Survey Year (16 years or Older) .....   | 111 |
| <i>Elapsed Time to First Job</i> .....   | 112 |
| Chart III-3: Elapsed Time to First Job for the Iraqi Refugee Panel Who Have Ever Worked .....  | 112 |
| <i>Factors Affecting Employment</i> .....  | 112 |
| Table III-4: Education and English Proficiency Characteristics of the Iraqi Refugee Panel .....  | 112 |
| Table III-5: Iraqi Refugees' English Proficiency and Associated EPR by Survey Year .....   | 114 |
| Table III-6: Iraqi Refugee Panel Service Utilization by Survey Year .....  | 115 |
| <i>Earnings and Utilization of Public Assistance</i> .....   | 115 |
| Chart III-4: Average Hourly Wages of Employed Refugees of the Iraqi Panel by Survey Year .....   | 115 |
| Table III-7: Iraqi Refugees' Hourly Wages, Home Ownership, and Public Assistance by Survey Year .....  | 116 |
| Table III-8: Characteristics of Iraqi Households by Type of Income: 2013 Survey .....  | 117 |
| <i>Medical Coverage</i> .....  | 117 |
| Table III-9: Source of Medical Coverage for the Iraqi Refugee Panel by Survey Year .....   | 118 |
| <i>Public Assistance Utilization</i> .....   | 118 |
| Table III-10: Public Assistance Utilization of the Iraqi Refugee Panel by Survey Year .....  | 119 |
| <i>Employment and Public Assistance Utilization Rates by State</i> .....   | 120 |
| Table III-11: Iraqi Refugee Panel Employment-to-Population Ratio (EPR) and Public Assistance Dependency for Top Two States with Most Refugees: 2013 Survey ..... | 120 |
| Conclusion .....   | 121 |

### APPENDIX A: OUTSIDE RESOURCES

|                                  |     |
|----------------------------------|-----|
| Federal Partners .....           | A-1 |
| Resettlement Agencies .....      | A-1 |
| State Refugee Coordinators ..... | A-1 |



## EXECUTIVE SUMMARY

The Refugee Act of 1980 (Section 413(a) of the Immigration and Nationality Act) requires the Secretary of Health and Human Services to submit an annual report to Congress on the Refugee Resettlement Program. This report covers refugee program developments in Fiscal Year (FY) 2013, from October 1, 2012 through September 30, 2013. It is the forty-seventh in a series of reports to Congress on refugee resettlement in the United States (U.S.) since FY 1975 and the thirty-third to cover an entire year of activities carried out under the comprehensive authority of the Refugee Act of 1980.

## KEY FEDERAL ACTIVITIES

### *Congressional Consultations*

Following consultations with Congress, the President set a worldwide refugee admission ceiling at 70,000 for FY 2013. This included 15,950 for Africa, 16,600 for East Asia, 650 for Europe, 4,400 for Latin America and the Caribbean, 32,400 for the Near East Asia and South Asia and zero for unallocated reserve.

## OFFICE OF REFUGEE RESETTLEMENT (ORR) POPULATIONS SERVED IN FY 2013

|   |        |
|---|--------|
| REFUGEES .....                              | 70,000 |
| SPECIAL IMMIGRANT VISA (SIV) ARRIVALS ..... | 3,000  |
| CUBAN/HAITIAN ENTRANTS.....                 | 29,000 |
| ASYLEES .....                               | 26,000 |
| VICTIMS OF TRAFFICKING .....                | 500    |
| UNACCOMPANIED CHILDREN (UC) .....           | 25,000 |



*Photo: Courtesy of UNHCR*

## Refugee Population Profile

- Near East Asia and South Asia is the largest refugee region among arrivals between FY 2008 and FY 2013. 48 percent of the 393,000 refugees who have arrived in the U.S. between FY 2008 and FY 2013 have fled from nations of Near East Asia and South Asia.
- Burma remained the largest country of origin among refugee arrivals between FY 2008 and FY 2013. 100,000 have fled Burma, followed by 92,000 from Iraq, 70,000 from Bhutan, 27,000 from Somalia, and 23,000 came from Cuba. The rest of the refugee arrivals totaling 81,000 came from other countries.
- The FY 2013 refugee arrivals included 19,000 from Iraq, 16,000 from Burma, 9,000 from Bhutan, 8,000 from Somalia, and 4,000 from Cuba. The rest of the refugee arrivals totaling 14,000 came from other countries.
- Texas (7,000) received the largest number of arrivals in FY 2013 (refugees and Amerasian im-

migrants), followed by California (6,000), Michigan (5,000), New York (4,000) and Florida (4,000). The remaining 44,000 refugee arrivals went to other states with the exception of Wyoming. The state of Wyoming does not participate in the State Administered Refugee Resettlement Program.

## Domestic Resettlement Program

- **Refugee Appropriations:** In FY 2013, after sequestration and an across-the-board rescission, and additional funding transferred in from the Secretary, the Office of Refugee Resettlement (ORR) received an appropriation of \$999.4 million to assist refugee populations, victims of trafficking, and unaccompanied children.
- **Cash and Medical Assistance:** Grants awarded to states totaled \$302.4 million for eight months of assistance.
- **Voluntary Agency Matching Grant Program:** Cooperative agreements awarded to voluntary resettlement agencies totaled \$63.4 million. Under this program, federal funds are matched by national voluntary resettlement agencies to provide employment related assistance and services to refugees, and other eligible populations.
- **Wilson/Fish Alternative Projects:** Grants awarded to 12 state-wide Wilson/Fish projects and one county-wide project totaled \$31.1 million in CMA.
- **Social Services:** Formula grants awarded to states and non-profit organizations (for Wilson/Fish Alternative Program states) totaled \$82 million for a broad range of services for refugees, such as English language training and employment services. Discretionary grants awarded on a competitive basis to public and private non-profit agencies to address critical issues facing refugees and other eligible populations totaled \$67.9 million.
- **Targeted Assistance:** Formula grants awarded to states for counties with large numbers of refugees totaled \$47.6 million to supplement available services to assist refugees in securing employment within one year or less.
- **Refugee Preventive Health:** Grants awarded to state and local health departments totaled \$4.6 million to support coordination and promotion of refugee health.
- **Anti-Trafficking in Persons Program:** Grants and contracts awarded to non-profit and local government organizations totaled \$8.5 million to identify and assist victims of human trafficking in becoming certified and accessing benefits to the same extent as refugees.
- **Survivors of Torture Program:** Grants to non-profit organizations totaled \$10.5 million to provide services to survivors of torture, including treatment, rehabilitation, and social and legal services.
- **Unaccompanied Children (UC) Program:** Grants and contracts to non-profit organizations to provide shelter care services for approximately 25,000 children totaled \$362.1 million.
- **Program Support:** ORR obligated \$19.3 million to support salary and benefits, overhead, IT support, monitoring, and other various support costs.

Photo: Courtesy of Georkis Ramos Quintana





## Economic Adjustment

- The 2013 Annual Survey of Refugees, who have been in the U.S. less than five years, indicated that 51 percent of refugees age 16 or over were employed as of December 2012, as compared with 59 percent for the U.S. population.
- The labor force participation rate was 60 percent for the sampled refugee population, as compared with 63 percent for the U.S. population. The refugee unemployment rate was 14 percent, compared with seven percent for the U.S. population.

*Photo: Courtesy of UNHCR*

- Approximately 50 percent of all sampled refugee households in the 2013 survey were entirely self-sufficient (subsisted on earnings alone). About 39 percent lived on a combination of public assistance and earned income; another eight percent received only public assistance.



- Approximately 11 percent of refugees in the five-year sample population received medical coverage through an employer, while 56 percent received benefits from Medicaid or Refugee Medical Assistance. About 20 percent of the sample population had no medical coverage in any of the previous 12 months.
- Approximately 47 percent of respondents received some type of cash assistance in the 12 months prior to the survey. About 74 percent of refugee households received assistance through Supplemental Nutrition Assistance Program (SNAP), and 23 percent received housing assistance.
- The overall hourly wage of employed refugees at their primary job in the week prior to the 2013 survey in the five-year population was \$9.79. This represents a one percent drop from the 2008 survey, when respondents reported an overall hourly wage of \$9.90 in current dollars (not adjusted for inflation).
- More than 29 percent of refugees in the five-year sample population had completed a secondary or technical school degree or higher prior to coming to the U.S. The average number of years of education was the highest for the refugees from Latin America (12 years), while the lowest was for refugees from Africa and South/Southeast Asia (six years).
- At the time of the survey, 17 percent spoke no English and 50 percent spoke English well or fluently.



## INTRODUCTION

The Office of Refugee Resettlement's (ORR) commitment to helping refugees and other vulnerable populations — including asylees, Cuban/Haitian entrants, unaccompanied refugee minors, victims of torture, unaccompanied children, victims of human trafficking, and repatriated U.S. citizens — remains as strong as ever. ORR understands that refugees have inherent capabilities and it strives to provide the benefits and services necessary to help refugees and other vulnerable populations become self-sufficient and integrated members of American society. In Fiscal Year (FY) 2013, ORR served thousands of vulnerable populations through its various grants and services, administered at the state government level and via non-profit organizations, within an extensive public-private partnership network.

Following ORR's Six Guiding Principles, the focus of the agency remained a client-centered one. As it has since their original release, ORR concentrated its efforts in FY 2013 on programs designed to support the most vulnerable and often-marginalized persons: single mothers; lesbian, gay, bisexual and trans-gender (LGBT) refugees; survivors of torture and human trafficking, and unaccompanied minors.

Refugee health was the top priority for the beginning of FY 2013, specifically as it related to preparing the refugee resettlement network for full implementation of the Affordable Care Act (ACA) in January 2014. ORR issued revised guidance on reporting requirements for the ORR-1 and State Plan submissions (State Letters [12-13](#) and [13-03](#)). The new Division of Refugee Health produced and posted a video, "Refugees and the Affordable Care Act", available in six languages; created a fact sheet and hosted several webinars, and collaborated with the Centers for Medicare & Medicaid Services (CMS) to translate the Marketplace consumer application into 15 different languages relevant to refugees. These materials can be found on the [ORR website](#), along with several other resources to facilitate refugees' access to quality health care.

Outreach to stakeholders remained a key priority for the office, to support and facilitate strategic placement and successful integration of refugees in our communities. In FY 2013, as in previous years, we promoted collaboration at the local level by participating in joint stakeholder meetings with our counterparts at the State Department's Bureau for Population, Refugees and Migration (PRM). ORR leadership joined PRM's Director of Admissions in meeting with city and state officials, health providers, local resettlement agencies, ethnic community leaders, and refugees in Georgia, Arizona, Maine, and California.

As reinforcement of ORR's guiding principles of outreach and robust information dissemination, the Division of Refugee Assistance (DRA) created a peer exchange for State Refugee Coordinators and Refugee Health Coordinators, to share local policies and practices via bi-monthly teleconferences. ORR facilitated calls on community-based case studies, including the following topics in FY 2013: building a responsive mental health system including access and screenings, gaining public support for the refugee program, coordinating individual employment plans, and understanding factors in housing stability.

Marking the first important step to improve outreach and to forge closer working relationships between resettlement stakeholders and the Administration for Children and Families (ACF) Regional Offices, ORR selected its first two Regional Representatives, assigned to Atlanta, Georgia (ACF Region IV) in August, and Denver, Colorado (ACF Region VIII) in September. We then held a stakeholder meeting in Denver in September to introduce local stakeholders to the regional concept, and to announce the new regional representative in Denver. In addition to their regular state analyst duties, ORR Regional Representatives conduct broad local outreach and engagement with refugees and resettlement stakeholders, and work with federal, state, and local partners to align services and ensure that services are

being provided with the best interests of refugees in mind. The Regional Representative model is one that ORR hopes to expand in other key locations.

Expanded engagement also took place across federal partnerships, within ACF and the Department of Health and Human Services (HHS), as well as across Departments. Collaboration with the Department of Labor's Employment and Training Administration (ETA) resulted in several tools and resources for stakeholders, including search by zip code locator tool for service providers, and several webcasts and fact sheets. ORR issued a State Letter ([SL 13-04](#)) in August, detailing the collaboration and its results.

After careful consideration in FY 2013, ORR streamlined and prioritized its technical assistance program, focusing on the welcoming of refugees into American communities and non-ORR direct services to refugees, such as the Temporary Assistance for the Needy Families (TANF) program services.

Lastly, as initially reported in FY 2012, the Unaccompanied Children (UC) program continued to receive significant increases in referral numbers from the Department of Homeland Security (DHS). The total referrals for the year reached approximately 25,000—nearly double the total received in FY 2012. A modified FY 2013 projection was realized in December 2012, prompting implementation of streamlined policies and procedures to safely and quickly reunify children with sponsors. During FY 2013, more than 19,000 children were reunified with family members and other sponsors. Increased capacity and streamlining of the reunification process in FY 2013 also helped ORR avoid the need for emergency operations, as had been the case in FY 2012.

Consistent with the mission of the Administration for Children and Families of promoting the economic and social well-being of children, youth, families and communities, ORR remains wholly committed to its humanitarian obligation to serve the most vulnerable populations in this country.



Photo: ORR/T. Kelley



## I. REFUGEE RESETTLEMENT PROGRAM

The Refugee Act of 1980, established the Office of Refugee Resettlement (ORR), and outlined the United States' (U.S.) commitment to humanitarian relief through resettlement of persons fleeing persecution based on race, religion, nationality, membership in a particular social group, or political opinion. The law explicitly states that the "objectives of this Act are to provide a permanent and systematic procedure for the admission to this country of refugees of special humanitarian concern to the United States, and to provide comprehensive and uniform provisions for the effective resettlement and absorption of those refugees who are admitted."

Since the passage of the Act, over three million refugees from more than 70 countries have been given safe haven in the U.S., along with the possibility of a new beginning, and freedom from persecution and displacement. ORR's mission is to link these newly-arrived populations to key resources to maximize their potential in the U.S., and to become integrated and successful members of American society.

### Eligible Populations

#### ***Amerasians***

The admission numbers for refugees included in this chapter include individuals admitted under the Amerasian Homecoming Act of 1988.

Amerasians are children born in Vietnam to Vietnamese mothers and American fathers and are admitted as immigrants, rather than refugees; however, these youths and their immediate relatives are entitled to the same ORR-funded services and benefits. Since fiscal year (FY) 1988, 76,000 Vietnamese have been admitted to the U.S. under this provision. In FY 2013, the U.S. government admitted 17 Amerasians.

#### ***Cuban and Haitian 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 cash and medical assistance to Cuban and Haitian entrants under the same conditions and to the same extent as such assistance and services for refugees under the refugee program. The first recipients of the new program were the approximately 125,000 Cubans who fled the Castro regime in the Mariel boatlift of 1980.

By law, an entrant, for the purposes of ORR-funded benefits, is a Cuban or Haitian national who is (a) paroled into the U.S., (b) in unterminated exclusion or deportation proceedings, or (c) an applicant for asylum.

Under the terms of a bilateral agreement between the U.S. and Cuba, up to 20,000 Cuban immigrants are allowed to enter the U.S. directly from Cuba annually. These individuals include Havana Parolees who are eligible for ORR-funded benefits and services in States that have a Cuban/Haitian Entrant Program.

#### ***Asylees***

Section 412(e) of the Immigration and Nationality Act provides a refugee with benefits beginning with the first month in which the refugee has entered the U.S. In the past, an asylee's arrival date was considered his entry date for the purposes of program eligibility. The months of eligibility for assistance (currently eight) would then begin on this date. It could precede by months or even years the date that the individual was granted asylum. Because of the time it normally takes for an individual to apply for asylum and to proceed through the immigration process, this interpretation of "entry" prohibited even individuals who applied for asylum immediately upon arrival from accessing refugee cash assistance and refugee medical assistance.





In 1996, Congress revised federal welfare programs to use date of admission, rather than date of physical entry, as the important issue in determining an alien's legal status. Accordingly, ORR now uses the date that asylum is granted as the initial date of eligibility for ORR-funded services and benefits. In FY 2013, ORR provided services to 26,000 persons.

### ***Special Immigrants***

Starting on December 26, 2007, pursuant to the Consolidated Appropriations Act of 2008 (P.L. 110-161), Iraqi and Afghan Special Immigrants (SIVs) became eligible for refugee benefits and services for up to six months; up to 500 principal applicants could be admitted to the U.S. each year. With the signing into law of the National Defense Authorization Act for Fiscal Year 2008 (P.L. 110-181) on January 28, 2008, the ceiling for potential Iraqi SIV admissions grew to 5,000 principal applicants, and Iraqi SIVs became eligible for benefits and services for up to eight months. On December 19, 2009, Iraqi and Afghan SIVs became eligible for the same benefits and services as refugees and for the same time period as refugees. In FY 2013, 3,000 Iraqi and Afghan SIVs were admitted to the U.S. (2,000 and 1,000 respectively).

### ***Other Categories Eligible for ORR Assistance and Services***

All persons admitted as refugees or granted asylum while in the U.S. are eligible for refugee benefits. Certain other persons admitted to the U.S. or granted status under other immigration categories also are 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, asylum applicants, and those in removal proceedings also may receive benefits in the same manner and to the same extent as refugees if they reside in a state with an approved Cuban/Haitian Entrant Program. In addition, certain persons deemed to be victims of a severe form of trafficking, though not legally admitted as refugees, are eligible for ORR-funded benefits to the same extent as refugees.

## **Initiatives, Highlights and Collaborations**

### ***Refugee Placement***

Based on the National Security Staff (NSS) led interagency process, the Department of Health and Human Services/ORR and Department of State/Bureau of Population, Refugees, and Migration (PRM) have instituted quarterly placement consultation meetings with the following stakeholders: Resettlement Agencies; State Refugee Coordinators; Refugee Health Coordinators; Ethnic Community Based Organizations, and ORR technical assistance providers. The consultation allowed the sharing of timely information on refugee arrivals and other relevant data resources to facilitate enhanced subsequent resettlement services. The overall goal, for all parties involved, is to more effectively meet the needs of refugees while promoting their self-sufficiency and successful integration in the United States after their arrival.

In FY 2013, ORR and PRM co-hosted three quarterly placement consultations. ORR and PRM shared information on new arrival numbers, and populations, ORR funding opportunities, refugee employment outcomes, and mainstream services available to refugees. Over two hundred representatives from resettlement agencies, state refugee coordinators, refugee health coordinators, ORR ethnic community self-help program grantees, and ORR technical assistance grantees participated in each meeting. In addition, ORR provided resource information and data to assist PRM in their FY 2014 Consolidated Refugee Placement Decision Plans. This collaborative initiative is designed to improve the planning process in determining where refugees are initially resettled.





### ***LGBT Technical Assistance***

In FY 2013, ORR continued funding for the training and technical assistance grant to Heartland Alliance International, LLC (HAI) for continued development of the network's capacity to meet the resettlement needs of lesbian, gay, bisexual, and transgendered (LGBT) refugees and asylees through The Rainbow Welcome Initiative.

In an effort to provide training to greater numbers of providers, HAI conducted a four-part webinar series titled "Strengthening Services for LGBT Refugees and Asylees." Each webinar lasted 90 minutes, and had a unique thematic focus for different target audiences. Topics included: understanding terms, concepts, and conditions; creating safe spaces; ensuring mental health and wellness; and case management and community support. Heartland also produced three videos which are included in an electronic package of resources for resettlement agencies. The series touched on sensitive topics relevant to LGBT resettlement and barriers faced upon arrival such as religious aspects and supportive services, interviews with refugees and asylees on their experiences, and challenges and stereotypes of LGBT individuals.

Heartland garnered support from three pilot sites providing comprehensive services and continued trainings from the Nationalities Service Center in Philadelphia, Heartland's Refugee and Immigrant Community Services in Chicago, and Church World Service in Miami. These project sites helped strengthen relationships with LGBT organizations and other community partners.

Heartland also held the nation's first ever clinical institute on LGBT survivors of torture attended by practitioners and mental health experts, exploring the clinical needs of LGBT torture survivors, to understand how interventions can be adapted to develop appropriate treatment plans. LGBT torture survivor clinical needs, best practices, and future areas for research and advocacy were derived from this meeting.

ORR also extended trainings and technical assistance to the Unaccompanied Children's Program where Heartland conducted four regional training workshops on LGBT issues regarding adolescents. A curriculum for clinicians on child trauma, stress, and mental health issues affecting LGBT youth and adolescents was developed, as well as a "Healthy Adolescence Guide" for adolescents focusing on self-esteem, body image, and gender identity issues. A best practices publication was written and highlighted success stories from the field and synthesized key messages and tips for providers in addressing such issues.

HAI expanded their scope of work to include the ORR Anti-Trafficking In Persons Program and the Cuban/Haitian Program through March 2014. HAI conducted two webinars to trafficking grantees discussing terms, myths, information on child and adolescent development with respect to sexual orientation and gender identity, and case management. The extension also provided resources to Cuban/Haitian programs such as videos of personalized interviews with Cuban/Haitian migrants and their experiences. Additional regional training sessions were held in three locations for resettlement agencies in smaller cities and rural communities to provide outreach to state refugee coordinators and resettlement workers. Sessions were held in Columbus, Ohio, Seattle, Washington, and Syracuse, New York. The extension also allowed Heartland to provide training to ORR staff in August 2013. HAI received \$62,500 in funds that extended their project through March 2014.

### ***ORR Refugee Health Initiatives***

ORR considers health to be a vital component to successful resettlement. The Division of Refugee Health (DRH) oversees the Refugee Medical Assistance (RMA) and Refugee Medical Screening programs. DRH is also responsible for two grant programs: Preventive Health and Services for Survivors of Torture. In FY 2013, DRH continued to engage federal, state, and non-governmental partners to promote refugee health, especially around the topics of the Affordable Care Act (ACA), health education, medical screening, and mental health.

In February 2013, ORR created an ACA workgroup for refugees with the objective of communicating information from federal agencies to state and voluntary organizations as well as sharing experiences from those in the field who are enrolling refugees in Medicaid and the health insurance marketplace. During the workgroup meetings, the Centers for Medicare & Medicaid Services (CMS) presented on ACA topics, states shared information on how they are preparing for ACA, and Navigators presented their outreach and enrollment efforts. In addition, ORR had a number of discussions with CMS to ensure that refugees, who are covered under the provisions of the ACA, are included in the Federally-Facilitated Marketplace. ORR updated the income methodology to Modified Adjusted Gross Income (MAGI) to harmonize with Medicaid. Finally, ORR funded the translation of the Marketplace Consumer Application into 15 top refugee languages and produced a YouTube video to introduce the Health Insurance Marketplace to refugees in multiple languages.



Photo: Courtesy of UNHCR

Besides the health insurance videos, ORR highlighted refugee health education and outreach with other projects. Given that refugee women represent a vulnerable group that may face reproductive health disparities, ORR produced a series of YouTube women's health videos in the Somali language aimed at Somali refugee women. The video series was developed in collaboration with women's health advocates and Somali refugee community organizations. ORR also created a refugee health section on its website, hosted two webinars on refugee health topics, and published two issues of its refugee health newsletter.

In FY 2012, ORR issued revised Medical Screening Guidelines for Newly Arriving Refugees which superseded the 1995 protocol for domestic medical screening. ORR continued to advise states as they started to implement the guidelines in FY 2013. Moreover, ORR conducted three technical assistance site visits to medical screening clinics for the first time. ORR also provided input to the Centers for Disease Control and Prevention (CDC) as they updated parts of their guidance on domestic medical screening.

Recognizing that refugees have suffered varying levels of trauma, improving emotional wellness is another focus of ORR. For example, ORR included emotional wellness activities in several grant programs. The division of Refugee Health has also been working with states to implement mental health screening for newly arrived refugees as well as appropriate follow-up services. After ORR requested that CDC conduct an epidemiologic investigation into the high reports of suicides in Bhutanese refugees, CDC delivered their final report in FY 2013. The two main recommendations from the CDC to ORR are: 1) Support community-based interventions to promote wellness and prevent suicide, and 2) The need for standard procedures for monitoring and reporting suicides and suicide attempts.

ORR has been working to follow-up on CDC's recommendations, including standardizing the reporting of suicides and engaging with the Substance Abuse and Mental Health Services Administration (SAMHSA). In 2013, ORR consulted with subject matter experts and refugee community leaders, and offered webinars related to suicide prevention. In October 2013, ORR hired a program specialist for refugee mental health and developed a "Five-Point Framework For Promoting Emotional Wellness and Suicide Prevention". The Five-Points are partnership, data collection, awareness and education, screening and referral, and community support. ORR is working closely with Bhutanese community leaders, SAMHSA Suicide Prevention Branch, state refugee health coordinators, health care professionals and other partners to implement this framework.



## Domestic Resettlement Program

In FY 2013, the refugee and entrant assistance program was funded under the Consolidated and Further Continuing Appropriations Act of 2013 (P.L. 113-6). The post sequestration/post-rescission appropriation level to support refugees and other eligible populations was \$603.2 million. The post sequestration/post-rescission appropriation level also included \$9.3 million for the Victims of Trafficking program and \$10.7 million for the Services for Survivors of Torture program. Finally, the post sequestration/post-rescission appropriation level for the Unaccompanied Children (UC) Program was \$345.7 million. In addition, the Secretary provided an additional \$30.4 million to support the needs of the UC program. The total ORR post sequestration/post-rescission appropriation for FY 2013, including the Secretary's transfer level was \$999.4 million. The [ORR Appropriation](#) table below explains the FY 2013 appropriations by line-item.

The domestic refugee resettlement program consists of five separate resettlement approaches: (1) the State-Administered Programs, (2) the Unaccompanied Refugee Minors Program, (3) the Alternative Programs, (4) Outcomes, and (5) Discretionary Grant Programs.

**Table I-1: ORR Appropriation FY 2013**

|  |                      |
|--|----------------------|
| Transitional and Medical Services  | \$401,100,000        |
| Social Services  | \$149,927,000        |
| Preventive Health  | \$4,600,000          |
| Targeted Assistance  | \$47,601,000         |
| Victims of Torture   | \$10,735,000         |
| Victims of Trafficking   | \$9,341,000          |
| <b>TOTAL REFUGEE APPROPRIATION</b>   | <b>\$623,304,000</b> |
| Unaccompanied Children Program   | \$376,083,000        |
| <b>TOTAL ORR APPROPRIATION</b>   | <b>\$999,387,000</b> |
| <i>Note: These numbers represent the full enacted FY13 program budgets that support benefits and services as well as administrative costs.</i> |                      |



Photo: Courtesy of Georgis Ramos Quintana

### 1. State Administered Program

Federal resettlement assistance to refugees is provided primarily through the state-administered refugee resettlement program. States provide transitional cash and medical assistance and social services, as well as maintain oversight for the care of unaccompanied refugee minors.

#### • Cash and Medical Assistance

Most refugees enter the U.S. without income or assets with which to support themselves during their first few months. Families with children under 18 are eligible for the Temporary Assistance for Needy Families (TANF)



program. Refugees who are aged, blind, or disabled may receive assistance from the federally administered Supplemental Security Income (SSI) program. Refugees eligible for these programs may be enrolled in the Medicaid program which provides medical assistance to low-income individuals and families. ORR does not reimburse States for the costs of the TANF, SSI, and Medicaid programs for assistance provided to these refugees.

Refugees who meet the income and resource eligibility standards of these programs but are not otherwise categorically eligible — such as single adults, childless couples, and two-parent families in certain States — may receive benefits under the Refugee Cash Assistance (RCA) and Refugee Medical Assistance (RMA) programs. Eligibility for RCA and RMA is restricted to the first eight months a refugee is in the U.S. For asylees, the eligibility period begins the month that asylum is granted.

In FY 2013, ORR obligated \$302.4 million to reimburse states for their costs for the RCA and RMA programs, associated state administration costs, and costs for services for unaccompanied refugee minors. Cash and Medical Assistance (CMA), Social Services, and Targeted Assistance Obligations allocations are presented in Table I-2: CMA, Social Services, and Targeted Assistance Obligations below.

**Table I-2: CMA, Social Services and Targeted Assistance Obligations 2013**  
(by State, in dollars)

| STATE             | CMA        | SOCIAL SERVICES | TARGETED ASSISTANCE | TOTAL       |
|-------------------|------------|-----------------|---------------------|-------------|
| ALABAMA           | 0          | 108,043         | 0                   | 108,043     |
| ALASKA            | 0          | 100,000         | 0                   | 100,000     |
| ARIZONA           | 10,600,000 | 2,132,811       | 1,749,262           | 14,482,073  |
| ARKANSAS          | 10,000     | 75,000          | 0                   | 85,000      |
| CALIFORNIA        | 27,380,697 | 7,684,372       | 4,507,406           | 39,572,475  |
| COLORADO          | 7,246,620  | 1,645,929       | 869,622             | 9,762,171   |
| CONNECTICUT       | 1,024,644  | 408,264         | 0                   | 1,432,908   |
| DELAWARE          | 24,090     | 75,000          | 0                   | 99,090      |
| DIST. OF COLUMBIA | 1,340,078  | 287,808         | 0                   | 1,627,886   |
| FLORIDA           | 71,903,568 | 19,854,129      | 12,509,330          | 104,267,027 |
| GEORGIA           | 5,007,832  | 2,384,757       | 1,648,074           | 9,040,663   |
| HAWAII            | 42,000     | 75,000          | 0                   | 117,000     |
| IDAHO             | 2,122,022  | 617,913         | 345,645             | 3,085,580   |
| ILLINOIS          | 7,617,128  | 2,102,007       | 1,116,082           | 10,835,217  |
| INDIANA           | 1,850,000  | 1,172,379       | 593,106             | 3,615,485   |
| IOWA              | 1,176,154  | 573,316         | 188,351             | 1,937,821   |
| KANSAS            | 878,494    | 385,276         | 0                   | 1,263,770   |
| KENTUCKY          | 0          | 1,670,296       | 996,859             | 2,667,155   |
| LOUISIANA         | 80,000     | 226,660         | 0                   | 306,660     |
| MAINE             | 501,144    | 298,842         | 0                   | 799,986     |
| MARYLAND          | 15,395,586 | 1,868,911       | 814,519             | 18,079,016  |
| MASSACHUSETTS     | 10,866,514 | 1,582,022       | 886,654             | 13,335,190  |
| MICHIGAN          | 14,925,178 | 3,020,141       | 1,597,980           | 19,543,299  |
| MINNESOTA         | 4,200,000  | 2,653,715       | 987,842             | 7,841,557   |
| MISSISSIPPI       | 1,500,924  | 75,000          | 0                   | 1,575,924   |





| STATE          | CMA                  | SOCIAL SERVICES     | TARGETED ASSISTANCE | TOTAL                |
|----------------|----------------------|---------------------|---------------------|----------------------|
| MISSOURI       | 1,251,478            | 941,122             | 323,604             | 2,516,204            |
| MONTANA        | 41,934               | 75,000              | 0                   | 116,934              |
| NEBRASKA       | 2,063,886            | 794,000             | 334,624             | 3,192,510            |
| NEVADA         | 0                    | 771,012             | 369,689             | 1,140,701            |
| NEW HAMPSHIRE  | 763,244              | 398,149             | 0                   | 1,161,393            |
| NEW JERSEY     | 2,224,990            | 383,897             | 0                   | 2,608,887            |
| NEW MEXICO     | 1,480,261            | 191,719             | 0                   | 1,671,980            |
| NEW YORK       | 10,176,480           | 4,082,179           | 2,411,498           | 16,670,157           |
| NORTH CAROLINA | 3,312,568            | 2,018,791           | 746,392             | 6,077,751            |
| NORTH DAKOTA   | 1,538,014            | 444,125             | 0                   | 1,982,139            |
| OHIO           | 3,575,214            | 2,281,312           | 466,871             | 6,323,397            |
| OKLAHOMA       | 831,358              | 384,816             | 0                   | 1,216,174            |
| OREGON         | 3,940,072            | 807,792             | 667,244             | 5,415,108            |
| PENNSYLVANIA   | 12,552,426           | 2,695,093           | 1,146,138           | 16,393,657           |
| RHODE ISLAND   | 168,656              | 110,342             | 0                   | 278,998              |
| SOUTH CAROLINA | 275,000              | 179,305             | 0                   | 454,305              |
| SOUTH DAKOTA   | 519,522              | 618,832             | 243,454             | 1,381,808            |
| TENNESSEE      | 0                    | 1,263,411           | 595,110             | 1,858,521            |
| TEXAS          | 44,299,870           | 6,897,268           | 4,173,784           | 55,370,922           |
| UTAH           | 7,064,182            | 823,424             | 565,054             | 8,452,660            |
| VERMONT        | 597,880              | 342,519             | 0                   | 940,399              |
| VIRGINIA       | 7,364,668            | 1,509,381           | 187,349             | 9,061,398            |
| WASHINGTON     | 9,685,406            | 2,092,812           | 1,423,655           | 13,201,873           |
| WEST VIRGINIA  | 12,692               | 75,000              | 0                   | 87,692               |
| WISCONSIN      | 2,928,823            | 777,908             | 375,701             | 4,082,432            |
| WYOMING*       | 0                    | 0                   | 0                   | 0                    |
| <b>TOTAL</b>   | <b>\$302,361,297</b> | <b>\$82,036,800</b> | <b>\$42,840,900</b> | <b>\$427,238,997</b> |

\*Note: The state of Wyoming does not participate in the State Administered Refugee Resettlement Program.

#### • Social Services

ORR provides funding for a broad range of social services to refugees, through both states and private, non-profit organizations. With these funds, states provide services to help refugees obtain employment and achieve economic self-sufficiency and social integration as quickly as possible. After deducting funds used to support programs of special interest to Congress, ORR allocates approximately 70 percent of the remaining social service funds on a formula basis. Social services are provided only to refugees who have resided in the U.S. for fewer than 60 months.

Formula obligations vary each year according to each state's proportion of total refugee arrivals during the previous two fiscal years. States with small refugee populations receive a minimum floor amount between \$75,000 and \$100,000, depending on the size of the population. In FY 2013, ORR obligated \$82 million to both state-administered and Wilson/Fish Alternative program states under the social services formula program.





In addition to these funds, ORR obligated social service funds to a variety of discretionary grant programs. A discussion of these discretionary awards may be found in the Discretionary Grants section.

### • Targeted Assistance

The Targeted Assistance Program funds employment and other services for refugees who reside in counties with large refugee populations. The targeted assistance program provides such counties with supplementation of other available service resources to help the local refugee population obtain employment with less than one year's participation in the program.

In FY 2013, ORR obligated \$47.6 million for targeted assistance activities for refugees and entrants. Of this amount, \$42.8 million was awarded by formula to 29 states on behalf of the 58 counties eligible for targeted assistance grants. Funds not allocated in the formula program were awarded to states through the Targeted Assistance Discretionary Program. A discussion of these discretionary awards may be found in the Discretionary Grants section.

Table I-3: Targeted Assistance below presents the amount of funds awarded to individual counties.

**Table I-3: Targeted Assistance 2013 (by County, in dollars)**

| COUNTY           | STATE | AMOUNT    | COUNTY               | STATE | AMOUNT    |
|------------------|-------|-----------|----------------------|-------|-----------|
| Maricopa         | AZ    | 1,229,904 | Kent                 | MI    | 312,381   |
| Pima             | AZ    | 397,582   | Macomb/Oakland/Wayne | MI    | 1,109,601 |
| Alameda          | CA    | 258,850   | Hennepin/Ramsey      | MN    | 958,839   |
| Los Angeles      | CA    | 1,631,584 | St. Louis            | MO    | 326,946   |
| Orange           | CA    | 214,302   | Guilford             | NC    | 351,418   |
| Sacramento       | CA    | 385,793   | Mecklenburg          | NC    | 388,461   |
| San Diego        | CA    | 1,735,175 | Douglas              | NE    | 342,912   |
| Santa Clara      | CA    | 339,314   | Clark                | NV    | 446,255   |
| Denver           | CO    | 744,040   | Erie                 | NY    | 592,235   |
| Miami-Dade       | FL    | 9,835,573 | Monroe               | NY    | 381,083   |
| Broward          | FL    | 473,268   | New York City        | NY    | 499,217   |
| Duval            | FL    | 513,358   | Oneida               | NY    | 112,891   |
| Hillsborough     | FL    | 856,384   | Onondaga             | NY    | 501,209   |
| Orange           | FL    | 410,589   | Franklin             | OH    | 505,089   |
| Palm Beach       | FL    | 535,992   | Multnomah/Clackamas  | OR    | 642,743   |
| DeKalb           | GA    | 1,230,036 | Erie                 | PA    | 452,837   |
| Fulton           | GA    | 358,138   | Lancaster            | PA    | 350,002   |
| Polk             | IA    | 201,574   | Philadelphia         | PA    | 409,856   |
| Ada              | ID    | 324,636   | Minnehaha            | SD    | 252,002   |
| Cook/Kane/DuPage | IL    | 1,116,751 | Davidson             | TN    | 603,129   |
| Marion           | IN    | 621,387   | Bexar                | TX    | 394,953   |
| Jefferson        | KY    | 750,106   | Harris               | TX    | 1,458,059 |



| COUNTY                     | STATE | AMOUNT  | COUNTY               | STATE | AMOUNT              |
|----------------------------|-------|---------|----------------------|-------|---------------------|
| Warren                     | KY    | 206,118 | Potter               | TX    | 323,487             |
| Hampden                    | MA    | 332,851 | Travis               | TX    | 471,298             |
| Suffolk                    | MA    | 280,584 | Dallas/Tarrant       | TX    | 1,537,182           |
| Worcester                  | MA    | 260,857 | Davis/Salt Lake/Utah | UT    | 560,295             |
| Baltimore                  | MD    | 444,241 | Fairfax/Arlington    | VA    | 217,782             |
| Montgomery/Prince George's | MD    | 575,928 | King/Snohomish       | WA    | 749,052             |
| Eaton/Ingham               | MI    | 314,702 | Spokane              | WA    | 631,494             |
|                            |       |         | Milwaukee            | WI    | 378,575             |
| <b>TOTAL</b>               |       |         |                      |       | <b>\$42,840,900</b> |

## 2. Unaccompanied Refugee Minors

ORR continued its support of care for unaccompanied refugee minors (URM) in the United States. Historically, the majority of these children have been identified in countries of first asylum as requiring foster care upon their arrival in this country, with a smaller percentage being approved by ORR to enter the URM program after their arrival in the United States, following a determination of eligibility. Unaccompanied children eligible to apply for the URM program may include refugees, Cuban and Haitian entrants, asylees, victims of a severe form of human trafficking, certain children granted Special Immigrant Juvenile Status (SIJS), or children with U-visa status. However, due to changes in federal legislation, over the past three years more children granted Special Immigrant Juvenile status or who have been identified as minor victims of trafficking have entered the program than refugee children coming from overseas.

Children in the URM program are placed with licensed child welfare programs and are eligible for the same range of child welfare benefits as nonrefugee children. ORR works with states on implementation and oversight of the program. States contract with the local child welfare agencies, which provide services to unaccompanied refugee minors. Where possible, children are placed in an area with nearby families of the same ethnic background. Depending on their individual needs, the minors are placed in home foster care, group care, semi-independent living, independent living, therapeutic foster care or residential treatment. Foster parents must be licensed in accordance with their state or county child welfare regulations and receive on-going training in child welfare matters. Foster parents come from a diversity of ethnic and linguistic backgrounds, and they receive special training on the adjustment needs of eligible youth in URM. ORR reimburses costs incurred on behalf of each child until the month after his or her eighteenth birthday or such higher age as is permitted under the State's Plan under Title IV-B of the Social Security Act, including some costs associated with independent living services and benefits.

Allowable services through the URM program include:

- Appropriate and least restrictive placement
- Family tracing and reunification, where possible
- Health care
- Mental health care
- Assistance with social adjustment
- English language training



- Education and vocational training
- Career planning and employment
- Preparation for independent living and social integration
- Preservation of ethnic and religious heritage

On March 23, 2009, Section 235(d)(4) of the William Wilberforce Trafficking Victims Protection Reauthorization Act (TVPPRA) of 2008 (P.L. 110-457) went into effect, making certain children with Special Immigrant Juvenile Status (SIJS) eligible for placement and services in the URM program. Eligible children have been determined to be abused, abandoned or neglected; were in ORR's UC program or receiving services as Cuban or Haitian entrants when such a determination was made; and, lack appropriate caregivers in the United States. The TVPPRA's significant impact on the URM program continued to be apparent in FY 2013. During FY 2013, 189 children with SIJS were approved to enter the program comprising 51 percent of the new cases.

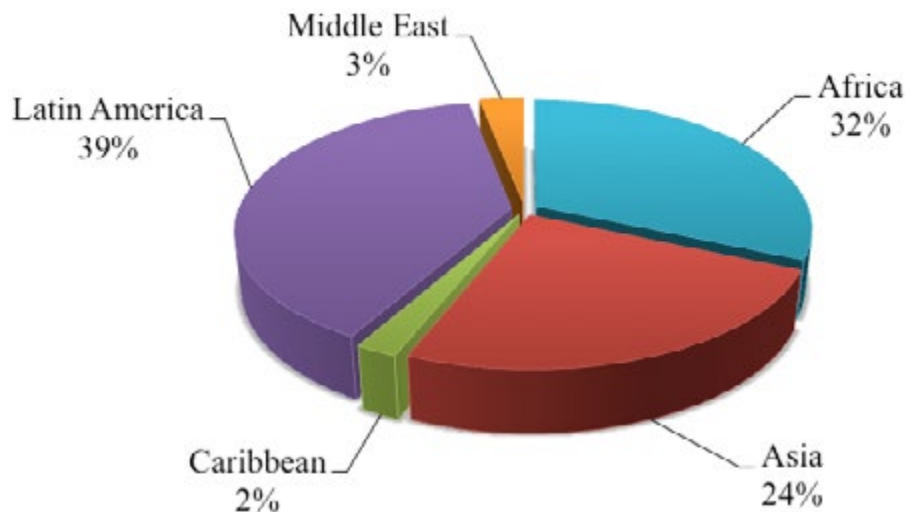
The Violence Against Women Reauthorization Act (VAWRA) of 2013 (Pub. L. 113-4) was signed into law on March 7, 2013. Section 1263 of VAWRA makes certain unaccompanied children who have been granted U status by the Department of Homeland Security (DHS) eligible for placement and services in the URM program. The U nonimmigrant status (U visa) is set aside for victims of crimes who have suffered substantial mental or physical abuse and are willing to assist law enforcement and government officials in the investigation or prosecution of the criminal activity. There was no impact on the URM program from VAWRA during FY 2013.

In FY 2013, 372 youth entered the program, and approximately 1,600 youth from over 50 countries of origin were served. The top six countries of origin included: Burma, the Democratic Republic of the Congo, Honduras, Guatemala, Mexico, and Somalia.

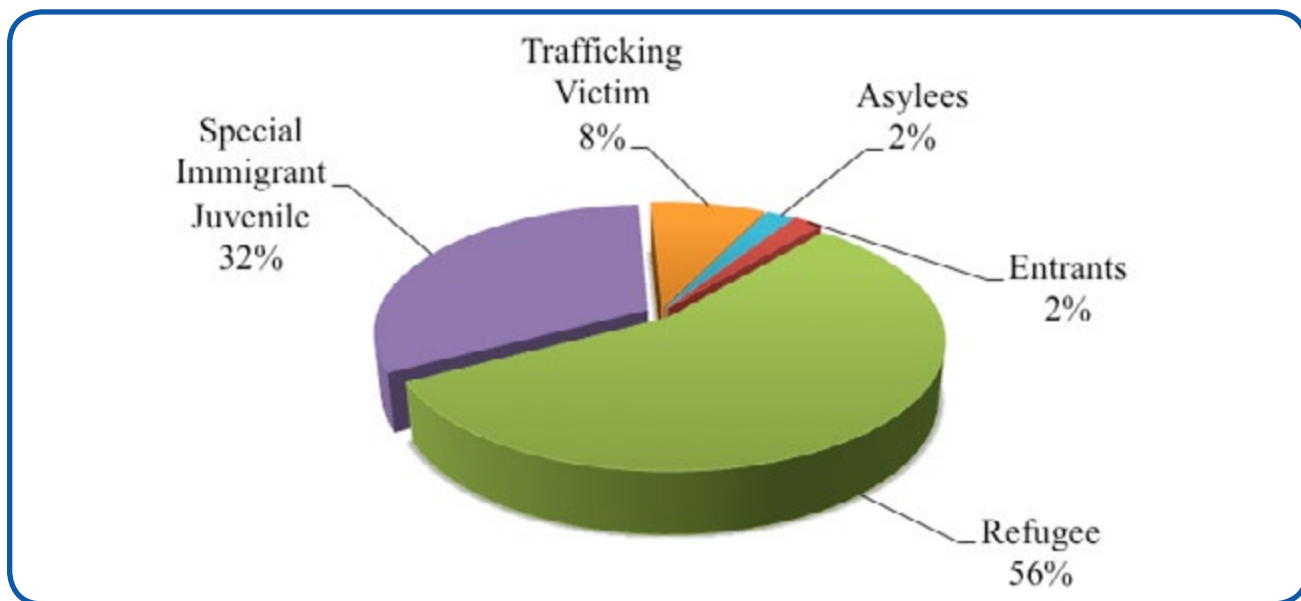
Youth in the URM program resided in the following States in FY 2013: Arizona, California, Colorado, the District of Columbia, Florida, Massachusetts, Michigan, Mississippi, North Dakota, New York, Pennsylvania, Texas, Utah, Virginia, and Washington.

Refer to Chart I-1: FY 2013 URM by Geographic Origin and Chart I-2: FY 2013 URM by Category of Eligibility, below:

**Chart I-1: FY 2013 URM by Geographic Region**



**Chart I-2: FY 2013 URM by Category of Eligibility**



### 3. Alternative Programs

#### • **Public/Private Partnerships**

ORR regulations governing refugee cash assistance offer states flexibility and choice in how refugee cash assistance and services could be delivered to refugees not eligible for Temporary Assistance for Needy Families (TANF) or Supplemental Security Income (SSI).

States have the option of entering into a partnership with local resettlement agencies to administer the program through a public/private Refugee Cash Assistance (RCA) program. The partnerships facilitate the successful resettlement of refugees by integrating cash assistance with resettlement services and ongoing case management. Through these public/private RCA programs, states are permitted to include employment incentives that support the refugee program's goal of family self-sufficiency and social adjustment in the shortest possible time after arrival. To be eligible for the public/private RCA program, a refugee must meet the income eligibility standard jointly established by the state and local resettlement agencies in the state. The goal of the public/private partnership is to promote more effective and better quality resettlement services through linkages between the initial placement of refugees and the refugee cash assistance program.

Five States have been approved to operate public/private partnerships: Maryland, Texas, Oregon, Oklahoma, and Minnesota. States and local resettlement agencies are encouraged to look at different approaches and to be creative in designing a program that will help refugees to establish a sound economic foundation during the eight-month RCA period.

#### • **Wilson/Fish Alternative Program**

The Wilson/Fish amendment to the Immigration and Nationality Act directed the Secretary of HHS to develop alternatives to the traditional state-administered refugee resettlement program for the purpose of:

- Increasing refugee self-sufficiency
- Avoiding welfare dependency, and



- Increasing coordination among service providers and resettlement agencies

The Wilson/Fish authority allows projects to establish or maintain a refugee program in a state where the state is not participating in the refugee program or is withdrawing from all or a portion of the program.

The Wilson/Fish authority also provides public or private non-profit agencies the opportunity to develop new approaches for the provision of cash and medical assistance, social services, and case management.

No additional funding was appropriated for Wilson/Fish projects. Funds are drawn from regular cash/medical/administration (CMA) and social services formula allocations. Funding for the FY 2013 budget period (9/30/2012 – 9/29/2013) for Wilson/Fish totaled \$53.2 million of which \$42.4 million was CMA funding (includes split funds from FY 2012 and FY 2013 and prior year carryover funds) and the remaining \$10.8 million was through formula social services.

Wilson/Fish alternative projects typically contain several of the following elements:

- Creation of a “front-loaded” service system which provides intensive services to refugees in the early months after arrival with an emphasis on early employment.
- Integration of case management, cash assistance, and employment services generally under a single agency that is culturally and linguistically equipped to work with refugees.
- Innovative strategies for the provision of cash assistance, through incentives, bonuses and income disregards which are tied directly to the achievement of employment goals outlined in the client self-sufficiency plan.

In FY 2013, ORR funded 13 Wilson/Fish programs which operate in the following 12 States and one county: Alabama, Alaska, Colorado, Idaho, Kentucky, Louisiana, Massachusetts, Nevada, North Dakota, South Dakota, Tennessee, Vermont and San Diego County, CA. Each program is unique in its structure and operation, but all work to fill the role of a typical state-administered refugee assistance program.

- Two Wilson/Fish programs (CO and MA) are administered by the state, but their service delivery methods differ from traditional state-administered programs.
- Ten programs are administered by private agencies — Catholic Social Services of Mobile (AL); Catholic Social Services of Anchorage (AK); Mountain States Group (ID); Catholic Charities of Louisville (KY); Catholic Community Services of Baton Rouge (LA); Lutheran Social Services of North Dakota (ND), Catholic Charities of Southern Nevada (NV); Lutheran Social Services of South Dakota (SD), Catholic Charities of Tennessee, Inc. (TN); and Catholic Charities Diocese of San Diego (San Diego County, CA).
- In Vermont, refugee cash assistance and case management are administered by a private non-profit agency (USCRI) while employment and other social services are administered by the state which then sub-contracts these services to the Wilson/Fish agency. The state also administers refugee medical assistance.

In FY 2013, the Wilson/Fish program entered Year 3 of a four year project period. Wilson/Fish continued to implement two new program components: enhanced case management (ECM) for refugees with special needs and RCA differential payment for TANF-eligible refugees.

- ECM funds are generated from RCA savings from clients who receive less than the maximum RCA amount during the eight month time eligibility due to earnings from employment. Wilson/Fish agencies have the option of utilizing 50 percent of the RCA savings generated in FY 2012 (Year 2 of the project period) for ECM in FY 2013.
- The RCA differential payment for TANF-eligible refugees has four requirements: 1. The state TANF





rate is lower than the ORR payment rate listed in the ORR regulations at 45 CFR 400.60; 2. the state provides the full amount of TANF funding for each eligible refugee; 3. The state disregards the differential payment for the purpose of determining financial eligibility for TANF and Medicaid; 4. the state agrees to refer TANF-eligible refugees to the Wilson/Fish agency for employability services (see Table 1-4 below).

In FY 2013, ORR staff provided on-site monitoring and technical assistance to two Wilson/Fish sites (NV and San Diego). The corrective actions contained in the monitoring reports for these two sites primarily focused on case file documentation, RCA administration, and translation of key documents. Some of the best practices that were identified by ORR at these two sites include: effective coordination between the Wilson/Fish agency and the state welfare agency, comprehensive policy and procedures manual and medical case management.

In FY 2013, approximately 25,347 clients received services and assistance through the Wilson/Fish program of which 20,351 received cash and medical assistance and 12,294 received employment services.

As in past years, Wilson/Fish Program Directors worked closely with ORR staff to establish outcome goal plans for their programs. The program goals established for FY 2013 were based on the program measures adopted for the State-administered program. For an explanation of each program measure and the outcomes for each project, see the section entitled, [“Partnerships to Improve Employment and Self-Sufficiency Outcomes” on page 26](#). For a list of Wilson/Fish grantees, refer to Table I-4: Wilson/Fish Grantees below.

**Table I-4: Wilson/Fish Grantees**

| STATE/COUNTY GRANTEE                         | WF-CMA FUNDING FY-13 BUDGET PERIOD | RCA DIFFERENTIAL PAYMENT FOR TANF-TYPES | RMA FUNDS TO WILSON/FISH GRANTEE | STATE WITHDRAWAL FROM REFUGEE PROGRAM          | COORDINATION OF STATE-WIDE REFUGEE PROGRAM |
|--|------------------------------------|---|----------------------------------|--|--|
| Alabama – Catholic Social Services of Mobile | \$558,659                          | No                                      | Yes                              | Yes  | Yes  |
| Alaska – Catholic Social Services Anchorage  | \$859,628                          | No                                      | Yes                              | Yes  | Yes  |
| Colorado – Colorado Dept. of Human Services  | \$2,731,224                        | Yes                                     | No                               | No   | Yes  |
| Idaho – Mountain States Group                | \$2,089,334                        | Yes                                     | No                               | Yes-partial<br>(State maintains RMA oversight) | Yes  |
| Kentucky – Catholic Charities of Louisville  | \$10,092,170                       | No                                      | Yes                              | Yes  | Yes  |



| STATE/COUNTY GRANTEE  | WF-CMA FUNDING FY-13 BUDGET PERIOD | RCA DIFFERENTIAL PAYMENT FOR TANF-TYPES | RMA FUNDS TO WILSON/FISH GRANTEE | STATE WITHDRAWAL FROM REFUGEE PROGRAM          | COORDINATION OF STATE-WIDE REFUGEE PROGRAM |
|---|------------------------------------|---|----------------------------------|--|--|
| Louisiana – Catholic Charities Diocese of Baton Rouge           | \$858,304                          | No                                      | No                               | Yes-partial<br>(State maintains RMA oversight) | Yes  |
| Massachusetts – Massachusetts Office of Refugees and Immigrants | \$3,948,491                        | No                                      | No                               | No   | Yes  |
| Nevada – Catholic Charities of South-ern Nevada                 | \$6,298,552                        | No                                      | Yes                              | Yes  | Yes  |
| North Dakota – Lutheran Social Services of North Dakota         | \$1,186,822                        | Yes                                     | No                               | Yes-partial<br>(State maintains RMA oversight) | Yes  |
| San Diego – Cath-olic Charities Dio-cese of San Diego           | \$5,022,938                        | No                                      | No                               | No   | No<br>(CA Dept. of Social Serv.)           |
| South Dakota – LSS of South Dakota                              | \$967,984                          | No                                      | No                               | Yes-partial<br>(State maintains RMA oversight) | Yes  |
| Tennessee - Cath-olic Charities of Tennessee, Inc.              | \$7,184,593                        | Yes                                     | Yes                              | Yes  | Yes  |
| Vermont – USCRI   | \$641,925                          | No                                      | No                               | No   | No<br>(VT Agency for Human Ser- vices)     |

• **Voluntary Agency Matching Grant Program**

The Voluntary Agencies Matching Grant Program (MG) was created in 1979 as an intensive case management program with the objective to fast track new arrivals toward economic self-sufficiency within four to six months



(120 – 180 days) of program eligibility, without accessing public cash assistance. Enrollment in MG is available to all ORR-eligible populations meeting minimum employability requirements to the extent funding is available. However, clients must be enrolled within 31 days of becoming eligible to ensure adequate services are provided and self-sufficiency is achieved and maintained within the period of eligibility.

The program requires the following client services: case management, employment services, maintenance assistance, and cash allowance. The MG Program is part of the refugee resettlement program in each state where it operates and is designed to work in concert with the Reception and Placement (R&P) Program for Refugees offered by the Department of State (DOS), and the Cuban & Haitian Entrant Reception and Placement (R&P) program offered by the Department of Homeland Security (DHS). Thus, competition for funding under the MG Program is open only to those voluntary agencies that already provide R&P services through a cooperative agreement with DOS or DHS. Congress confirmed this approach to the program in the 1986 Refugee Assistance Extension Act.

In FY 2013, nine national voluntary agencies and their networks of 244 offices in 42 states offered MG services with FY 2013 federal funding totaling \$63.4 million. As a demonstration of community support, grantees were required to match the federal grant with cash and in-kind contributions of goods and services totaling at least \$31.7 million or \$1 for every \$2 in federal funding. The nine agencies receiving federal funding in FY 2013 were:

- Church World Service/Immigration and Refugee Program, New York, NY;
- Domestic and Foreign Missionary Society of the Protestant Episcopal Church of the U.S.A., New York, NY;
- Ethiopian Community Development Council, Inc./Refugee Resettlement Program, Arlington, VA;
- HIAS, Inc., New York, NY
- International Rescue Committee/Resettlement, New York, NY;
- Lutheran Immigration and Refugee Service, Baltimore, MD;
- U.S. Conference of Catholic Bishops, Washington, DC;
- U.S. Committee for Refugees and Immigrants, Arlington, VA; and
- World Relief Corporation of National Association of Evangelicals/Refugee & Immigration Programs, Baltimore, MD.

In FY 2013, 29,687 refugees, Cuban/Haitian entrants, asylees, special immigrant visa holders, certified victims of human trafficking, and Amerasians were served through the MG. Refugees accounted for 77 percent of all enrollments, Cuban/Haitian entrants 13.5 percent, asylees 7.5 percent, and SIVs 1.4 percent. As participation in MG is offered as an alternative to accessing public cash assistance, the program is most attractive in those states with low TANF rates or TANF eligibility factors that are unfavorable to ORR populations. For instance, while 33 percent of all arriving refugees to states offering MG chose to enroll, rates varied from 56 percent in New Hampshire to just 17 percent in neighboring Maine.

ORR collects statistical reports on a trimester basis. These reports include both performance and outcome data. Program performance was mixed in FY 2013, due largely to a drop in performance of the largest grantee. Nonetheless, MG service providers found employment for 51 percent of all employable adults within 120 days at an average hourly wage of \$8.93. This resulted in a 58 percent self-sufficiency rate for all enrolled individuals at day 120. By day 180, 69 percent of those enrolled in the program were determined to be self-sufficient. Just four percent of those enrolled left the program prior to day 120 due to out-migration (participants who leave the program due to relocation).

Refugees, Cuban/Haitian entrants, and asylees continue to dominate the immigrant categories served in FY



2013. For a complete breakdown of MG enrollment by immigration status, refer to Table 1-5, below.

**Table 1-5: Breakdown of Match Grant Enrollment by Immigration Status**

| STATUS                | TOTAL ENROLLED | PERCENT OF TOTAL |
|-----------------------|----------------|------------------|
| REFUGEE               | 22,956         | 77.3%            |
| ASYLEES               | 2,229          | 7.5%             |
| CUBAN/HAITIAN ENTRANT | 4,005          | 13.5%            |
| SIV                   | 424            | 1.4%             |
| VICTIM OF TRAFFICKING | 57             | 0.2%             |
| AMERASIAN             | 1              | 0.0%             |
| <b>TOTAL</b>          | <b>29,672</b>  | <b>100.00%</b>   |

The following ten tables, one for each voluntary agency, highlight performance measures for each of the nine cooperative agreement holders. The last table highlights performance for all 65 local service provider sites serving 150 or more individuals.

**Table 1-5a: Church World Service (CWS)**

| TOTAL FEDERAL AWARD: \$5,717,800 (31 LOCAL SERVICE PROVIDER SITES IN 18 STATES) |       |             |            |
|---|-------|-------------|------------|
| MEASURES  | CASES | INDIVIDUALS | PERCENTAGE |
| Enrolled  | 1,045 | 2,607       |            |
| Self-sufficient at 120 days   | 707   | 1,837       | 66%        |
| Self-sufficiency retention at 180 days  | 96%   | 96%         |            |
| Overall self-sufficiency at 180 days  | 921   | 2,348       | 80%        |
| Entered Employment at 120 days  |       | 777         | 56%        |
| Average FT Hourly Wage at 120 days  |       | \$8.96      |            |
| Health Benefits at 120 days   |       | 355         | 50%        |

**Table 1-5b: Episcopal Migration Ministries (EMM)**

| TOTAL FEDERAL AWARD: \$4,120,600 (25 LOCAL SERVICE PROVIDER SITES IN 18 STATES) |       |             |            |
|---|-------|-------------|------------|
| MEASURES  | CASES | INDIVIDUALS | PERCENTAGE |
| Enrolled  | 694   | 1,873       |            |
| Self-sufficient at 120 days   | 485   | 1,252       | 53%        |
| Self-sufficiency retention at 180 days  | 93%   | 94%         |            |
| Overall self-sufficiency at 180 days  | 1,258 | 1,463       | 65%        |
| Entered Employment at 120 days  |       | 539         | 46%        |
| Average FT Hourly Wage at 120 days  |       | \$8.64      |            |
| Health Benefits at 120 days   |       | 220         | 48%        |


**Table I-5c: Ethiopian Community Development Council (ECDC)**

| TOTAL FEDERAL AWARD: \$1,999,800 (13 LOCAL SERVICE PROVIDER SITES IN 12 STATES) |       |             |            |
|---|-------|-------------|------------|
| MEASURES  | CASES | INDIVIDUALS | PERCENTAGE |
| Enrolled  | 355   | 909         |            |
| Self-sufficient at 120 days   | 294   | 701         | 69%        |
| Self-sufficiency retention at 180 days  | 94%   | 94%         |            |
| Overall self-sufficiency at 180 days  | 355   | 788         | 78%        |
| Entered Employment at 120 days  |       | 331         | 47%        |
| Average FT Hourly Wage at 120 days  |       | \$9.21      |            |
| Health Benefits at 120 days   |       | 148         | 51%        |

**Table I-5d: Hebrew Immigrant Aid Society (HIAS)**

| TOTAL FEDERAL AWARD: \$1,520,200 (12 LOCAL SERVICE PROVIDER SITES IN 7 STATES) |       |             |            |
|--|-------|-------------|------------|
| MEASURES   | CASES | INDIVIDUALS | PERCENTAGE |
| Enrolled   | 324   | 691         |            |
| Self-sufficient at 120 days  | 215   | 491         | 55%        |
| Self-sufficiency retention at 180 days   | 95%   | 97%         |            |
| Overall self-sufficiency at 180 days   | 258   | 618         | 76%        |
| Entered Employment at 120 days   |       | 238         | 43%        |
| Average FT Hourly Wage at 120 days   |       | \$9.12      |            |
| Health Benefits at 120 days  |       | 77          | 42%        |

**Table I-5e: International Rescue Committee (IRC)**

| TOTAL FEDERAL AWARD: \$8,883,600 (20 LOCAL SERVICE PROVIDER SITES IN 13 STATES) |       |             |            |
|---|-------|-------------|------------|
| MEASURES  | CASES | INDIVIDUALS | PERCENTAGE |
| Enrolled  | 1,776 | 4,040       |            |
| Self-sufficient at 120 days   | 1,193 | 2,687       | 64%        |
| Self-sufficiency retention at 180 days  | 93%   | 94%         |            |
| Overall self-sufficiency at 180 days  | 1,419 | 3,167       | 72%        |
| Entered Employment at 120 days  |       | 1,440       | 52%        |
| Average FT Hourly Wage at 120 days  |       | \$9.13      |            |
| Health Benefits at 120 days   |       | 590         | 50%        |

**Table 1-5f: Lutheran Immigration and Refugee Service (LIRS)**

| TOTAL FEDERAL AWARD: \$7,317,200 (31 LOCAL SERVICE PROVIDER SITES IN 18 STATES) |       |             |            |
|---|-------|-------------|------------|
| MEASURES  | CASES | INDIVIDUALS | PERCENTAGE |
| Enrolled  | 1,391 | 3,326       |            |
| Self-sufficient at 120 days   | 948   | 2,291       | 58%        |
| Self-sufficiency retention at 180 days  | 94%   | 94%         |            |





(LIRS continued from previous page)

| TOTAL FEDERAL AWARD: \$7,317,200 (31 LOCAL SERVICE PROVIDER SITES IN 18 STATES) |       |             |            |
|---|-------|-------------|------------|
| MEASURES  | CASES | INDIVIDUALS | PERCENTAGE |
| Overall self-sufficiency at 180 days  | 1,284 | 2,797       | 69%        |
| Entered Employment at 120 days  |       | 1,072       | 53%        |
| Average FT Hourly Wage at 120 days  |       | \$8.86      |            |
| Health Benefits at 120 days   |       | 455         | 50%        |

**Table I-5g: United States Conference of Catholic Bishops (USCCB)**

| TOTAL FEDERAL AWARD: \$18,436,000 (68 LOCAL SERVICE PROVIDER SITES IN 30 STATES) |       |             |            |
|--|-------|-------------|------------|
| MEASURES   | CASES | INDIVIDUALS | PERCENTAGE |
| Enrolled   | 4,157 | 9,173       |            |
| Self-sufficient at 120 days  | 2,517 | 5,521       | 48%        |
| Self-sufficiency retention at 180 days   | 93%   | 93%         |            |
| Overall self-sufficiency at 180 days   | 3,633 | 7,715       | 61%        |
| Entered Employment at 120 days   |       | 3,363       | 47%        |
| Average FT Hourly Wage at 120 days   |       | \$8.76      |            |
| Health Benefits at 120   |       | 1,140       | 41%        |

**Table I-5h: U.S. Committee for Refugees and Immigrants (USCRI)**

| TOTAL FEDERAL AWARD: \$11,173,800 (28 LOCAL SERVICE PROVIDER SITES IN 22 STATES) |       |             |            |
|--|-------|-------------|------------|
| MEASURES   | CASES | INDIVIDUALS | PERCENTAGE |
| Enrolled   | 2,226 | 5,121       |            |
| Self-sufficient at 120 days  | 1,475 | 3,332       | 64%        |
| Self-sufficiency retention at 180 days   | 96%   | 97%         |            |
| Overall self-sufficiency at 180 days   | 1,927 | 4,268       | 74%        |
| Entered Employment at 120 days   |       | 1,790       | 61%        |
| Average FT Hourly Wage at 120 days   |       | \$9.04      |            |
| Health Benefits at 120 days  |       | 935         | 60%        |

**Table I-5i: World Relief (WR)**

| TOTAL FEDERAL AWARD: \$4,279,000 (16 LOCAL SERVICE PROVIDER SITES IN 8 STATES) |       |             |            |
|--|-------|-------------|------------|
| MEASURES   | CASES | INDIVIDUALS | PERCENTAGE |
| Enrolled   | 733   | 1,947       |            |
| Self-sufficient at 120 days  | 551   | 1,481       | 67%        |
| Self-sufficiency retention at 180 days   | 91%   | 90%         |            |
| Overall self-sufficiency at 180 days   | 689   | 1,732       | 75%        |
| Entered Employment at 120 days   |       | 700         | 56%        |
| Average FT Hourly Wage at 120 days   |       | \$9.12      |            |
| Health Benefits at 120 days  |       | 455         | 78%        |


**Table I-5j: Highlights of All Local Service Providers with More Than 150 Enrollments**

| GRANTEE | CITY            | STATE | ENROLLED CLIENTS | ECONOMICALLY SELF-SUFFICIENT AT DAY 120 | EMPLOYABLE EMPLOYED AT DAY 120 | AVERAGE WAGE (FULL-TIME) | SELF-SUFFICIENCY RETENTION AT DAY 180 | ECONOMICALLY SELF-SUFFICIENT AT DAY 180 |
|---------|-----------------|-------|------------------|---|--------------------------------|--------------------------|---------------------------------------|---|
| LIRS    | Phoenix         | AZ    | 210              | 52%                                     | 63%                            | \$8.28                   | 96%                                   | 76%                                     |
| CWS     | Phoenix         | AZ    | 198              | 39%                                     | 49%                            | \$8.37                   | 94%                                   | 67%                                     |
| IRC     | Phoenix         | AZ    | 412              | 48%                                     | 41%                            | \$8.68                   | 91%                                   | 62%                                     |
| USCCB   | Phoenix         | AZ    | 306              | 23%                                     | 28%                            | \$8.31                   | 76%                                   | 59%                                     |
| IRC     | Tucson          | AZ    | 188              | 50%                                     | 47%                            | \$8.65                   | 86%                                   | 61%                                     |
| USCCB   | Glendale        | CA    | 336              | 49%                                     | 45%                            | \$8.69                   | 93%                                   | 55%                                     |
| IRC     | Oakland         | CA    | 170              | 63%                                     | 59%                            | \$10.21                  | 99%                                   | 69%                                     |
| USCCB   | San Diego       | CA    | 243              | 0%                                      | 6%                             | \$0.00                   | 100%                                  | 22%                                     |
| LIRS    | Denver          | CO    | 159              | 75%                                     | 56%                            | \$9.75                   | 88%                                   | 65%                                     |
| CWS     | Doral           | FL    | 504              | 91%                                     | 80%                            | \$9.22                   | 99%                                   | 96%                                     |
| DFMS    | Miami           | FL    | 335              | 76%                                     | 83%                            | \$8.62                   | 97%                                   | 77%                                     |
| LIRS    | Miami           | FL    | 308              | 79%                                     | 76%                            | \$9.48                   | 93%                                   | 76%                                     |
| WRRS    | Miami           | FL    | 194              | 91%                                     | 73%                            | \$8.63                   | 95%                                   | 88%                                     |
| IRC     | Miami           | FL    | 698              | 56%                                     | 43%                            | \$8.86                   | 95%                                   | 80%                                     |
| USCRI   | Miami           | FL    | 1210             | 77%                                     | 72%                            | \$8.87                   | 99%                                   | 85%                                     |
| USCCB   | Miami Springs   | FL    | 516              | 79%                                     | 58%                            | \$9.05                   | 100%                                  | 88%                                     |
| LIRS    | Tampa           | FL    | 413              | 72%                                     | 76%                            | \$8.22                   | 91%                                   | 68%                                     |
| USCCB   | West Palm Beach | FL    | 255              | 37%                                     | 29%                            | \$9.35                   | 85%                                   | 54%                                     |
| LIRS    | Atlanta         | GA    | 330              | 69%                                     | 58%                            | \$8.39                   | 95%                                   | 64%                                     |
| IRC     | Atlanta         | GA    | 609              | 81%                                     | 59%                            | \$8.48                   | 96%                                   | 88%                                     |
| USCCB   | Atlanta         | GA    | 185              | 67%                                     | 65%                            | \$8.51                   | 99%                                   | 85%                                     |
| CWS     | Atlanta         | GA    | 160              | 59%                                     | 44%                            | \$8.86                   | 97%                                   | 79%                                     |
| WR      | Stone Mountain  | GA    | 343              | 67%                                     | 60%                            | \$9.09                   | 96%                                   | 81%                                     |
| USCRI   | Des Moines      | IA    | 175              | 66%                                     | 52%                            | \$9.79                   | 99%                                   | 77%                                     |
| DFMS    | Indianapolis    | IN    | 150              | 35%                                     | 35%                            | \$9.03                   | 87%                                   | 79%                                     |
| USCCB   | Indianapolis    | IN    | 252              | 65%                                     | 51%                            | \$8.73                   | 99%                                   | 86%                                     |
| CWS     | Indianapolis    | IN    | 160              | 50%                                     | 43%                            | \$9.15                   | 89%                                   | 77%                                     |
| USCRI   | Bowling Green   | KY    | 171              | 83%                                     | 41%                            | \$9.14                   | 88%                                   | 84%                                     |
| USCCB   | Louisville      | KY    | 173              | 63%                                     | 45%                            | \$9.25                   | 71%                                   | 63%                                     |
| IRC     | Baltimore       | MD    | 254              | 85%                                     | 54%                            | \$8.83                   | 91%                                   | 85%                                     |
| USCRI   | Dearborn        | MI    | 337              | 67%                                     | 57%                            | \$8.22                   | 100%                                  | 79%                                     |
| CWS     | Grand Rapids    | MI    | 150              | 27%                                     | 43%                            | \$9.35                   | 90%                                   | 90%                                     |



| GRANTEE | CITY           | STATE | ENROLLED CLIENTS | ECONOMICALLY SELF-SUFFICIENT AT DAY 120 | EMPLOYABLE EMPLOYED AT DAY 120 | AVERAGE WAGE (FULL-TIME) | SELF-SUFFICIENCY RETENTION AT DAY 180 | ECONOMICALLY SELF-SUFFICIENT AT DAY 180 |
|---------|----------------|-------|------------------|---|--------------------------------|--------------------------|---------------------------------------|---|
| USCCB   | Lansing        | MI    | 214              | 30%                                     | 30%                            | \$8.94                   | 84%                                   | 29%                                     |
| DFMS    | Troy           | MI    | 281              | 35%                                     | 26%                            | \$8.16                   | 99%                                   | 63%                                     |
| LIRS    | Troy           | MI    | 246              | 29%                                     | 24%                            | \$8.16                   | 98%                                   | 62%                                     |
| USCRI   | Kansas City    | MO    | 230              | 52%                                     | 38%                            | \$8.78                   | 100%                                  | 77%                                     |
| USCRI   | St. Louis      | MO    | 275              | 53%                                     | 51%                            | \$9.17                   | 99%                                   | 60%                                     |
| USCRI   | Raleigh        | NC    | 195              | 13%                                     | 46%                            | \$8.34                   | 85%                                   | 43%                                     |
| IRC     | Elizabeth      | NJ    | 184              | 60%                                     | 55%                            | \$8.77                   | 88%                                   | 52%                                     |
| USCCB   | Albuquerque    | NM    | 169              | 25%                                     | 27%                            | \$8.51                   | 97%                                   | 27%                                     |
| USCRI   | Albany         | NY    | 204              | 71%                                     | 60%                            | \$9.00                   | 92%                                   | 69%                                     |
| USCCB   | Brooklyn       | NY    | 371              | 92%                                     | 90%                            | \$8.99                   | 96%                                   | 90%                                     |
| USCRI   | Brooklyn       | NY    | 250              | 73%                                     | 71%                            | \$10.54                  | 97%                                   | 72%                                     |
| USCCB   | New York       | NY    | 269              | 61%                                     | 78%                            | \$9.32                   | 95%                                   | 65%                                     |
| USCRI   | Akron          | OH    | 150              | 87%                                     | 86%                            | \$8.74                   | 96%                                   | 95%                                     |
| USCCB   | Cleveland      | OH    | 190              | 43%                                     | 59%                            | \$8.53                   | 93%                                   | 48%                                     |
| HIAS    | Columbus       | OH    | 172              | 40%                                     | 32%                            | \$9.14                   | 95%                                   | 77%                                     |
| USCRI   | Erie           | PA    | 219              | 80%                                     | 67%                            | \$8.87                   | 97%                                   | 78%                                     |
| USCRI   | Philadelphia   | PA    | 250              | 63%                                     | 60%                            | \$8.47                   | 92%                                   | 64%                                     |
| WR      | Nashville      | TN    | 185              | 65%                                     | 63%                            | \$8.02                   | 83%                                   | 75%                                     |
| USCCB   | Nashville      | TN    | 258              | 62%                                     | 43%                            | \$8.85                   | 99%                                   | 73%                                     |
| USCCB   | Austin         | TX    | 197              | 22%                                     | 60%                            | \$8.42                   | 100%                                  | 81%                                     |
| IRC     | Dallas         | TX    | 343              | 84%                                     | 51%                            | \$8.28                   | 97%                                   | 94%                                     |
| USCCB   | Dallas         | TX    | 321              | 63%                                     | 58%                            | \$8.30                   | 94%                                   | 71%                                     |
| USCCB   | Fort Worth     | TX    | 261              | 54%                                     | 51%                            | \$8.07                   | 95%                                   | 83%                                     |
| WR      | Fort Worth     | TX    | 180              | 78%                                     | 47%                            | \$8.20                   | 87%                                   | 77%                                     |
| ECDC    | Houston        | TX    | 203              | 80%                                     | 53%                            | \$8.98                   | 98%                                   | 87%                                     |
| USCCB   | Houston        | TX    | 484              | 61%                                     | 50%                            | \$8.85                   | 91%                                   | 79%                                     |
| USCRI   | Houston        | TX    | 343              | 49%                                     | 48%                            | \$8.65                   | 92%                                   | 72%                                     |
| USCCB   | San Antonio    | TX    | 457              | 68%                                     | 42%                            | \$8.34                   | 95%                                   | 80%                                     |
| IRC     | Salt Lake City | UT    | 204              | 59%                                     | 59%                            | \$9.07                   | 94%                                   | 71%                                     |
| USCCB   | Salt Lake City | UT    | 416              | 6%                                      | 17%                            | \$8.91                   | 100%                                  | 32%                                     |
| USCCB   | Arlington      | VA    | 223              | 21%                                     | 30%                            | \$8.81                   | 85%                                   | 37%                                     |
| WR      | Kent           | WA    | 267              | 50%                                     | 45%                            | \$10.25                  | 76%                                   | 50%                                     |
| WRRS    | Spokane        | WA    | 164              | 63%                                     | 51%                            | \$10.01                  | 93%                                   | 74%                                     |



## 4. Outcomes

### *Partnerships to Improve Employment and Self-Sufficiency Outcomes*

States and counties have been required since 1996 to establish annual outcome goals aimed at continuous improvement in the following six outcome measures:

- **Entered Employment**, defined as the entry of an active employment services participant into unsubsidized full or part time employment. This measure refers to the unduplicated number of refugees who enter employment at any time within the reporting period, regardless of how many jobs they enter during the reporting period.
- **Terminations Due to Earnings**, defined as the closing of a cash assistance case due to earned income from employment in an amount that exceeds the state's eligibility standard for the case based on family size, rendering the case over-income for cash assistance. For those clients enrolled in TANF rather than ORR-funded cash assistance programs, the cash assistance termination decision would be based on whether or not the earned income is in an amount "predicted to exceed" the state's TANF payment income standard. This measure is calculated using as the denominator the total number of refugees receiving cash assistance who entered employment.
- **Reductions Due to Earnings**, defined as a reduction in the amount of cash assistance that a case receives as a result of earned income. As with the cash assistance termination rate noted above, the cash assistance reduction rate is computed using as the denominator the total number of individuals receiving cash assistance who entered employment.
- **Average Wage at Employment**, calculated as the sum of the hourly wages for the full time placements divided by the total number of individuals placed in employment.
- **Job Retentions**, defined as the number of persons working for wages (in any unsubsidized job) on the 90<sup>th</sup> day after initial placement. This measure refers to the number of refugees who are employed 90 days after initial employment, regardless of how many jobs they enter during the reporting period. This is a measure of continued employment in the labor market, not retention of a specific job.
- **Entered Employment with Health Benefits**, defined as a full-time job with health benefits, offered within six months of employment, regardless of whether the refugee actually accepts the coverage offered.

### *Performance Summary*

ORR tracked state and county performance throughout the year, with FY 2013 performance reported as follows:

- **Caseload** for services in FY 2013 totaled 89,025, representing a 13 percent increase from FY 2012 (78,738).
- **Entered Employment** totaled 43,915 or 49 percent of the total caseload (89,025), representing four percent decrease from FY 2012 (41,659 or 53 percent of total caseload of 78,738).
- **Terminations due to Earnings** totaled 13,077 or 53 percent of those entering employment who had received cash assistance. This was a four percent increase from FY 2012 (10,368 or 49 percent).



- **Reductions due to Earnings** totaled 3,620, or 15 percent of those entering employment who had received cash assistance. This matches FY 2012 outcome (3,045 or 15 percent).
- **Average Wage at Placement** for those entering full-time employment was \$9.45, a \$0.18 increase from the average wage in FY 2012 (\$9.27).
- **Employment Retention** totaled 31,742 for a retention rate of 75 percent. This matches FY 2012 outcome (29,850 or 75 percent).
- **Entered Employment with Health Benefits** reached 21,848 or 61 percent of those entering full-time employment having health benefits available through their employer. This was a one percent decrease from FY 2012 (20,430 or 62 percent).

The changing demographics of the U.S. Refugee Resettlement Program present new challenges and many populations require extended employment services in order to enter the U.S. labor market and integrate into U.S. society. In addition, the state of U.S. economy made finding jobs for refugees more difficult. As more native-born Americans joined the unemployed, the competition for entry-level employment, the most likely type of employment for refugees, increased. Also, with the availability of more English proficient individuals in the labor market, employers sought employees with more proficient English skills. In order to address these challenges, ORR worked in closer collaboration with states and Wilson-Fish agencies to better communicate ORR priorities and to share knowledge of promising practices that can be transferred across programs.

Twenty-four states exceeded their entered employment rate for FY 2013. Three states had the same entered employment rate as in FY 2012. Also, 21 states increased the termination rate of refugees terminating their cash assistance over the previous year.

Twenty-seven states improved their job retention rates over the previous year. Retention rates over 90 percent were reported in Wisconsin, Maine, District of Columbia, Rhode Island, Alaska, North Dakota, Arkansas, West Virginia, Alabama, and North Carolina. Also, twenty-three states improved the rate of refugees entering full-time employment offering health benefits.

In FY 2013, 33 states improved their average wage from FY 2012. Sixteen states reported higher wages than the average aggregate wage for all states (\$9.45).

ORR also tracked the cost per job placement. This measure is the ratio of the total funds used by the state for employment services divided by the number of refugees entering employment during the fiscal year. The average unit cost for all states in FY 2013 was \$1,648.40 per job placement. This represented a \$179.34 decrease from the FY 2012 average unit cost of \$1,827.74.

The aggregate data tables below summarize the FY 2012 and FY 2013 performance outcomes for all states and California counties. The caseload presented for each state and county consists of the number of refugees with whom a service provider had regular and direct involvement during the fiscal year in planned employability related activities for the purpose of assisting the refugee to find or retain employment. For job retentions, each goal and outcome is expressed as a percent of the total number of refugees who entered employment during the fiscal year. Terminations and reductions are described as a percent of the total number of refugees receiving cash assistance who entered employment. Health benefits availability is presented as a percentage of the total number of refugees who entered full time employment.




**Table I-6: FY 2012 & FY 2013 Performance Outcomes for All States\* and California Counties**

| ALL STATES (AGGREGATE) | FY 2012 |     | FY 2013 |     |
|------------------------|---------|-----|---------|-----|
| Caseload               | 78,738  |     | 89,025  |     |
| Entered Employments    | 41,659  | 53% | 43,916  | 49% |
| Terminations           | 10,368  | 49% | 13,077  | 53% |
| Reductions             | 3,045   | 15% | 3,620   | 15% |
| Average Wage           | \$9.27  |     | \$9.45  |     |
| Retentions             | 29,850  | 75% | 31,742  | 75% |
| Health Benefits        | 20,430  | 62% | 21,848  | 61% |

| ARKANSAS            | FY 2012 |      | FY 2013 |     |
|---------------------|---------|------|---------|-----|
| Caseload            | 51      |      | 80      |     |
| Entered Employments | 17      | 33%  | 34      | 43% |
| Terminations        | 2       | 100% | 4       | 36% |
| Reductions          | 0       | 0%   | 0       | 0%  |
| Average Wage        | \$9.05  |      | \$9.35  |     |
| Retentions          | 22      | 92%  | 32      | 94% |
| Health Benefits     | 10      | 83%  | 30      | 97% |

| ALABAMA             | FY 2012 |      | FY 2013 |     |
|---------------------|---------|------|---------|-----|
| Caseload            | 124     |      | 119     |     |
| Entered Employments | 85      | 85%  | 85      | 71% |
| Terminations        | 21      | 33%  | 13      | 20% |
| Reductions          | 25      | 40%  | 40      | 63% |
| Average Wage        | \$8.59  |      | \$9.41  |     |
| Retentions          | 83      | 100% | 96      | 99% |
| Health Benefits     | 57      | 76%  | 48      | 62% |

| COLORADO            | FY 2012 |     | FY 2013 |     |
|---------------------|---------|-----|---------|-----|
| Caseload            | 1,204   |     | 1,486   |     |
| Entered Employments | 824     | 68% | 1,068   | 72% |
| Terminations        | 488     | 89% | 694     | 92% |
| Reductions          | 60      | 11% | 63      | 8%  |
| Average Wage        | \$10.00 |     | \$9.93  |     |
| Retentions          | 725     | 88% | 895     | 86% |
| Health Benefits     | 590     | 86% | 776     | 81% |

| ALASKA              | FY 2012 |     | FY 2013 |     |
|---------------------|---------|-----|---------|-----|
| Caseload            | 161     |     | 154     |     |
| Entered Employments | 82      | 51% | 82      | 53% |
| Terminations        | 11      | 15% | 16      | 23% |
| Reductions          | 51      | 68% | 49      | 71% |
| Average Wage        | \$9.00  |     | \$9.31  |     |
| Retentions          | 69      | 88% | 68      | 91% |
| Health Benefits     | 33      | 53% | 17      | 31% |

| CONNECTICUT         | FY 2012 |     | FY 2013 |     |
|---------------------|---------|-----|---------|-----|
| Caseload            | 502     |     | 590     |     |
| Entered Employments | 272     | 54% | 309     | 52% |
| Terminations        | 20      | 14% | 18      | 9%  |
| Reductions          | 0       | 0%  | 0       | 0%  |
| Average Wage        | \$9.82  |     | \$10.30 |     |
| Retentions          | 183     | 55% | 240     | 75% |
| Health Benefits     | 129     | 81% | 132     | 64% |

| ARIZONA             | FY 2012 |     | FY 2013 |     |
|---------------------|---------|-----|---------|-----|
| Caseload            | 1,594   |     | 1,227   |     |
| Entered Employments | 823     | 52% | 715     | 58% |
| Terminations        | 352     | 96% | 353     | 90% |
| Reductions          | 13      | 4%  | 22      | 6%  |
| Average Wage        | \$8.34  |     | \$8.41  |     |
| Retentions          | 695     | 79% | 493     | 82% |
| Health Benefits     | 490     | 72% | 392     | 65% |

| DELAWARE            | FY 2012 |     | FY 2013 |     |
|---------------------|---------|-----|---------|-----|
| Caseload            | 57      |     | 70      |     |
| Entered Employments | 36      | 63% | 44      | 63% |
| Terminations        | 7       | 70% | 4       | 67% |
| Reductions          | 3       | 30% | 1       | 17% |
| Average Wage        | \$7.99  |     | \$9.40  |     |
| Retentions          | 29      | 83% | 11      | 85% |
| Health Benefits     | 22      | 73% | 29      | 83% |

\* Note: The State of Wyoming does not participate in the State Administered Refugee Resettlement Program.



| DIST. OF COLUMBIA   | FY 2012 |     | FY 2013 |     |
|---------------------|---------|-----|---------|-----|
| Caseload            | 506     |     | 575     |     |
| Entered Employments | 181     | 36% | 200     | 35% |
| Terminations        | 98      | 60% | 111     | 61% |
| Reductions          | 7       | 4%  | 30      | 17% |
| Average Wage        | \$10.42 |     | \$10.57 |     |
| Retentions          | 160     | 86% | 187     | 99% |
| Health Benefits     | 48      | 62% | 71      | 62% |

| ILLINOIS            | FY 2012 |     | FY 2013 |     |
|---------------------|---------|-----|---------|-----|
| Caseload            | 1,664   |     | 2,008   |     |
| Entered Employments | 881     | 53% | 985     | 49% |
| Terminations        | 212     | 30% | 473     | 58% |
| Reductions          | 156     | 22% | 199     | 24% |
| Average Wage        | \$9.56  |     | \$9.24  |     |
| Retentions          | 673     | 76% | 573     | 60% |
| Health Benefits     | 559     | 78% | 686     | 79% |

| FLORIDA             | FY 2012 |     | FY 2013 |     |
|---------------------|---------|-----|---------|-----|
| Caseload            | 17,401  |     | 20,741  |     |
| Entered Employments | 8,907   | 51% | 9,058   | 44% |
| Terminations        | 3,088   | 96% | 4,210   | 96% |
| Reductions          | 0       | 0%  | 0       | 0%  |
| Average Wage        | \$8.43  |     | \$8.64  |     |
| Retentions          | 5,735   | 63% | 5,685   | 64% |
| Health Benefits     | 4,214   | 49% | 4,352   | 50% |

| INDIANA             | FY 2012 |     | FY 2013 |     |
|---------------------|---------|-----|---------|-----|
| Caseload            | 1,592   |     | 2,074   |     |
| Entered Employments | 1,131   | 71% | 1,312   | 63% |
| Terminations        | 161     | 32% | 330     | 43% |
| Reductions          | 127     | 32% | 85      | 11% |
| Average Wage        | \$8.97  |     | \$9.44  |     |
| Retentions          | 333     | 56% | 610     | 60% |
| Health Benefits     | 808     | 73% | 932     | 74% |

| GEORGIA             | FY 2012 |     | FY 2013 |     |
|---------------------|---------|-----|---------|-----|
| Caseload            | 1,560   |     | 2,569   |     |
| Entered Employments | 633     | 41% | 998     | 39% |
| Terminations        | 22      | 79% | 43      | 90% |
| Reductions          | 0       | 0%  | 0       | 0%  |
| Average Wage        | \$8.27  |     | \$8.63  |     |
| Retentions          | 452     | 83% | 739     | 85% |
| Health Benefits     | 483     | 76% | 581     | 67% |

| IOWA                | FY 2012 |     | FY 2013 |     |
|---------------------|---------|-----|---------|-----|
| Caseload            | 476     |     | 547     |     |
| Entered Employments | 260     | 55% | 300     | 55% |
| Terminations        | 25      | 68% | 57      | 68% |
| Reductions          | 0       | 0%  | 0       | 0%  |
| Average Wage        | \$9.83  |     | \$9.37  |     |
| Retentions          | 215     | 81% | 226     | 77% |
| Health Benefits     | 202     | 98% | 248     | 95% |

| HAWAII              | FY 2012 |     | FY 2013 |      |
|---------------------|---------|-----|---------|------|
| Caseload            | 59      |     | 31      |      |
| Entered Employments | 36      | 61% | 31      | 100% |
| Terminations        | 0       | 0%  | 0       | 0%   |
| Reductions          | 0       | 0%  | 0       | 0%   |
| Average Wage        | \$9.00  |     | \$9.37  |      |
| Retentions          | 7       | 64% | 16      | 52%  |
| Health Benefits     | 6       | 38% | 6       | 100% |

| KANSAS              | FY 2012 |     | FY 2013 |     |
|---------------------|---------|-----|---------|-----|
| Caseload            | 734     |     | 674     |     |
| Entered Employments | 369     | 50% | 343     | 51% |
| Terminations        | 73      | 59% | 76      | 78% |
| Reductions          | 23      | 19% | 16      | 16% |
| Average Wage        | \$11.66 |     | \$11.28 |     |
| Retentions          | 319     | 79% | 199     | 59% |
| Health Benefits     | 179     | 73% | 160     | 62% |

| IDAHO               | FY 2012 |     | FY 2013 |     |
|---------------------|---------|-----|---------|-----|
| Caseload            | 486     |     | 387     |     |
| Entered Employments | 368     | 76% | 299     | 77% |
| Terminations        | 118     | 72% | 123     | 68% |
| Reductions          | 7       | 4%  | 21      | 12% |
| Average Wage        | \$7.85  |     | \$8.80  |     |
| Retentions          | 236     | 79% | 259     | 81% |
| Health Benefits     | 70      | 31% | 91      | 51% |

| KENTUCKY            | FY 2012 |     | FY 2013 |     |
|---------------------|---------|-----|---------|-----|
| Caseload            | 1,819   |     | 2,286   |     |
| Entered Employments | 1,018   | 56% | 1,302   | 57% |
| Terminations        | 531     | 62% | 794     | 73% |
| Reductions          | 123     | 14% | 143     | 13% |
| Average Wage        | \$9.01  |     | \$9.26  |     |
| Retentions          | 748     | 82% | 959     | 79% |
| Health Benefits     | 608     | 73% | 793     | 71% |



| LOUISIANA           | FY 2012 |     | FY 2013 |      |
|---------------------|---------|-----|---------|------|
| Caseload            | 221     |     | 299     |      |
| Entered Employments | 134     | 61% | 77      | 26%  |
| Terminations        | 64      | 58% | 59      | 100% |
| Reductions          | 0       | 0%  | 0       | 0%   |
| Average Wage        | \$9.05  |     | \$8.98  |      |
| Retentions          | 89      | 80% | 61      | 53%  |
| Health Benefits     | 34      | 32% | 14      | 25%  |

| MAINE               | FY 2012 |     | FY 2013 |     |
|---------------------|---------|-----|---------|-----|
| Caseload            | 1,117   |     | 372     |     |
| Entered Employments | 470     | 42% | 148     | 40% |
| Terminations        | 257     | 57% | 41      | 29% |
| Reductions          | 1       | 0%  | 7       | 5%  |
| Average Wage        | \$9.40  |     | \$9.82  |     |
| Retentions          | 70      | 67% | 77      | 96% |
| Health Benefits     | 10      | 8%  | 3       | 3%  |

| MARYLAND            | FY 2012 |     | FY 2013 |     |
|---------------------|---------|-----|---------|-----|
| Caseload            | 1,184   |     | 1,263   |     |
| Entered Employments | 1,000   | 84% | 1,044   | 83% |
| Terminations        | 156     | 27% | 123     | 17% |
| Reductions          | 0       | 0%  | 0       | 0%  |
| Average Wage        | \$9.51  |     | \$9.91  |     |
| Retentions          | 851     | 89% | 895     | 87% |
| Health Benefits     | 538     | 72% | 581     | 73% |

| MASSACHUSETTS       | FY 2012 |     | FY 2013 |     |
|---------------------|---------|-----|---------|-----|
| Caseload            | 1,526   |     | 1,680   |     |
| Entered Employments | 1,138   | 75% | 1,221   | 73% |
| Terminations        | 423     | 53% | 479     | 54% |
| Reductions          | 321     | 40% | 327     | 37% |
| Average Wage        | \$9.95  |     | \$10.17 |     |
| Retentions          | 954     | 82% | 948     | 76% |
| Health Benefits     | 575     | 88% | 670     | 88% |

| MICHIGAN            | FY 2012 |     | FY 2013 |     |
|---------------------|---------|-----|---------|-----|
| Caseload            | 4,067   |     | 4,716   |     |
| Entered Employments | 1,325   | 33% | 1,630   | 35% |
| Terminations        | 264     | 35% | 369     | 40% |
| Reductions          | 457     | 60% | 456     | 50% |
| Average Wage        | \$8.71  |     | \$8.81  |     |
| Retentions          | 1,032   | 83% | 1,207   | 80% |
| Health Benefits     | 219     | 27% | 229     | 21% |

| MINNESOTA           | FY 2012 |     | FY 2013 |     |
|---------------------|---------|-----|---------|-----|
| Caseload            | 1,466   |     | 1,858   |     |
| Entered Employments | 811     | 55% | 1,220   | 66% |
| Terminations        | 200     | 31% | 272     | 34% |
| Reductions          | 150     | 23% | 224     | 28% |
| Average Wage        | \$9.21  |     | \$9.15  |     |
| Retentions          | 828     | 69% | 926     | 82% |
| Health Benefits     | 166     | 30% | 233     | 27% |

| MISSISSIPPI         | FY 2012 |     | FY 2013 |     |
|---------------------|---------|-----|---------|-----|
| Caseload            | 44      |     | 32      |     |
| Entered Employments | 35      | 80% | 24      | 75% |
| Terminations        | 7       | 50% | 5       | 50% |
| Reductions          | 0       | 0%  | 5       | 50% |
| Average Wage        | \$8.31  |     | \$8.75  |     |
| Retentions          | 8       | 80% | 6       | 75% |
| Health Benefits     | 15      | 54% | 9       | 69% |

| MISSOURI            | FY 2012 |     | FY 2013 |     |
|---------------------|---------|-----|---------|-----|
| Caseload            | 934     |     | 766     |     |
| Entered Employments | 282     | 30% | 310     | 40% |
| Terminations        | 45      | 75% | 72      | 69% |
| Reductions          | 15      | 25% | 26      | 25% |
| Average Wage        | \$8.73  |     | \$8.80  |     |
| Retentions          | 212     | 74% | 234     | 80% |
| Health Benefits     | 194     | 77% | 235     | 89% |

| MONTANA             | FY 2012 |      | FY 2013 |    |
|---------------------|---------|------|---------|----|
| Caseload            | 2       |      | 7       |    |
| Entered Employments | 1       | 50%  | 0       | 0% |
| Terminations        | 1       | 100% | 0       | 0% |
| Reductions          | 0       | 0%   | 0       | 0% |
| Average Wage        | \$0.00  |      | \$0.00  |    |
| Retentions          | 0       | 0%   | 0       | 0% |
| Health Benefits     | 0       | 0%   | 0       | 0% |

| NEBRASKA            | FY 2012 |     | FY 2013 |     |
|---------------------|---------|-----|---------|-----|
| Caseload            | 819     |     | 1,074   |     |
| Entered Employments | 446     | 54% | 579     | 54% |
| Terminations        | 220     | 80% | 174     | 91% |
| Reductions          | 49      | 18% | 18      | 9%  |
| Average Wage        | \$10.21 |     | \$10.29 |     |
| Retentions          | 290     | 67% | 409     | 89% |
| Health Benefits     | 389     | 95% | 494     | 95% |



| NEVADA              | FY 2012 |     | FY 2013 |     |
|---------------------|---------|-----|---------|-----|
| Caseload            | 1,519   |     | 1,524   |     |
| Entered Employments | 771     | 51% | 846     | 56% |
| Terminations        | 124     | 21% | 189     | 32% |
| Reductions          | 15      | 3%  | 5       | 1%  |
| Average Wage        | \$10.19 |     | \$10.04 |     |
| Retentions          | 212     | 51% | 428     | 53% |
| Health Benefits     | 350     | 60% | 500     | 78% |

| NORTH CAROLINA      | FY 2012 |     | FY 2013 |     |
|---------------------|---------|-----|---------|-----|
| Caseload            | 1,959   |     | 1,955   |     |
| Entered Employments | 1,553   | 79% | 1,417   | 72% |
| Terminations        | 362     | 88% | 494     | 88% |
| Reductions          | 49      | 12% | 70      | 12% |
| Average Wage        | \$8.65  |     | \$8.54  |     |
| Retentions          | 1,357   | 97% | 1,346   | 90% |
| Health Benefits     | 1,115   | 81% | 1,116   | 89% |

| NEW YORK            | FY 2012 |     | FY 2013 |     |
|---------------------|---------|-----|---------|-----|
| Caseload            | 2,437   |     | 2,287   |     |
| Entered Employments | 1,380   | 57% | 1,246   | 54% |
| Terminations        | 6       | 2%  | 3       | 1%  |
| Reductions          | 281     | 98% | 294     | 99% |
| Average Wage        | \$10.78 |     | \$9.36  |     |
| Retentions          | 941     | 67% | 646     | 70% |
| Health Benefits     | 720     | 68% | 305     | 31% |

| NORTH DAKOTA        | FY 2012 |     | FY 2013 |     |
|---------------------|---------|-----|---------|-----|
| Caseload            | 385     |     | 345     |     |
| Entered Employments | 197     | 51% | 248     | 72% |
| Terminations        | 70      | 42% | 115     | 51% |
| Reductions          | 22      | 13% | 15      | 7%  |
| Average Wage        | \$8.47  |     | \$8.76  |     |
| Retentions          | 120     | 94% | 186     | 97% |
| Health Benefits     | 106     | 83% | 156     | 81% |

| NEW HAMPSHIRE       | FY 2012 |     | FY 2013 |     |
|---------------------|---------|-----|---------|-----|
| Caseload            | 324     |     | 400     |     |
| Entered Employments | 260     | 80% | 309     | 77% |
| Terminations        | 39      | 50% | 73      | 63% |
| Reductions          | 39      | 50% | 43      | 37% |
| Average Wage        | \$9.63  |     | \$9.35  |     |
| Retentions          | 142     | 88% | 166     | 86% |
| Health Benefits     | 71      | 45% | 88      | 48% |

| OHIO                | FY 2012 |     | FY 2013 |     |
|---------------------|---------|-----|---------|-----|
| Caseload            | 1,276   |     | 2,523   |     |
| Entered Employments | 593     | 46% | 849     | 34% |
| Terminations        | 151     | 40% | 166     | 35% |
| Reductions          | 63      | 17% | 235     | 50% |
| Average Wage        | \$8.53  |     | \$8.82  |     |
| Retentions          | 277     | 48% | 430     | 76% |
| Health Benefits     | 232     | 54% | 208     | 30% |

| NEW JERSEY          | FY 2012 |     | FY 2013 |     |
|---------------------|---------|-----|---------|-----|
| Caseload            | 647     |     | 714     |     |
| Entered Employments | 184     | 28% | 207     | 29% |
| Terminations        | 31      | 44% | 44      | 41% |
| Reductions          | 8       | 11% | 28      | 26% |
| Average Wage        | \$8.88  |     | \$9.36  |     |
| Retentions          | 71      | 68% | 135     | 87% |
| Health Benefits     | 58      | 47% | 75      | 48% |

| OKLAHOMA            | FY 2012 |      | FY 2013 |     |
|---------------------|---------|------|---------|-----|
| Caseload            | 322     |      | 343     |     |
| Entered Employments | 123     | 38%  | 269     | 78% |
| Terminations        | 87      | 100% | 120     | 68% |
| Reductions          | 0       | 0%   | 0       | 0%  |
| Average Wage        | \$9.33  |      | \$9.39  |     |
| Retentions          | 101     | 78%  | 193     | 80% |
| Health Benefits     | 92      | 81%  | 203     | 79% |

| NEW MEXICO          | FY 2012 |     | FY 2013 |     |
|---------------------|---------|-----|---------|-----|
| Caseload            | 359     |     | 235     |     |
| Entered Employments | 62      | 17% | 75      | 32% |
| Terminations        | 5       | 16% | 10      | 20% |
| Reductions          | 0       | 0%  | 3       | 6%  |
| Average Wage        | \$8.30  |     | \$8.58  |     |
| Retentions          | 25      | 23% | 29      | 78% |
| Health Benefits     | 11      | 32% | 10      | 36% |

| OREGON              | FY 2012 |     | FY 2013 |     |
|---------------------|---------|-----|---------|-----|
| Caseload            | 1,446   |     | 1,435   |     |
| Entered Employments | 782     | 54% | 952     | 66% |
| Terminations        | 263     | 74% | 360     | 88% |
| Reductions          | 92      | 26% | 50      | 12% |
| Average Wage        | \$9.18  |     | \$9.32  |     |
| Retentions          | 649     | 73% | 684     | 71% |
| Health Benefits     | 366     | 54% | 415     | 49% |



| PENNSYLVANIA        | FY 2012 |     | FY 2013 |     |
|---------------------|---------|-----|---------|-----|
| Caseload            | 2,043   |     | 2,029   |     |
| Entered Employments | 1,319   | 65% | 1,270   | 63% |
| Terminations        | 436     | 86% | 417     | 79% |
| Reductions          | 40      | 8%  | 76      | 14% |
| Average Wage        | \$8.73  |     | \$8.92  |     |
| Retentions          | 1,020   | 74% | 968     | 80% |
| Health Benefits     | 664     | 65% | 781     | 78% |

| TENNESSEE           | FY 2012 |     | FY 2013 |     |
|---------------------|---------|-----|---------|-----|
| Caseload            | 784     |     | 1,127   |     |
| Entered Employments | 692     | 88% | 853     | 76% |
| Terminations        | 115     | 33% | 136     | 29% |
| Reductions          | 129     | 37% | 302     | 64% |
| Average Wage        | \$8.90  |     | \$8.72  |     |
| Retentions          | 410     | 72% | 654     | 78% |
| Health Benefits     | 403     | 77% | 568     | 76% |

| RHODE ISLAND        | FY 2012 |     | FY 2013 |     |
|---------------------|---------|-----|---------|-----|
| Caseload            | 116     |     | 156     |     |
| Entered Employments | 86      | 74% | 70      | 45% |
| Terminations        | 34      | 59% | 8       | 20% |
| Reductions          | 13      | 22% | 13      | 32% |
| Average Wage        | \$8.50  |     | \$9.40  |     |
| Retentions          | 76      | 85% | 55      | 95% |
| Health Benefits     | 17      | 28% | 34      | 67% |

| TEXAS               | FY 2012 |     | FY 2013 |     |
|---------------------|---------|-----|---------|-----|
| Caseload            | 6,696   |     | 7,539   |     |
| Entered Employments | 5,503   | 82% | 4,762   | 63% |
| Terminations        | 0       | 0%  | 90      | 3%  |
| Reductions          | 0       | 0%  | 0       | 0%  |
| Average Wage        | \$8.93  |     | \$8.93  |     |
| Retentions          | 4,416   | 86% | 4,508   | 83% |
| Health Benefits     | 3,570   | 77% | 3,189   | 72% |

| SAN DIEGO (W/F)     | FY 2012 |     | FY 2013 |     |
|---------------------|---------|-----|---------|-----|
| Caseload            | 1,231   |     | 1,659   |     |
| Entered Employments | 384     | 31% | 675     | 41% |
| Terminations        | 163     | 52% | 326     | 50% |
| Reductions          | 17      | 5%  | 29      | 4%  |
| Average Wage        | \$9.12  |     | \$9.29  |     |
| Retentions          | 171     | 62% | 383     | 83% |
| Health Benefits     | 48      | 33% | 115     | 41% |

| UTAH                | FY 2012 |     | FY 2013 |     |
|---------------------|---------|-----|---------|-----|
| Caseload            | 716     |     | 703     |     |
| Entered Employments | 311     | 43% | 350     | 50% |
| Terminations        | 0       | 0%  | 20      | 43% |
| Reductions          | 0       | 0%  | 4       | 9%  |
| Average Wage        | \$8.70  |     | \$8.52  |     |
| Retentions          | 231     | 87% | 253     | 82% |
| Health Benefits     | 192     | 81% | 210     | 83% |

| SOUTH CAROLINA      | FY 2012 |      | FY 2013 |     |
|---------------------|---------|------|---------|-----|
| Caseload            | 134     |      | 153     |     |
| Entered Employments | 77      | 57%  | 65      | 42% |
| Terminations        | 2       | 100% | 1       | 33% |
| Reductions          | 0       | 0%   | 2       | 67% |
| Average Wage        | \$8.65  |      | \$8.31  |     |
| Retentions          | 70      | 95%  | 62      | 81% |
| Health Benefits     | 55      | 75%  | 50      | 82% |

| VERMONT             | FY 2012 |     | FY 2013 |     |
|---------------------|---------|-----|---------|-----|
| Caseload            | 330     |     | 276     |     |
| Entered Employments | 177     | 54% | 169     | 61% |
| Terminations        | 50      | 93% | 42      | 91% |
| Reductions          | 0       | 0%  | 0       | 0%  |
| Average Wage        | \$10.12 |     | \$10.05 |     |
| Retentions          | 141     | 84% | 163     | 84% |
| Health Benefits     | 103     | 70% | 86      | 58% |

| SOUTH DAKOTA        | FY 2012 |     | FY 2013 |     |
|---------------------|---------|-----|---------|-----|
| Caseload            | 680     |     | 952     |     |
| Entered Employments | 435     | 64% | 618     | 65% |
| Terminations        | 198     | 90% | 235     | 79% |
| Reductions          | 21      | 10% | 61      | 21% |
| Average Wage        | \$9.60  |     | \$10.13 |     |
| Retentions          | 433     | 80% | 362     | 82% |
| Health Benefits     | 313     | 78% | 448     | 82% |

| VIRGINIA            | FY 2012 |      | FY 2013 |     |
|---------------------|---------|------|---------|-----|
| Caseload            | 1,646   |      | 1,718   |     |
| Entered Employments | 1,152   | 70%  | 1,367   | 80% |
| Terminations        | 133     | 100% | 212     | 73% |
| Reductions          | 0       | 0%   | 0       | 0%  |
| Average Wage        | \$9.88  |      | \$9.74  |     |
| Retentions          | 869     | 90%  | 1,056   | 77% |
| Health Benefits     | 554     | 72%  | 729     | 69% |





| WASHINGTON          | FY 2012 |     | FY 2013 |     |
|---------------------|---------|-----|---------|-----|
| Caseload            | 2,572   |     | 2,567   |     |
| Entered Employments | 1,233   | 48% | 1,155   | 45% |
| Terminations        | 549     | 69% | 510     | 75% |
| Reductions          | 90      | 11% | 57      | 8%  |
| Average Wage        | \$9.71  |     | \$10.19 |     |
| Retentions          | 719     | 70% | 753     | 63% |
| Health Benefits     | 210     | 27% | 211     | 29% |

| WEST VIRGINIA       | FY 2012 |      | FY 2013 |      |
|---------------------|---------|------|---------|------|
| Caseload            | 23      |      | 25      |      |
| Entered Employments | 4       | 17%  | 7       | 28%  |
| Terminations        | 1       | 50%  | 1       | 14%  |
| Reductions          | 1       | 50%  | 5       | 71%  |
| Average Wage        | \$13.00 |      | \$14.00 |      |
| Retentions          | 2       | 100% | 2       | 100% |
| Health Benefits     | 0       | 0%   | 0       | 0%   |

| WISCONSIN           | FY 2012 |     | FY 2013 |     |
|---------------------|---------|-----|---------|-----|
| Caseload            | 1,422   |     | 791     |     |
| Entered Employments | 726     | 51% | 426     | 54% |
| Terminations        | 316     | 83% | 222     | 88% |
| Reductions          | 34      | 9%  | 23      | 9%  |
| Average Wage        | \$9.40  |     | \$9.36  |     |
| Retentions          | 500     | 57% | 381     | 90% |
| Health Benefits     | 277     | 46% | 265     | 73% |

#### STATE OF CALIFORNIA

| CALIFORNIA (AGGREGATE) | FY 2012 |     | FY 2013 |     |
|------------------------|---------|-----|---------|-----|
| Caseload               | 8,301   |     | 9,884   |     |
| Entered Employments    | 2,090   | 25% | 2,292   | 23% |
| Terminations           | 367     | 21% | 370     | 19% |
| Reductions             | 543     | 32% | 573     | 30% |
| Average Wage           | \$9.60  |     | \$10.02 |     |
| Retentions             | 1,869   | 92% | 1,848   | 78% |
| Health Benefits        | 255     | 29% | 274     | 28% |

#### CALIFORNIA COUNTIES

| ALAMEDA             | FY 2012 |     | FY 2013 |     |
|---------------------|---------|-----|---------|-----|
| Caseload            | 419     |     | 397     |     |
| Entered Employments | 162     | 39% | 219     | 55% |
| Terminations        | 31      | 33% | 8       | 8%  |
| Reductions          | 14      | 15% | 13      | 13% |
| Average Wage        | \$9.44  |     | \$10.09 |     |
| Retentions          | 86      | 92% | 212     | 81% |
| Health Benefits     | 67      | 59% | 77      | 48% |

| FRESNO              | FY 2012 |     | FY 2013 |  |
|---------------------|---------|-----|---------|--|
| Caseload            | 45      |     |         |  |
| Entered Employments | 6       | 13% |         |  |
| Terminations        | 0       | 0%  |         |  |
| Reductions          | 0       | 0%  |         |  |
| Average Wage        | \$8.00  |     |         |  |
| Retentions          | 2       | 17% |         |  |
| Health Benefits     | 0       | 0%  |         |  |

\*Fresno County did not report outcomes for FY13

| LOS ANGELES         | FY 2012 |     | FY 2013 |     |
|---------------------|---------|-----|---------|-----|
| Caseload            | 3,136   |     | 2,878   |     |
| Entered Employments | 1,000   | 32% | 815     | 28% |
| Terminations        | 186     | 20% | 166     | 22% |
| Reductions          | 324     | 35% | 244     | 33% |
| Average Wage        | \$9.54  |     | \$9.64  |     |
| Retentions          | 939     | 98% | 853     | 98% |
| Health Benefits     | 2       | 1%  | 6       | 2%  |

| ORANGE              | FY 2012 |     | FY 2013 |     |
|---------------------|---------|-----|---------|-----|
| Caseload            | 587     |     | 633     |     |
| Entered Employments | 43      | 7%  | 94      | 15% |
| Terminations        | 13      | 43% | 33      | 38% |
| Reductions          | 0       | 0%  | 0       | 0%  |
| Average Wage        | \$8.73  |     | \$10.67 |     |
| Retentions          | 34      | 79% | 66      | 75% |
| Health Benefits     | 3       | 19% | 14      | 40% |



| SACRAMENTO          | FY 2012 |     | FY 2013 |     |
|---------------------|---------|-----|---------|-----|
| Caseload            | 779     |     | 770     |     |
| Entered Employments | 345     | 44% | 364     | 47% |
| Terminations        | 38      | 22% | 43      | 21% |
| Reductions          | 49      | 28% | 40      | 19% |
| Average Wage        | \$9.28  |     | \$10.01 |     |
| Retentions          | 328     | 96% | 300     | 90% |
| Health Benefits     | 112     | 36% | 113     | 36% |

| SANTA CLARA         | FY 2012 |     | FY 2013 |     |
|---------------------|---------|-----|---------|-----|
| Caseload            | 278     |     | 284     |     |
| Entered Employments | 153     | 55% | 163     | 57% |
| Terminations        | 77      | 56% | 72      | 47% |
| Reductions          | 11      | 8%  | 7       | 5%  |
| Average Wage        | \$10.67 |     | \$12.66 |     |
| Retentions          | 82      | 72% | 82      | 72% |
| Health Benefits     | 46      | 65% | 34      | 48% |

| SAN DIEGO           | FY 2012 |     | FY 2013 |     |
|---------------------|---------|-----|---------|-----|
| Caseload            | 2,686   |     | 4,489   |     |
| Entered Employments | 275     | 10% | 539     | 12% |
| Terminations        | 7       | 3%  | 37      | 7%  |
| Reductions          | 135     | 49% | 262     | 49% |
| Average Wage        | \$9.33  |     | \$8.92  |     |
| Retentions          | 241     | 79% | 282     | 44% |
| Health Benefits     | 8       | 24% | 10      | 11% |

| STANISLAUS          | FY 2012 |     | FY 2013 |     |
|---------------------|---------|-----|---------|-----|
| Caseload            | 305     |     | 377     |     |
| Entered Employments | 59      | 19% | 64      | 17% |
| Terminations        | 9       | 30% | 9       | 20% |
| Reductions          | 6       | 20% | 6       | 13% |
| Average Wage        | \$9.90  |     | \$8.72  |     |
| Retentions          | 39      | 74% | 48      | 76% |
| Health Benefits     | 14      | 67% | 17      | 63% |

| SAN FRANCISCO       | FY 2012 |     | FY 2013 |     |
|---------------------|---------|-----|---------|-----|
| Caseload            | 57      |     | 56      |     |
| Entered Employments | 47      | 82% | 34      | 61% |
| Terminations        | 6       | 13% | 2       | 6%  |
| Reductions          | 4       | 9%  | 1       | 3%  |
| Average Wage        | \$15.17 |     | \$11.76 |     |
| Retentions          | 14      | 93% | 5       | 63% |
| Health Benefits     | 3       | 19% | 3       | 30% |

| SAN JOAQUIN         | FY 2012 |    | FY 2013 |  |
|---------------------|---------|----|---------|--|
| Caseload            | 9       |    |         |  |
| Entered Employments | 0       | 0% |         |  |
| Terminations        | 0       | 0% |         |  |
| Reductions          | 0       | 0% |         |  |
| Average Wage        | \$0.00  |    |         |  |
| Retentions          | 0       | 0% |         |  |
| Health Benefits     | 0       | 0% |         |  |

\*San Joaquin County did not report outcomes for FY13



Photo: Courtesy of Georkis Ramos Quintana



## 5. Discretionary Grants

During FY 2013, ORR continued to fund a wide range of discretionary grants targeting individuals and communities with special needs. Unlike formula social service programs, these funds are awarded competitively and may provide services to refugees who have been in the U.S. for more than 60 months (five years).

### *Individual Development Account Program*

Individual development accounts (IDA) are matched savings accounts available for the purchase of specific assets. Under the IDA program the matching funds, together with the refugee's own savings, are available for purchasing one (or more) of four savings goals: home purchase; microenterprise capitalization; post-secondary education or training, and; purchase of an automobile if necessary for employment or educational purposes. The purchase of a computer in support of a refugee's education or micro-business also is allowed.

Under the ORR-funded program, grantees provide matched savings accounts to refugees who have an earned income, whose annual income is less than 200 percent of the poverty level and whose assets, exclusive of a personal residence and one vehicle, are less than \$10,000. Grantees provide matches of up to \$1 for every \$1 deposited by a refugee in a savings account. The total match amount provided may not exceed \$2,000 for individuals or \$4,000 for households. Upon enrolling in an IDA program, a refugee signs a savings plan agreement which specifies the savings goal, the match rate, and the amount the refugee will save each month.

The IDA grantees provide basic financial training which is intended to assist refugees in understanding the American financial system. Topics that are covered can include credit ratings, checking and savings accounts, investments, bank usage, and interest rates. The IDA grantees also provide training focused on the specific savings goals. The specialized training ensures that refugees receive appropriate information on purchasing and managing their asset purchases. For example, grantees provide training on how to purchase a home or how to develop a business plan for a microenterprise.

### *Account Activity*

*Note: ORR does not require quantitative data from its IDA grantees. Grantees voluntarily submit data as part of their reporting process to assist in showing progress towards annual goals. Therefore, data presented below may not represent the entire program.*

During FY 2013, five grantees ended their no-cost extension period. Their results are as follows:

| # OF GRANTS | TOTAL GRANT AWARD | REFUGEES SERVED | STATES SERVED | VALUE OF ASSETS PURCHASED | BUSINESSES STARTED OR SUPPORTED | EDUCATION | CARS | HOMES |
|-------------|-------------------|-----------------|---------------|---------------------------|---------------------------------|-----------|------|-------|
| 5           | \$4.9 million     | 1,115           | 5             | \$25.6 million            | 216                             | 212       | 366  | 317   |

In FY 2013, six additional grantees also closed their grants on time in FY 2013. Three grantees requested and were approved for one-year, no-cost extension period. Their three-year project period results are as follows:

| # OF GRANTS | TOTAL GRANT AWARD | REFUGEES SERVED | STATES SERVED | VALUE OF ASSETS PURCHASED | BUSINESSES STARTED OR SUPPORTED | EDUCATION | CARS | HOMES |
|-------------|-------------------|-----------------|---------------|---------------------------|---------------------------------|-----------|------|-------|
| 6           | \$6.7 million     | 1,071           | 8             | \$22.7 million            | 252                             | 138       | 177  | 131   |



In FY 2013, 13 grantees completed their second year of a three-year project period. Their reported progress is included below:

| # OF GRANTS | TOTAL GRANT AWARD | REFUGEES SERVED | STATES SERVED | VALUE OF ASSETS PURCHASED | BUSINESSES STARTED OR SUPPORTED | EDUCATION | CARS | HOMES |
|-------------|-------------------|-----------------|---------------|---------------------------|---------------------------------|-----------|------|-------|
| 13          | \$4 million       | 721             | 10            | \$1.8 million             | 28                              | 43        | 29   | 19    |

It is important to note that participants take an average of six to nine months to complete their savings goals and often make a majority of their purchases in the second or third year of the program. This explains the lower value of assets purchased even though there are more grantees in this period.

**Participant Characteristics.** The ORR IDA program focuses its efforts on the refugee community that may benefit the most from the program. Participants can enroll as an individual at a \$2,000 maximum match rate or as a household at a \$4,000 match rate if they qualify. For FY 2013, all participants saving for homes and microenterprises must be in the country for five years or less at the time of enrollment. For all other asset goals, participants must be in the country three years or less at the time of enrollment.

Program participation continues to mirror resettlement demographics. Most participants are from Bhurma, Bhutan, and various countries in Africa.

In FY 2013, ORR awarded 13 IDA grant continuations totaling \$2.65 million and nine new grants totaling \$1.9 million. For a list of grantees, refer to [Table I-7: FY 2013 Individual Development Account Grantees](#) below.

**Table I-7: FY 2013 Individual Development Account Grantees**

| GRANTEE NAME                                       | STATE         | AWARD AMOUNT |
|--|---------------|--------------|
| Coastal Enterprise, Inc.                           | Maine         | \$230,000    |
| Catholic Charities of Santa Clara                  | California    | \$204,000    |
| Pan-African Community Association                  | Wisconsin     | \$150,000    |
| Jewish Family and Children Services                | Kentucky      | \$200,000    |
| Diocese of Olympia                                 | Washington    | \$152,000    |
| Economic and Community Development, Inc.           | Ohio          | \$200,000    |
| International Institute of Boston                  | Massachusetts | \$230,000    |
| International Institute of Buffalo                 | New York      | \$200,000    |
| Hmong American Partnership                         | Minnesota     | \$245,000    |
| Women's Opportunity and Resource Center            | Pennsylvania  | \$200,000    |
| International Rescue Committee                     | Texas         | \$200,000    |
| Business Outreach Center Network                   | New York      | \$245,000    |
| Lao Family and Community Development               | California    | \$200,000    |
| Mountain States Group, Inc.                        | Idaho         | \$200,000    |
| Immigrant and Refugee Community Organization       | Oregon        | \$215,000    |
| Center for Community Development for New Americans | New York      | \$245,000    |
| International Rescue Committee, Inc.               | Arizona       | \$132,535    |



| GRANTEE NAME                                      | STATE          | AWARD AMOUNT |
|---|----------------|--------------|
| Pacific Asian Consortium in Employment            | California     | \$225,000    |
| U.S. Committee for Refugees and Immigrants, Inc.  | North Carolina | \$245,000    |
| International Institute of Metropolitan St. Louis | Missouri       | \$244,795    |
| Alliance for African Assistance                   | California     | \$224,670    |
| Community Enterprise Development Services         | Colorado       | \$212,000    |

### **Targeted Assistance Discretionary Grants**

The Discretionary Targeted Assistance Grant Program (TAG-D) is designed to assist newly arrived refugees and specific refugee populations with compelling situations who for various reasons have been unable to make the transition to economic self-sufficiency.

**Monitoring**—ORR conducted monitoring of TAG-D grantees in Rhode Island, Missouri, and New Mexico in combination with the provision of Refugee Cash Assistance and Social Services. Monitoring findings focused on overall documentation, translation of documents, eligibility determinations, and benefit notifications.

**New Funding Announcement & Awards**—A new funding opportunity announcement was drafted and published on grants.gov. Programs address three priority areas in employment, case management and social adjustment services for refugees to obtain self-sufficiency in counties that do not receive formula TAG funding and do not have other alternative funding resources or services available to address the needs of the target population.

ORR awarded 25 new grants for project period October 1, 2013 through September 30, 2016. Refer to Table I-7: FY 2013 Targeted Assistance Discretionary Grantees below.

The 25 awards totaled \$4.7 million. The range of funding was between \$150,000 and \$300,000.

### **Priority areas included:**

A total of \$3.3 million was awarded to applicants to serve eligible populations in counties that did not qualify for TAG formula funding, case management, and social adjustment services.

**Table I-8: FY 2013 Targeted Assistance Discretionary Grantees**

| GRANTEE NAME   | STATE | AWARD AMOUNT |
|--|-------|--------------|
| Arizona Department of Economic Security                      | AZ    | \$150,000.00 |
| California Department of Social Services                     | CA    | \$275,000.00 |
| State of Connecticut   | CT    | \$175,000.00 |
| Iowa Department of Human Services, Bureau of Refugee Service | IA    | \$150,000.00 |
| Mountain States Group, Inc.                                  | ID    | \$150,000.00 |
| Catholic Charities of Louisville Inc.                        | KY    | \$150,000.00 |
| Maine Department of Health and Human Services                | ME    | \$175,000.00 |
| Massachusetts Office for Refugees and Immigrants             | MA    | \$186,225.00 |





| GRANTEE NAME  | STATE | AWARD AMOUNT |
|---|-------|--------------|
| Maryland Department of Human Resources                                  | MD    | \$150,000.00 |
| Michigan Department of Human Services                                   | MI    | \$175,000.00 |
| Missouri Department of Social Services                                  | MO    | \$150,000.00 |
| North Carolina Department of Health and Human Services                  | NC    | \$200,000.00 |
| Nebraska Department of Health and Human Services                        | NE    | \$150,000.00 |
| New Hampshire Department of Health & Human Services                     | NH    | \$175,000.00 |
| New Jersey Department of Human Services, Division of Family Development | NJ    | \$150,000.00 |
| New York State Office of Temporary and Disability Assistance            | NY    | \$300,000.00 |
| Ohio Department of Job & Family Services                                | OH    | \$200,000.00 |
| Commonwealth of Pennsylvania  | PA    | \$225,000.00 |
| Rhode Island Department of Human Services                               | RI    | \$175,000.00 |
| Lutheran Social Services of South Dakota                                | SD    | \$150,000.00 |
| Texas Health and Human Services Commission                              | TX    | \$300,000.00 |
| State of Utah, Department of Workforce Services                         | UT    | \$175,000.00 |
| Vermont Agency of Human Services  | VT    | \$150,000.00 |
| Washington State Department of Social and Health Services               | WA    | \$200,000.00 |
| Wisconsin Department of Children and Families                           | WI    | \$250,000.00 |

### Technical Assistance

ORR supports the work of its grantees and other refugee service providers through three technical assistance cooperative agreements with organizations qualified to provide expertise in fields central to refugee resettlement. ORR's intent through this technical assistance support is to equip refugee-serving agencies with the best help for continuous improvement in programs, in their capacity to serve refugees, and in their impact on refugee lives and economic independence.

In FY2013, ORR awarded three grants in the amount of \$656,000.00. For a list of grantees, refer to [Table I-9: FY2013 Technical Assistance Grantees](#) below. In FY 2013, the three technical assistance providers provided the following:

Welcoming America activities included:

- Assessment of the needs to understand the strengths and challenges of fostering greater community support
- A webinar series that included communications training and comprehensive planning for resettlement
- Open dialog forums that allowed for continuous improvement and sharing of best practices
- A new website—welcomingrefugees.org which contains community-engagement-practices
- In-person training and practices with local leaders, and
- In-depth local capacity building to key communities

The number of organizations choosing to participate in the technical assistance program and survey feedback indicates strong and expanding interest on community integration and engagement issues.

ICF International supported ORR's launch of a technical assistance initiative to help refugee service providers develop robust relationships with U.S. federal, state, and community-based partners, especially related to the Temporary Assistance for Needy Families (TANF) program. ICF works with partners in both refugee and TANF programs to identify promising models for partnership. Through a webinar series, conference presentations, and case studies of promising practices, ICF promoted a national conversation about models for collaboration, including workforce development programs that address varying levels of English language proficiency and cultural sensitivity training for frontline staff.



In addition, ICF supported development of refugee health initiatives, including development of a Somali-language video on [women's reproductive health—available on ACF's YouTube Channel \(http://bit.ly/Somali\\_RWH\)](http://bit.ly/Somali_RWH)—and translation of documents related to the Affordable Care Act into languages commonly spoken by refugees.

**Table I-9: FY 2013 Technical Assistance Grantees**

| GRANTEE                                 | CITY, STATE   | AMOUNT    |
|---|---------------|-----------|
| ICF International, LLC                  | Fairfax, VA   | \$281,000 |
| Welcoming America, Inc.                 | Decatur, GA   | \$175,000 |
| Lutheran Immigration & Refugee Services | Baltimore, MD | \$200,000 |

### **Microenterprise Development Program**

ORR awarded 18 (six continuation and 12 new) grants in the Microenterprise Development (MED) program for services in FY 2013. These grantees were funded at \$3.9 million. They operated in 17 states across the country. The agencies are located in both rural and urban settings, and in areas with both high and low concentrations of refugees.

MED projects are intended to assist 1) mostly recently arrived entrepreneurial refugees in becoming economically self-sufficient by owning and managing a small business, 2) refugee serving organizations in starting and/or expanding their capacities to provide microenterprise services to refugees, and 3) in enhancing the integration of refugees into the mainstream economy.

Many newly arrived refugees are interested in starting small business to improve their lives. However, as new arrivals, they possess few personal assets and lack credit histories and acceptable credit scores to meet commercial lending standards. The MED projects are meant to assist refugees in overcoming these obstacles. Typically, microenterprise projects include components of training and technical assistance in business skills and business management, provision of capital, and funds for administration and revolving loan and loan loss reserve funds.

**Refugees Served**—In FY 2013, over 2,000 refugees from many different countries were served in the microenterprise program. These services included business training, pre-loan and post-loan technical assistance, and providing financing to start, expand or strengthen a business.

**Loan Funds**—During FY 2013, refugee entrepreneurs received 533 loans totaling \$3.4 million to start a new business and/or expand or maintain an existing business. This represents an average loan amount of about \$7,300. Approximately 30 percent of the total loans disbursed were provided from the ORR revolving loan fund; while the remaining 70 percent was disbursed from other sources such as other federal agencies--Small Business Administration (SBA) and Community Development Financial Institutions (CDFI)--financial institutions, grants, and personal savings.

**Microenterprise as Job Creation**—533 refugees received loans to start businesses and these businesses have created and retained 1,067 jobs that employed other low-income refugees, often family members.

**Monitoring and Evaluation**—ORR staff conducted four on-site monitoring visits focusing on case management, verification of eligibility of clients for services, and implementation progress of projects ensuring achievability of objectives of the project. Staff also read thirty-six semi-annual progress reports and held three teleconferences among Microenterprise Project grantees. During these teleconferences, the Microenterprise Project grantees were informed about available resources and shared best practices.

In summary, in FY 2013, the projects have enrolled over 2,000 refugees and provided more than 8,900 hours of pre-loan and post-loan technical assistance including business training, marketing, inventory control and management, and one-on-one mentoring, made 466 loans disbursing almost \$4.4 million, and leveraged over \$7.5 million from other sources. 533 businesses created/retained 1,054 jobs, mostly for other low-income refugees. To see some of the many success stories [visit our website](http://www.acf.hhs.gov/programs/orr).


**Table I-10: FY 2013 Microenterprise Development Program Grantees**

| GRANTEE  | CITY, STATE                                | AMOUNT    |
|--|--|-----------|
| Diocese of Olympia                                 | Seattle, WA                                | \$220,000 |
| Massachusetts Office of Refugee & Immigrants       | Boston, Springfield, and Worcester, MA     | \$250,000 |
| Mountain States Group                              | Boise, ID                                  | \$200,000 |
| Coastal Enterprises, Inc.                          | Portland, ME                               | \$200,000 |
| Business Outreach Center Network, Inc.             | New York, NY                               | \$230,000 |
| Catholic Charities, Diocese of St. Petersburg      | Petersburg, FL                             | \$200,000 |
| Pacific Asian Consortium in Employment (PACE)      | Los Angeles, CA                            | \$215,000 |
| Economic & Community Development Institute         | Columbus & Cleveland, OH                   | \$250,000 |
| Center for Community Development for New Americans | New York, NY                               | \$250,000 |
| Jewish Vocational Service & Employment Center      | Louisville, KY                             | \$174,008 |
| Women's Economic Self-sufficiency                  | Albuquerque, NM                            | \$200,000 |
| International Rescue Committee                     | San Diego, CA                              | \$175,000 |
| Opening Doors, Inc.                                | Sacramento, CA                             | \$190,000 |
| Community Enterprise Development Services          | Denver, CO                                 | \$250,000 |
| International Rescue Committee                     | Phoenix & Tucson, AZ                       | \$175,000 |
| SNAP Financial Access                              | Spokane, WA                                | \$216,189 |
| ECDC Enterprise Development Group                  | Washington, DC Metro Area (VA, DC, and MD) | \$250,000 |
| International Institute of Metropolitan St. Louis  | St. Louis, MO                              | \$245,998 |

**Refugee Home-Based Child Care Microenterprise Development Program**

**Program Goal:** Through Home-Based Child Care Microenterprise Development Program (HBCCMED), ORR provides funding for grantees to implement home-based child care (HBCC) training and mentoring programs for refugees. Although the focus is on refugee women, all services provided to refugee women under HBCCMED are available to refugee men who are able to benefit from these services.

The two main objectives of HBCCMED are: to help refugees (primarily women) to achieve economic self-sufficiency by becoming licensed HBCC providers; and to ease the shortage of licensed culturally and linguistically competent HBCC providers who will promote the early care and development of refugee children, helping them to thrive in the U.S. The secondary objective of HBCCMED is to enable other refugees to enter the workforce with confidence that their children are cared for by proficient, licensed HBCC providers in their neighborhoods and communities, who possess an understanding of the children's cultural background and the ability to communicate in the children's native languages.

## SUCCESS STORIES FROM OUR GRANTEES

### ***New Licensed Provider: Tu Tu***

Tu Tu arrived in the United States in September of 2008 as a Karen refugee. Tu Tu, who spent years in a refugee camp in Thailand, successfully secured 2 families as customers within days of her licensing completion. By providing services to local refugee families and taking care of 2 children, not only is Tu Tu able to financially support herself and her husband, but she is also ensuring that two other families are able to provide for their families.

Tu Tu has successfully completed all of the required hours of CPR and First Aid certification, childcare business training, home visits and house preparation prior to inspections. Not only does Tu Tu have a separate room set up exclusively for childcare, she provides ongoing transportation of the children to and from her childcare. With two car seats as new accessories in her car, she proudly reported that the children love spending time at her childcare so much that they often are quite upset when it is time to leave.

She has taken on a mentorship role with another Karen client by attending classes with her on a monthly basis. Tu has not only demonstrated intellect, determination, and commitment – her initiative in securing customers within days of opening her business, make her an amazing example for many participants and other business owners alike!



Photo Credit: ORR

### ***Khadija Shego: A Grandmother from Somalia***



Photo Credit: ORR

Khadija Shego is a 54 year old grandmother from Somalia. She lives with her husband and provides care for 8 children in her home. Khadija is the sole income earner in her family, and often provides financial support to her children and grandchildren. Khadija receives on average \$2,800 in Idaho Child Care Program subsidies per month.

Khadija enrolled in the NIÑO Program to apply to secure access to educational classes and technical assistance, which would enable her to take the test for her Home Based Child Care Facility license. After three short months, Khadija had completed the required hours and credits needed to take the Boise City licensing exam. It was with great excitement, and the assistance of an

interpreter, Khadija passed the written test on her first attempt.

From Khadija's first days in the NIÑO Program, she was a grateful and enthusiastic participant. She continues to attend classes on a regular basis and sometimes seeks assistance from NIÑO staff for Idaho Child Care Program paperwork. In the NIÑO Program, Khadija was able to learn about disease prevention, Sudden Infant Death Syndrome, nutrition and brain development, in addition to basic accounting skills and small business tax preparation. These classes were previously unavailable to her due to language barriers and financial costs.

On a daily basis Khadija uses the additional safety equipment and educational toys provided by NIÑO and ORR grant funds. She is perpetually laughing, instructing, cooking or holding the children during the numerous home visits NIÑO staff have completed. We are delighted with Khadija's success and look forward to her continued participation in the project.



Refugees trained under this project learn about state and federal child care laws, regulations and licensing requirements, and U.S. child care norms; acquire English language skills; advance their education (e.g., attainment of General Education Diploma (G.E.D.)); learn basic financial skills; receive one-time financial assistance to cover partial start-up costs related to home-based child care entrepreneurship; apply their new child care knowledge and skills in the job market; and improve their economic opportunities. A continuity of care is essential for refugee children and their families to gain the knowledge and establish the trusting relationships needed to thrive in the U.S. An ORR objective is that refugee women operating HBCC facilities, will utilize their enhanced understanding of early childhood programs to facilitate the integration of their children as well as attain economic self-sufficiency. Through HBCCMED, refugee families and children benefit from placement in high quality, stable home-based child care services provided by HBCCMED alumni.

In FY13, ORR awarded 24 grants totaling \$5.8 million in the HBCCMED.

**Table I-11: Home Based Childcare MED Grantees FY 2013**

| GRANTEE NAME  | STATE          | AWARD AMOUNT |
|---|----------------|--------------|
| Burmese American Community Institute                | INDIANA        | \$54,667     |
| Children's Forum, Inc                               | FLORIDA        | \$71,442     |
| World Relief  | ILLINOIS       | \$71,442     |
| Luthern Social Services in Iowa                     | IOWA           | \$71,441     |
| ECDC Enterprise Development Group (2)               | VIRGINIA       | \$71,442     |
| Community Relations-Social Development Commission   | WISCONSIN      | \$71,442     |
| International Institute of Boston                   | NEW HAMPSHIRE  | \$71,442     |
| National Association Childcare Resource & Referrals | VIRGINIA       | \$71,342     |
| Catholic Charities of Dallas                        | TEXAS          | \$71,442     |
| Jewish Family & Career Services of Louisville       | KENTUCKY       | \$71,442     |
| Arab Community Center                               | MICHIGAN       | \$71,442     |
| Horn of Africa Services                             | WASHINGTON     | \$71,442     |
| International Rescue Committee                      | GEORGIA        | \$71,442     |
| Economic and Community Development Institute        | OHIO           | \$71,442     |
| Catholic Charities of Los Angeles                   | CALIFORNIA     | \$71,442     |
| International Rescue Committee, Inc                 | NEW YORK       | \$71,442     |
| U.S. Committee for Refugees & Immigrants            | NORTH CAROLINA | \$71,442     |
| Somali Bantu Community of Greater Houston           | TEXAS          | \$71,397     |
| Alliance of African Assistance                      | CALIFORNIA     | \$71,442     |
| Mountain StatesGroup                                | IDAHO          | \$167,322    |
| Community Enterprise Development Services           | COLORADO       | \$189,618    |
| Rochester Child First Network                       | NEW YORK       | \$185,639    |
| Center for Pan Asian Community Services             | GEORGIA        | \$170,000    |
| Immigrant and Refugee Community Organization        | OREGON         | \$175,000    |



| GRANTEE NAME   | STATE         | AWARD AMOUNT |
|--|---------------|--------------|
| Association of Africans Living in Vermont                    | VERMONT       | \$198,799    |
| Catholic Charities of the Roman Catholic Diocese of Syracuse | NEW YORK      | \$170,000    |
| International Rescue Committee, Inc                          | ARIZONA       | \$165,000    |
| International Institute of Los Angeles                       | CALIFORNIA    | \$166,000    |
| Luthern Social Services, Inc                                 | MASSACHUSETTS | \$143,517    |
| Journey's End Refugee Services                               | NEW YORK      | \$199,908    |
| Opening Doors, INC   | CALIFORNIA    | \$174,000    |

### Refugee Agricultural Partnership Program

The Refugee Agricultural Partnership Program (RAPP) provides agricultural and food related resources and technical information to local refugee serving agencies through public and private partnerships. As many refugee families have agrarian backgrounds, these programs support urban and rural gardening and/or farming projects that increase refugee family incomes, provide access to quality and familiar foods, foster better physical and mental health and integration into their communities, as well as provide a starting point for some to become independent farmers.

FY 2013 grant awards totaled \$975,156. Overall, the grantees administered highly successful projects as evidenced by strong qualitative and quantitative outcomes and a diverse array of activities.

Grantee reports suggest that many of these will be sustainable and will have had a residual impact on their communities.



Photo Credit: ORR

The 25 projects were located across states with different climates and serving varying ethnic groups. Projects adapted well to the challenges and opportunities within their communities. Contributors to the success of projects generally included a combination of supportive leadership and dedicated staff, strong partnerships, volunteer support and the leveraging of other resources that allowed grantees to carry out activities beyond their levels of RAPP funding. A major factor also was the dedication and enthusiasm of the refugees themselves who embraced the program for the reasons cited above. A part of this was working the soil allowed refugee families to engage in a familiar task and grow familiar foods which connected them to their past and individual cultures.

RAPP has promoted the idea that healthy foods and good nutrition for refugee families are fundamental to the resettlement process. Besides being encouraged to grow healthy and familiar vegetables in community gardens, initiatives have been developed that promote greater access to fresh produce at farmers markets.

In order to broaden the impact of RAPP, a listserv is maintained that disseminates a broad range of technical and other information to organizations across the country. At the end of 2013 there were 365 subscribers.

Read more success stories and subscribe to the [RAPP listserv](#).

**Table I-12: FY 2013 Refugee Agricultural Partnership Program Grantees**

| GRANTEE   | AMOUNT           |
|---|------------------|
| Alliance for Multicultural Community Services               | \$35,700         |
| Association of Africans Living in Vermont                   | \$25,200         |
| Catholic Charities of Louisville                            | \$27,300         |
| Center for Refugees and Immigrants in Tennessee             | \$49,300         |
| Coalition of Limited English Speaking Elderly               | \$33,600         |
| Cultivating Community                                       | \$21,000         |
| International Institute of Boston                           | \$29,400         |
| International Institute of Metropolitan St. Louis           | \$33,600         |
| International Rescue Committee                              | \$29,400         |
| International Rescue Committee, Inc. (Charlottesville)      | \$49,300         |
| International Rescue Committee, Inc. (New York)             | \$49,300         |
| International Rescue Community (Oakland)                    | \$49,300         |
| Journey's End Refugee Services                              | \$49,300         |
| Lutheran Services in Iowa                                   | \$49,300         |
| Lutheran Social Services                                    | \$35,700         |
| Mountain States Group, Inc.                                 | \$29,400         |
| Orange County Partnership for Young Children                | \$32,340         |
| Pacific Gateway Center                                      | \$48,714         |
| Refugee Family Services                                     | \$35,700         |
| Salt Lake County  | \$35,700         |
| Somali Bantu Community Development Councils of South Dakota | \$47,293         |
| Southside Community Land Trust                              | \$49,300         |
| St. Joseph Community Health Foundation                      | \$31,500         |
| The Ethiopian Orthodox Tewahedo Church of St. Mary of Addis | \$49,209         |
| The Refugee Response  | \$49,300         |
| <b>TOTAL</b>  | <b>\$975,156</b> |

**Preferred Communities Program**

The purpose of the Preferred Communities Program is to support the resettlement of newly arriving refugees with the best opportunities for their self-sufficiency and integration into new communities; to support the development of the national voluntary agencies' capacity to address refugee cases with special or unique needs that require more intensive case management; and to develop new capacity and provide resources for national voluntary agencies to cover the costs of changing community placements so that refugees, including those with special or unique needs, are placed in a particular site where they will have the best chance for integration.

Preferred Communities grants provide intensive medical case management services to clients increasing the capacity of affiliate staff to respond to critical health emergencies. Preferred Communities grants not only provide the basic requirements of resettlement but also specialized services that are intended to offer refugees greater opportunities for economic independence and integration.



Listed below are a few examples of assistance provided to refugees through the FY 2013 Preferred Communities projects:

- The Hebrew Immigrant Aid Society (HIAS,) focused on serving lesbian, gay, bisexual, and transgendered (LGBT) refugees and asylees at two sites. Jewish Family Services of East Bay in Walnut Creek, California and Federation Employment & Guidance Service (FECS) in New York City provided intensive case management services to over 60 LGBT individuals. HIAS worked with affiliate staff to foster relationships with domestic and international refugee service providers in order to increase the number of referrals to the program and share information as LGBT identification amongst refugee populations is difficult.
- The Ecumenical Refugee and Immigration Services (ERIS) of Denver, Colorado, an affiliate site of the Domestic and Foreign Ministry Society, also networked with mainstream LGBT service providers, developed partnerships with relevant agencies, and conducted community outreach. ERIS developed LGBT friendly training curriculum, created mentoring partnerships in the community, and conducted 45 support group sessions for LGBT in the community.
- In Seattle, Washington, the International Rescue Committee (IRC) continued refining their Medical Access Project (MAP). The project emphasized increasing of refugees' access to necessary health and social services with improved information sharing and service provision amongst health organizations. IRC enrolled 82 refugees in medical case management services, recruited and trained seven community health educators, provided 38 health promotion workshops with over 385 attendants, and conducted 11 trainings to service providers.
- Lutheran Immigration and Refugee Services (LIRS) provided enhanced cultural orientation to over 240 refugees at two sites: the Interfaith Refugee and Immigration Services of Los Angeles, California and Lutheran Services of Georgia in Atlanta. The orientations have provided refugees with more in-depth material covered over six to nine sessions providing a better understanding of their community that contributes to their integration process.

In FY 2013, ORR awarded 18 continuation grants, totaling \$3,051,108 and nine new grants totaling \$8.5 million to national voluntary agencies to support the resettlement of newly arriving refugees in communities where they will have the best opportunities for integration, and to provide support for populations that have special needs. Refer below to [Table I-13: FY 2013 Preferred Communities Program Grantees](#) for a list of grantees. These grants were expanded to focus on longer-term case management.

**Table I-13: FY 2013 Preferred Communities Program Grantees**

**Preferred Communities FY 2013 New Grants ending FY 2016:**

| GRANTEE                                    | PREFERRED COMMUNITY SITES   | AMOUNT      |
|--|---|-------------|
| U.S. Conference of Catholic Bishops        | Cleveland, OH; Phoenix, AZ; Portland, OR; Rochester, NY; Salt Lake City, UT; San Antonio, TX; San Jose, CA; Syracuse, NY; Dallas, TX; Ft. Worth, TX; Houston, TX; Hartford, CT; Lansing, MI; Dayton, OH | \$1,944,000 |
| U.S. Committee for Refugees and Immigrants | Akron, OH; Bridgeport, CT; Houston, TX; Kansas City, KS; St. Louis, MO; Philadelphia, PA; Providence, RI; Albany, NY  | \$952,560   |
| Ethiopian Community Development Council    | Phoenix, AZ; Houston, TX; Omaha, NE; Chicago, IL; Milwaukee, WI; Clearwater, FL; Silver Spring, MD; Arlington, VA   | \$656,100   |
| Hebrew Immigrant Aid Society               | Ann Arbor, MI; Charlotte, NC; Clearwater, FL; Columbus, OH; Kent, WA; Pittsburgh, PA; San Diego, CA; Springfield, MA  | \$558,900   |



| GRANTEE  | PREFERRED COMMUNITY SITES   | AMOUNT      |
|--|---|-------------|
| International Rescue Committee                                   | Abilene, TX; Atlanta, GA; Baltimore, MD; Charlottesville, VA; Dallas, TX; Elizabeth, NJ; Miami, FL; New York, NY; Oakland, CA; Sacramento, CA; Silver Spring, MD; Phoenix, AZ; Tucson, AZ | \$1,166,400 |
| Lutheran Immigration and Refugee Service                         | Phoenix, AZ; Portland, OR; Ft. Worth, TX; Lansing, MI; Chicago, IL; Grand Rapids, MI; Philadelphia, PA; Seattle, WA   | \$972,000   |
| World Relief Corporation of National Association of Evangelicals | Ft. Worth, TX; Seattle, WA; Chicago, IL; DuPage/Aurora, IL; Durham, NC; Fox Valley, WI; Garden Grove, CA; Moline, IL; Tri Cities, WA  | \$729,000   |
| Church World Service   | Durham, NC; Grand Rapids, MI; Lincoln, NE; Omaha, NE; Buffalo, NY; Syracuse, NY; Columbus, OH; Amarillo, TX; Dallas, TX; Harrisburg, PA   | \$777,600   |
| Domestic and Foreign Mission Society                             | Tucson, AZ; New Haven CT; Decatur, GA; Indianapolis, IN; Wichita, KS; Minneapolis, MN; Concord, NH; Syracuse, NY  | \$729,000   |

**Preferred Communities FY 2013 Continuation Grants ending FY 2015:**

| GRANTEE                                    | PREFERRED COMMUNITY SITES                     | AMOUNT    |
|--|---|-----------|
| Lutheran Immigration and Refugee Service   | Los Angeles, CA; Atlanta, GA                  | \$218,712 |
| Domestic and Foreign Mission Society       | Denver, CO; Grand Rapids, MI; Boise, ID       | \$218,712 |
| Church World Service                       | Palm Beach, FL; Greensboro, NC; Lancaster, PA | \$140,984 |
| Ethiopian Community Development Center     | Denver, CO; Las Vegas, NV                     | \$217,761 |
| World Relief                               | Memphis & Nashville, TN                       | \$194,411 |
| U.S. Committee for Refugees and Immigrants | Cleveland, OH; Erie, PA; Bowling Green, KY    | \$218,712 |
| International Rescue Committee             | Wichita, KS                                   | \$218,712 |
| Hebrew Immigrant Aid Society               | Buffalo, NY; Cleveland, OH; Philadelphia, PA  | \$218,712 |
| U.S. Conference of Catholic Bishops        | Dayton, OH; Lansing, MI                       | \$213,623 |

**Preferred Communities FY 2013 Continuation Grants ending FY 2014:**

| GRANTEE  | PREFERRED COMMUNITY SITES   | AMOUNT    |
|--|---|-----------|
| U.S. Conference of Catholic Bishops                              | Phoenix, AZ   | \$97,206  |
| U.S. Committee for Refugees and Immigrants                       | Philadelphia, PA; Pittsburgh, PA; St. Paul, MN                            | \$145,808 |
| Ethiopian Community Development Council                          | Jamaica Plain, MA; Worcester, MA; Nashville, TN                           | \$145,808 |
| Hebrew Immigrant Aid Society                                     | New York, NY; Walnut Creek, CA  | \$194,411 |
| International Rescue Committee                                   | Seattle, WA   | \$97,206  |
| Lutheran Immigration and Refugee Service                         | Albuquerque, NM   | \$121,507 |
| World Relief Corporation of National Association of Evangelicals | Columbus, OH  | \$97,206  |
| Church World Service   | Sacramento, CA; Concord, NH; Rochester, NY; Knoxville, TN                 | \$145,808 |
| Domestic and Foreign Mission Society                             | Houston, TX; Austin, TX; Minneapolis, MN; Indianapolis, IN; New Haven, CT | \$145,808 |



### ***Supplemental Services for Recently Arrived Refugees Program***

The Supplemental Services for Recently Arrived Refugees Program provides services to newly arriving refugees or sudden and unexpected large secondary migration of refugees where communities are not sufficiently prepared in terms of linguistic or culturally appropriate services.

The Supplemental Services program funded 22 grant projects in FY 2012 for \$2.5 million with the project period of September 30, 2012 through February 28, 2014. Through these 22 projects, refugees were served through the provision of services including, but not limited to: case management, English as a second language (ESL) training, employment services, health and mental health services, cultural orientations, financial management, and additional supportive services. The Supplemental Services projects contributed significantly to the needs of the newly arriving refugees seeking assistance, as well as the organizations that served them, with projects surpassing the minimum requirement of service to at least 100 refugees per project.

In FY 2013 programs focused on two areas: health and employment.

#### **HEALTH**

There has been an increase in refugees arriving with significant health care need. Therefore, funded programs have also increased and/or focused on healthcare services for the recently arrived. As such, the following examples provide highlights of programs emphasizing health care advocacy and/or medical case management services:

Mountain States Group (MSG) in Boise, Idaho provided 11 community trainings to mental health providers, community workers, and psycho-social rehabilitation workers and interpreters. Trainings were designed to increase the availability of and access to quality child and adult mental health services to recently arrived refugees in the Boise and Twin Falls area. MSG also collaborated with the Substance Abuse and Mental Health Services Administration (SAMHSA) providing training on trauma-informed systems of care. More than 100 participants attended receiving training focused on building awareness of trauma-informed care and promoting the implementation of trauma-informed practices in refugee resettlement programs and services.

The Health and Hospital Corporation of Marion County (HHC) in Indianapolis, Indiana provided direct examination and treatment for latent tuberculosis infection in both adults and children, with directly observed therapy for 103 advanced cases. The County provided testing to over 540 refugees in the area, initial treatments, and conducted over 700 follow-up appointments. For this three month treatment regimen, HHC has produced better follow-up results and documentation of completion of treatment, as well as reducing the risk of drug-resistant strains of TB in this community. HHC also provided dental services and treatment to refugees via the Smile Mobile van in multiple locations where refugee communities are concentrated. Primarily the Burmese community has accessed this service with significant dental needs having a history of tobacco use and chewing of betel nuts, leading to serious abscesses and infections with many whom have never had teeth cleanings.

In Denver, Colorado, Lutheran Family Services Rocky Mountains (LFSRM) in partnership with the Ethiopian Community Development Council, Inc. focused on strengthening the network of mainstream provider services for refugee populations affected by domestic violence, youth violence, suicide, and lesbian, gay, bisexual, and transgendered (LGBT) populations. LFSRM provided technical training, in-house trainings, and individual coaching and assistance to mainstream providers, partner staff, and case workers in the Denver area on the



Photo: Courtesy of Georgis Ramos Quintana





four topic areas. Partnerships have been formed with mainstream providers in the care and referral of refugee clients across all disciplines and follow-up trainings on suicidal risk and skill building were conducted for several staff members of local organizations. The program implemented by LFSRM has provided greater awareness and increased sensitivity to the community serving refugees. These trainings allowed agencies to provide intensive case management, education, and emotional support to vulnerable clients for a longer term with more comprehensive support.

## EMPLOYMENT

Significant projects with an emphasis on employment include the following highlights: The International Rescue Committee's Training, Recertification, and Critical Knowledge program in New York City provided over 100 refugees with tools for achieving economic success and full career potential through the following programs: in-house job readiness and career advancement training; individualized career development plans; and vocational training programs in nursing, pharmacy technology, and accounting. Additionally, six skill building events and three career development workshops were held to further assist refugees with their career development goals.

The Association of Africans Living in Vermont, Inc. funded the project "Refugees Caring for Others, Investing in Our Futures" that provided job skills training and an English language program to 122 refugees. The program also trained 72 refugees in job skills necessary to obtain permanent jobs, and placed 50 refugees into jobs of which 42 refugees will have clear career ladders towards wage mobility in the nursing profession.

In Bowling Green, Kentucky, the Western Kentucky Refugee Mutual Assistance Society also provided vocational job training to 56 refugees following a 12-week program, with 50 refugees receiving jobs in the hospitality and retail services. Additional services through Western Kentucky included ESL and advanced ESL for youth, life skills training to over 70 refugee women, peer to peer mentoring, counseling services, and training youth on coping with and preventing bullying.

Offering a very diverse program, the International Institute of Buffalo (IIB), through their Hope Refugee Drop-in Center had 7,680 client contacts providing 9,920 individual services. IIB provided comprehensive case management services and removed barriers to care by registering 90 households with primary care doctors, assisted 105 adults to apply for unemployment, enrolled 73 children in schools, and held 52 employment preparation classes with an average class size of 32 participants. The Institute also was successful in holding two hospitality and maintenance classes, a customer service class, and an introduction to dairy farming for improved job placement. IIB continues to increase their employer relationships, adding 29 employers to their network and held their second annual job fair with 22 employers and over 430 participants. *(Program outcomes are through September 2012; not the entire project period)*

## ***Ethnic Community Self-Help Program***

The objective of the Ethnic Community Self Help (ECSH) Program is to strengthen organized ethnic community-based organizations (ECBOs) comprised of refugee populations. Many refugees who arrived in this country have traditionally formed self-help groups to support their members, foster long-term community growth, and assist community members in finding jobs and housing, learning English, and accessing health and social services. Through this grant program, ORR supports the development of more integrated, diversified, and self-sustaining refugee ECBOs. Over the course of the three-year project period, these organizations receive the opportunity to enhance their capacity to provide ongoing support and services to refugees in a culturally competent manner.

In FY 2013, ORR supported 34 single and multi-site ethnic community projects through competitive awards totaling \$5.1 million. New awards were given to 11 applicants, while 23 grantees received continuing awards, and one grant was terminated because of inadequate service provision. The grantee organizations provided self-help networks and various in-house and referral services to newly arrived refugees in order to enhance their integration into mainstream communities. In addition, they conducted community outreach, coalition building, strategic planning, resource development, and leadership training activities for refugee adults and youth.



The ORR program manager conducted five on-site monitoring visits to projects in Arlington VA; Miami, FL; and Ft. Worth, Dallas, and Houston, TX. Grantees received comprehensive monitoring reports containing corrective actions and recommendations for improvement. Follow up of corrective actions required of grantees along with individual phone consultations with all 34 grantees regarding the semi-annual program progress reports ensured ORR's oversight of the program.

The diverse projects across refugee receiving communities included: a women's self-sufficiency project in San Diego through driver's education, and certified nurse's aide training; adult literacy and college preparatory initiatives for refugee youth in Dallas and Ft. Worth with the help of volunteers and trained ESL tutors; a refugee youth leadership and family strengthening program in San Diego for Somali youth and their parents; and a refugee civic engagement program in Stone Mountain, Georgia which prepared refugee ethnic organizations for upcoming local elections.



Photo Credit: ORR

During the course of each three-year project period, some program grantees demonstrated great progress and acquired considerable service capacity. Some notable program successes include achievements by refugee individuals as well as organizations. For example, on September 3, 2013, the mayor of Manchester, NH honored refugee youth at a graduation ceremony for the summer sessions of two youth leadership programs at Manchester City Hall. Seventeen refugee and immigrant teens were awarded certificates of achievement awarded by the City of Manchester. Mayor Gatsas briefly described the youth program run by ORR grantee, the Organization for Refugee and Immigrant Success, before presenting each participant with his or her certificate individually. City council members and aldermen were also present at the event.

Another program that won public recognition was the Dallas and Ft. Worth-based Organization of Bhutanese Society. The grantee worked with local charities and ethnic groups to help 39 Bhutanese youth, two of whom won Gates Millennium Scholarships and 15 of whom received checks for \$750 each in recognition of their academic achievements. The State Refugee Coordinator and a White House advisor were present at the event.

During FY 2013, several ORR grantees received positive media coverage of their efforts. The Iraqi American Society for Peace and Friendship in Phoenix earned recognition of its services to refugees. [More information is available here.](#)

San Diego based refugee leader Elizabeth Lou featured in [the September 15 issue of East County Magazine](#) because of her services to refugees through her ORR-funded Ethnic Community Self-Help project at the Nile Sisters Development Initiative.

Also, in Ft. Wayne, IN, ORR grantee Burmese Advocacy Community Center received coverage in [a New Sentinel article](#). The grantee was instrumental in organizing the 2012 visit of Aung San Suu Kyi to the resettled Burmese refugee community in the Ft. Wayne area.



For a list of grantees, refer to the FY 2013 Ethnic Community Self Help Program Grantees table below.

**Table I-14: FY 2013 Ethnic Community Self Help Program Grantees**

The following table outlines the 34 ethnic organizations supported by ORR under the Ethnic Community Self Help Program.

| GRANTEE  | CITY            | STATE | AMOUNT    |
|--|-----------------|-------|-----------|
| Union of Pan Asian Communities                         | San Diego       | CA    | \$200,000 |
| Nonprofit Assistance Center                            | Seattle         | WA    | \$150,000 |
| Women's Initiative for Self Empowerment                | St. Paul        | MN    | \$200,000 |
| Pan African Association                                | Chicago         | IL    | \$150,000 |
| East African Community of Orange County                | Anaheim         | CA    | \$121,565 |
| East Bay Agency for Children                           | Oakland         | CA    | \$100,000 |
| Somali Family Care Network                             | Fairfax         | VA    | \$150,000 |
| Chaldean and Middle Eastern Social Services            | El Cajon        | CA    | \$200,000 |
| Minnesota African Women's Association                  | Brooklyn Center | MN    | \$150,000 |
| Somali Bantu Community of Greater Houston              | Houston         | TX    | \$150,000 |
| Ethiopian Community Development Center                 | Arlington       | VA    | \$175,000 |
| Ukrainian Community Center of Washington               | Renton          | WA    | \$125,000 |
| Tucson International Alliance of Refugee Communities   | Tucson          | AZ    | \$100,000 |
| Nashville International Center for Empowerment         | Nashville       | TN    | \$175,000 |
| Organization of Bhutanese Society Dallas-Ft. Worth     | Dallas          | TX    | \$130,000 |
| Refugee Family Services                                | Stone Mountain  | GA    | \$175,000 |
| Colorado African Organization                          | Denver          | CO    | \$150,000 |
| Iraqi Mutual Aid Society                               | Chicago         | IL    | \$120,000 |
| African Social and Immigrant Services                  | Ft. Worth       | TX    | \$125,000 |
| Karen Organization of San Diego                        | San Diego       | CA    | \$114,930 |
| Haitian Neighborhood Center                            | Miami           | FL    | \$125,000 |
| Arab Community Center for Economic and Social Services | Dearborn        | MI    | \$175,000 |
| Burmese Advocacy Center Corporation                    | Ft. Wayne       | IN    | \$125,000 |
| Helping Everyone Achieve a Livelihood                  | Buffalo         | NY    | \$175,000 |
| Somali Bantu Association of Tucson Arizona             | Tucson          | AZ    | \$150,000 |
| Pan African Association                                | Chicago         | IL    | \$125,000 |
| Somali Family Service of San Diego                     | San Diego       | CA    | \$185,000 |
| Iraqi American Society for Peace and Friendship        | Phoenix         | AZ    | \$200,000 |
| Organization for Refugee and Immigrant Success         | Manchester      | NH    | \$140,000 |
| Global Refugee Center                                  | Greeley         | CO    | \$171,000 |
| Karen Organization of Minnesota                        | St. Paul        | MN    | \$175,000 |



## Preventive Health

ORR awarded the Refugee Preventive Health Discretionary grant to 40 states for a three-year cycle covering the period from August 15, 2011 to August 14, 2014. In the second year of the grant program, covering activities in FY 2013, ORR awarded 40 grants totaling \$4.6 million.

Through this program, ORR promotes health orientation and healthcare access for newly arrived refugees; and supports domestic health assessments within 90 days of entry into the U.S. Health assessments help to identify conditions that may be a threat to public health and that may be an impediment to refugees achieving self-sufficiency. State Refugee Coordinators reported a total of 77,445 medical health screenings completed in FY 2013. In many states, interpretation, health education and orientations, case management, and collection of medical screening data also were provided through preventive health funds.

For a list of grantees, see [Table I-15: FY 2013 Preventive Health Discretionary Program Grantees](#) below.

**Table I-15: FY 2013 Preventive Health Discretionary Program Grantees Funding period 8/15/12 – 8/14/13**

| GRANTEE   | STATE | AMOUNT    |
|---|-------|-----------|
| Catholic Social Services of Mobile                            | AL    | \$97,252  |
| Catholic Social Services of Alaska                            | AK    | \$97,252  |
| Arizona Department of Economic Security                       | AZ    | \$145,877 |
| California Department of Public Health                        | CA    | \$145,877 |
| Colorado Department of Public Health & Environment            | CO    | \$145,877 |
| Connecticut Department of Public Health-TB Control Program    | CT    | \$97,252  |
| State of Florida Department of Health                         | FL    | \$170,190 |
| Georgia State Refugee Health Program                          | GA    | \$148,591 |
| Idaho Department of Health and Welfare                        | ID    | \$97,252  |
| Illinois Department of Public Health                          | IL    | \$129,872 |
| Indiana State Department of Health                            | IN    | \$145,877 |
| Iowa Department of Public Health                              | IA    | \$97,252  |
| Kansas Department of Health & Environment                     | KS    | \$97,252  |
| Catholic Charities of Louisville                              | KY    | \$145,877 |
| Catholic Charities of Archdiocese of Baton Rouge              | LA    | \$87,526  |
| Maine Department of Health and Human Services                 | ME    | \$97,252  |
| Maryland Department of Health & Mental Hygiene                | MD    | \$108,941 |
| Commonwealth of Massachusetts Office of Refugees & Immigrants | MA    | \$145,877 |
| Michigan Department of Human Services                         | MI    | \$145,877 |
| Minnesota Department of Health                                | MN    | \$145,877 |
| State of Missouri Department of Health and Human Services     | MO    | \$38,901  |
| Nebraska Department of Health & Human Services                | NE    | \$97,252  |
| Catholic Charities of Southern Nevada                         | NV    | \$97,252  |
| New Hampshire Department of Health and Human Services         | NH    | \$97,252  |
| New Jersey Department of Health & Senior Services             | NJ    | \$59,530  |
| New Mexico Department of Health                               | NM    | \$97,252  |



| GRANTEE   | STATE | AMOUNT    |
|---|-------|-----------|
| New York State Department of Health                     | NY    | \$170,190 |
| North Carolina Department of Health & Human Services    | NC    | \$145,877 |
| Lutheran Social Services of North Dakota                | ND    | \$97,252  |
| Ohio Department of Job & Family Services                | OH    | \$145,877 |
| Multnomah County Health Department                      | OR    | \$97,252  |
| Commonwealth of Pennsylvania                            | PA    | \$121,564 |
| Lutheran Social Services of South Dakota                | SD    | \$97,252  |
| Tennessee Catholic Charities                            | TN    | \$134,502 |
| Texas Department of State Health Services               | TX    | \$39,178  |
| Utah Department of Health                               | UT    | \$108,774 |
| Vermont Department of Health                            | VT    | \$97,252  |
| Virginia Department of Social Services                  | VA    | \$121,564 |
| Washington State Department of Social & Health Services | WA    | \$145,877 |
| Wisconsin Department of Children and Families           | WI    | \$97,252  |

### ***Cuban/Haitian Grants***

In FY 2013, ORR awarded 13 continuation grants totaling \$18.4 million to service programs for Cuban/Haitian refugees and entrants. Thirteen grants were made ranging from \$97,200 to \$16.2 million. Services for each grantee include one or more of the following program categories: employment; health and mental health; adult/vocational education; refugee crime and victimization; and, citizenship and naturalization preparation course. For a list of grantees, refer to [Table I-15: FY 2013 Cuban/Haitian Program Grantees](#) below.

Approximately 123,806 eligible Cuban/Haitian refugees had access to services through the 13 grantees.

One desk monitoring review was conducted in New York and one on-site monitoring visit was conducted in Pennsylvania for the Cuban-Haitian discretionary grant during FY 2013, which included case file reviews, eligibility determinations, staff and client interviews, and compliance with statutory and regulatory provisions. Cuban/Haitian Discretionary funding can provide Cuban/Haitian entrants with an array of services not provided through formula Social Services and Targeted Assistance grant. Services can include those provided to refugees upon arrival, recertification for medical professionals, enhanced employment training, and immigration assistance. Immigration assistance was discussed to ensure they are limited to only citizenship and naturalization preparation services, as legal advice and advocacy services are prohibited.

***Table I-16: FY 2013 Cuban/Haitian Program Grantees***

| GRANTEE   | STATE | AMOUNT       |
|---|-------|--------------|
| Arizona Department of Economic Security                 | AZ    | \$189,388    |
| Florida Department of Children & Family Services        | FL    | \$16,265,675 |
| Georgia Department of Human Services                    | GA    | \$97,200     |
| Catholic Charities of Louisville, Inc.                  | KY    | \$338,601    |
| Commonwealth of Mass, Office for Refugees and Immigrant | MA    | \$97,200     |
| North Carolina Department of Health and Human Services  | NC    | \$97,200     |
| New Jersey Department of Human Services                 | NJ    | \$194,400    |





| GRANTEE  | STATE | AMOUNT    |
|--|-------|-----------|
| Catholic Charities of Southern Nevada                      | NV    | \$243,000 |
| New York State Office of Temporary & Disability Assistance | NY    | \$167,735 |
| State of Oregon  | OR    | \$97,200  |
| Commonwealth of Pennsylvania                               | PA    | \$97,200  |
| Texas Health & Human Services Commission                   | TX    | \$486,000 |
| Virginia Department of Social Services                     | VA    | \$97,200  |

### Refugee School Impact

In FY 2013, ORR awarded 37 grants totaling \$14.6 million to state governments and nonprofit groups to assist local school systems impacted by significant numbers of refugee children. These grants provide support for supplementary instruction to refugee students, fostering parent/school partnership, and assistance to teachers and other school staff to improve their understanding of refugee children and their families to support their adjustment in the school setting.

Good practices such as: district community partnerships, continued and increased parental involvement, internal local monitoring, conference calls and best practices sharing among partner agencies and technical assistance agencies brought about tangible and positive benefits to a great number of refugee students and their parents.

Monitoring of this program indicated that eligibility for the program was generally determined appropriately, however documentation often only included generic descriptions with no viable outcomes as a result of the service received. Programs were requested to perform regular internal reviews and monitoring of documentation to ensure files contain a chronology of the clients' service provision and progress.

For a list of grantees, refer below to [Table I-17: FY 2013 Refugee School Impact Program Grantees](#).

**Table I-17: FY 2013 Refugee School Impact Program Grantees**

| GRANTEE   | STATE | AMOUNT    |
|---|-------|-----------|
| Catholic Social Services of Alaska              | AK    | \$145,800 |
| Arizona Department of Economic Security         | AZ    | \$558,900 |
| California Department of Social Services        | CA    | \$972,000 |
| Colorado Department of Human Services           | CO    | \$417,960 |
| State of Connecticut                            | CT    | \$194,400 |
| Florida Department of Children and Families     | FL    | \$972,000 |
| Georgia Department of Human Resources           | GA    | \$544,320 |
| Mountain States Group, Inc.                     | ID    | \$315,900 |
| Illinois Department of Human Services           | IL    | \$583,200 |
| Indiana Family & Social Services Administration | IN    | \$307,889 |
| Iowa Department of Human Services               | IA    | \$145,800 |
| Catholic Charities of Louisville, Inc.          | KY    | \$408,240 |
| Maine Department of Health and Human Services   | ME    | \$145,800 |
| Maryland Department of Human Services           | MD    | \$340,200 |



| GRANTEE   | STATE | AMOUNT    |
|---|-------|-----------|
| Massachusetts Office of Refugees & Immigrants             | MA    | \$420,000 |
| Michigan Department of Human Services                     | MI    | \$583,200 |
| Minnesota Department of Human Services                    | MN    | \$486,000 |
| Missouri Department of Social Services                    | MO    | \$311,040 |
| Nebraska Department of Health & Human Services            | NE    | \$194,400 |
| New Jersey Dept. of Human Services DFD                    | NJ    | \$194,400 |
| State of New Hampshire                                    | NH    | \$170,100 |
| State of New Mexico                                       | NM    | \$145,800 |
| New York State Dept. of Temporary & Disability Assistance | NY    | \$947,700 |
| NV State of Nevada  | NV    | \$145,800 |
| North Carolina Department of Health & Human Services      | NC    | \$425,238 |
| Lutheran Social services of North Dakota                  | ND    | \$165,240 |
| Ohio Department of Job & Family Services                  | OH    | \$364,500 |
| State of Oregon   | OR    | \$272,160 |
| Commonwealth of Pennsylvania                              | PA    | \$471,420 |
| Lutheran Social Services of South Dakota                  | SD    | \$180,551 |
| Catholic Charities of Tennessee                           | TN    | \$359,640 |
| Texas Health and Human Services Commission                | TX    | \$972,000 |
| State of Utah   | UT    | \$340,200 |
| Vermont Agency of Human Services                          | VT    | \$145,800 |
| Virginia Department of Social Services                    | VA    | \$388,800 |
| State of Washington                                       | WA    | \$631,800 |
| Wisconsin Department of Public Instruction                | WI    | \$223,560 |

### Services for Elderly Refugees

In 2013, ORR funded 33 grantees at \$3.4 million to serve older refugees and other ORR eligible populations, ages 60 and above. The grantees are mandated to establish or maintain partnership with local Aging Agencies, provide appropriate services to enhance the capacity of independent living of older refugees, develop naturalization service to assist refugee who have lost or are at risk of losing federal benefits to obtain U.S. citizenship. States are encouraged to establish or expand working relationships with state and area agencies on aging to ensure that older refugees are linked to local community mainstream aging programs. This program brings together refugee service providers and mainstream area agencies on aging to coordinate programs for older refugees.

ORR coordinates with the HHS Administration on Aging to identify ways in which both agencies could work together more effectively at state and local levels to improve access to services for older refugees.



Photo: Courtesy of Georgis Ramos Quintana



[For a list of grantees, refer to FY 2013 Services to Elderly Refugees Program Grantees below.](#)

**Table I-18: FY 2013 Services for Elderly Refugees Program Grantees**

| STATE         | AMOUNT    | STATE          | AMOUNT    |
|---------------|-----------|----------------|-----------|
| ALASKA        | \$97,200  | NEBRASKA       | \$97,200  |
| ARIZONA       | \$97,200  | NEVADA         | \$97,200  |
| CALIFORNIA    | \$170,100 | NEW HAMPSHIRE  | \$97,200  |
| COLORADO      | \$97,200  | NEW YORK       | \$121,500 |
| CONNECTICUT   | \$97,200  | NORTH CAROLINA | \$97,200  |
| FLORIDA       | \$170,100 | NORTH DAKOTA   | \$97,200  |
| GEORGIA       | \$97,200  | OHIO           | \$97,200  |
| IDAHO         | \$97,200  | OREGON         | \$97,200  |
| ILLINOIS      | \$97,200  | PENNSYLVANIA   | \$97,200  |
| IOWA          | \$97,200  | SOUTH DAKOTA   | \$97,200  |
| KENTUCKY      | \$97,200  | TENNESSEE      | \$97,200  |
| MAINE         | \$97,200  | TEXAS          | \$121,500 |
| MARYLAND      | \$97,200  | VERMONT        | \$97,200  |
| MASSACHUSETTS | \$97,200  | VIRGINIA       | \$97,200  |
| MICHIGAN      | \$97,200  | WASHINGTON     | \$97,200  |
| MINNESOTA     | \$97,200  | WISCONSIN      | \$97,200  |
| MISSOURI      | \$97,200  |                |           |

### **Services for Survivors of Torture Program**

The Services for Survivors of Torture (SoT) Program was first authorized under the Torture Victims Relief Act (TVRA) of 1998 (P.L. 105-320). The program was Congressionally appropriated and implemented in 2000 by ORR. The TVRA was last reauthorized in January 2006 under P.L. 109-165.

The SoT program recognizes that many individuals resettling to the United States, including refugees, asylees, immigrants, asylum-seekers, or other displaced persons, and even U.S. citizens, have experienced torture by foreign governments or under the color of law while on foreign soil. For this reason, treatment and services are provided regardless of immigration status.

ORR awarded two SoT funding announcements for a three year cycle, covering the period from September 30, 2012 to September 29, 2015. One funding announcement was for direct services that enable survivors to be assessed and treated for the mental and physical effects of torture, as well as receive social and legal services. The SoT program values culturally competent service provision, a strength-based approach to services, and client-centered treatment plans to restore dignity, enhance resilience, and rebuild lives. Twenty-nine direct service grants were awarded in 19 states: Arizona, California, Connecticut, Florida, Kentucky, Illinois, Maine, Maryland, Massachusetts, Michigan, Minnesota, Missouri, New York, Oregon, Pennsylvania, Utah, Vermont, Virginia and Washington.

The second funding announcement awarded two cooperative agreements to provide national technical assistance (TA) to the SoT and resettlement network. The Center for Victims of Torture/National Capacity Building Project was funded to provide comprehensive TA services exclusively to SoT direct service grantees. Gulf



Coast Jewish Family and Children Services/National Partnership for Collaborative Training was funded to provide training services to mainstream providers in communities without torture treatment centers. In Year one, covering FY 2013, both TA providers reached their goals through webinars, conference calls, on-site training, subject matter expertise consultation, presentations at relevant conferences, and responding to ORR's requests for assistance to states or other agencies.

The following summarizes work of the 29 direct service SoT grantees:

- **Mental Health Assessment and Counseling**—All grantees, except for one, provide direct mental health and therapeutic services. Clients are referred to specialists in other bio-psychosocial fields as needed. One grantee contracts with a mental health provider, but has a case manager on staff to monitor the client's participation, attendance and progress.
- **Medical Services**—Approximately 50 percent of the SoT grantees have either part-time or full-time physicians on staff. For those that do not, grantees contract with or refer clients to medical clinics in the community.
- **Legal Services**—All SoT grantees have connections to legal services and often receive referrals from attorneys. One SoT grantee's primary mission is the provision of legal services. Approximately a quarter of the SoT grantees have at least part-time attorneys on staff. The rest of the grantees either have contracts or agreements with pro bono attorneys to address their clients' legal needs.
- **Social Services**—All SoT grantees have a mechanism to address social and other needs for the SoT client. Approximately 25 percent of SoT grantees can provide these services from their other funding sources. The other grantees refer their clients to the appropriate governmental, community-based, or faith-based agency to provide for their physical needs and social supports.
- **Cultural Competence and Translation Services**—All SoT grantees employ multilingual staff or use licensed interpretation services to communicate with their clients. There is an effort within the SoT community to provide all documents, such as treatment plans, health privacy releases, and other pertinent information in the written language of the SoT client's choice and understanding.
- **Strength-Based Approach, Specialty Referrals and Training**—All SoT grantees deliver strength-based services that is absent of preconceived notions, negative labeling, or non-collaborative treatment planning. Almost all SoT grantees have developed client-centered programming, incorporating needs based on gender, age, sexual orientation, and other factors. Additionally, non-traditional therapy techniques such as acupuncture, play therapy, art therapy, dance therapy, massage, and meditation are being increasingly integrated into SoT grantees spectrum of service delivery. All SoT grantees train professionals, community and educational agencies, ethnic-based organizations, and others regarding the SoT population on a variety of pertinent topics.



The total amount of funding to all SoT grantees for Year one, covering activities in FY 2013, was \$10.5 million. For a list of all grantees, refer to Table I-19: FY 2013 Services for Survivors of Torture Program Grantees.

**Table I-19: FY 2013 Survivors of Torture Program Grants**

| GRANTEE  | CITY, STATE            | AMOUNT    |
|--|------------------------|-----------|
| International Rescue Committee, Inc.   | Phoenix and Tucson, AZ | \$314,912 |
| Asian Americans for Community Involvement  | San Jose, CA           | \$368,205 |
| Chaldean and Middle Eastern Social Service, Inc.   | El Cajon, CA           | \$193,792 |
| Legal Aid Foundation of Los Angeles  | Los Angeles, CA        | \$314,912 |
| Program for Torture Victims  | Los Angeles, CA        | \$436,032 |
| Regents of the University of California, San Francisco   | San Francisco, CA      | \$314,912 |
| Survivors of Torture, International  | San Diego, CA          | \$262,588 |
| International Institute of Connecticut   | Bridgeport, CT         | \$193,792 |
| Gulf Coast Jewish Family and Community Services, Inc. – direct services                        | Clearwater, FL         | \$436,032 |
| Gulf Coast Jewish Family and Community Services, Inc. – nationwide technical assistance        | Clearwater, FL         | \$339,136 |
| University of Louisville Research Foundation, Inc.   | Louisville, KY         | \$314,912 |
| Heartland Alliance for Human Needs and Human Rights – Marjorie Kovler Center                   | Chicago, IL            | \$387,584 |
| Boston Medical Center – From Surviving to Thriving   | Boston, MA             | \$436,032 |
| Massachusetts General Hospital - Harvard   | Boston, MA             | \$363,360 |
| Lutheran Immigration and Refugee Service, Inc.   | Baltimore, MD          | \$436,032 |
| City of Portland   | Portland, ME           | \$348,826 |
| Bethany Christian Services   | Grand Rapids, MI       | \$348,826 |
| Arab Community Center for Economic and Social Services - ACCESS                                | Dearborn, MI           | \$242,240 |
| Wayne State University   | Detroit, MI            | \$314,912 |
| The Center for Victims of Torture – direct services  | Minneapolis, MN        | \$518,394 |
| The Center for Victims of Torture – SoT grantee nationwide technical assistance                | Minneapolis, MN        | \$339,136 |
| City of St. Louis Mental Health Board of Trustees  | Saint Louis, MO        | \$387,584 |
| Health and Hospitals Corporation – Elmhurst Hospital Center – Libertas Center for Human Rights | Queens, NY             | \$232,550 |
| HealthRight International  | New York City, NY      | \$203,482 |
| New York City Health and Hospitals Corporation – Bellevue Hospital Center                      | New York City          | \$484,480 |
| Oregon Health and Science University – Intercultural Psychiatric Program (TTCO)                | Portland, OR           | \$397,274 |





| GRANTEE   | CITY, STATE        | AMOUNT    |
|---|--------------------|-----------|
| Nationalities Service Center                    | Philadelphia, PA   | \$314,912 |
| Utah Health and Human Rights Project            | Salt Lake City, UT | \$314,912 |
| Northern Virginia Family Service                | Falls Church       | \$402,118 |
| Behavior Therapy and Psychotherapy Center, Inc. | Burlington, VT     | \$213,171 |
| Lutheran Community Services Northwest           | SeaTac, WA         | \$314,912 |

## 6. Victims of Trafficking

The Trafficking Victims Protection Act of 2000 (TVPA), (P.L. 106-386), designates HHS as the agency responsible for helping foreign trafficking victims become eligible to receive benefits and services so they can rebuild their lives safely in the United States.

Through ORR, HHS performs the following activities under the TVPA:

- Issues certifications to foreign adult victims of human trafficking who are willing to assist in the investigation and prosecution of a trafficking crime, or who are unable to cooperate due to physical or psychological trauma, and have received Continued Presence or made a bona fide application for a T visa that was not denied;
- Issues Interim Assistance and Eligibility Letters to non-U.S. citizen, non-LPR victims of human trafficking under 18 years of age;
- Provides case management and referrals for services to foreign victims of trafficking and certain family members through a network of service providers across the United States;
- Administers a national public awareness campaign designed to rescue and restore victims of trafficking;
- Builds capacity at the regional level through the award of discretionary grants in different regions and the establishment of regional anti-trafficking coalitions throughout the country; and
- Builds capacity nationally through training and technical assistance and the operation of the National Human Trafficking Resource Center (NHTRC).

*Certifications and Letters of Eligibility.* Section 107(b) of the TVPA, as amended, authorizes the Secretary of HHS, after consultation with the Attorney General and the Secretary of Homeland Security, to certify alien adult victims of severe forms of human trafficking to receive certain federally funded benefits and services to the same extent as a refugee. These can include cash assistance, medical care, and housing. ORR notifies an adult victim of trafficking of his or her eligibility for benefits and services by means of a “Certification Letter.” An alien child (that is, a minor) who is found to be a trafficking victim receives an “Eligibility Letter” from HHS to obtain the same types of benefits and services.

In 2008, Congress gave the HHS Secretary new authority to provide interim assistance to alien children who may have been subjected to severe forms of trafficking in persons. The HHS Secretary has “exclusive authority” to determine if a child is eligible, on an interim basis, for assistance available under federal law to foreign child victims of trafficking. HHS is required to notify the U.S. Department of Justice (DOJ) and the Secretary of the U.S. Department of Homeland Security (DHS) of interim assistance determinations. Interim assistance is usually for 90 days but could last up to 120 days. During this period, the HHS Secretary, after consultation with DOJ and DHS, and nongovernmental organizations (NGOs) with expertise on victims of trafficking, is required to determine eligibility for long-term assistance for the child. The Secretary of HHS delegated the authority to conduct human trafficking victim certification activities and child eligibility determinations to the Assistant Secre-



tary for Children and Families, who in turn delegated this authority to the Director of ORR. The ORR Division of Anti-Trafficking in Persons (ATIP) administers the certification and child eligibility process, oversees the public awareness campaign, and monitors anti-trafficking grants and contracts.

In FY 2013, ORR issued 406 Certification Letters to adults and 114 Eligibility Letters to children, for a total of 520 letters issued.

Of the adult victims who received Certification Letters in FY 2013, 70 percent were female (compared to 63 percent in FY 2012) and 30 percent were male. Sixty-eight percent of all victims certified in FY 2013 were victims of labor trafficking, and approximately 24 percent were sex trafficking victims and eight percent were victims of both labor and sex trafficking. Females comprised 59 percent of labor trafficking victims, 93 percent of sex trafficking victims, and 94 percent of victims of both labor and sex trafficking.

Of the child victims who received Eligibility Letters in FY 2013, 43 percent were female (compared with 39 percent in FY 2012) and 57 percent were male. Over 67 percent of child victims who received Eligibility Letters were labor trafficking victims, down from 72 percent in FY 2012, 30 percent were sex trafficking victims (compared with 25 percent in FY 2012), and three percent were victims of both labor and sex trafficking, which is the same percentage as in FY 2012. Refer to [Table I-20: FY 2013 Certification and Eligibility Letters](#) below.

**Table I-20: FY 2013 Certification and Eligibility Letters**

| FISCAL YEAR  | MINORS     | ADULTS       | TOTAL        |
|--------------|------------|--------------|--------------|
| 2013         | 114        | 406          | 520          |
| 2012         | 103        | 366          | 469          |
| 2011         | 101        | 463          | 564          |
| 2010         | 92         | 449          | 541          |
| 2009         | 50         | 330          | 380          |
| 2008         | 31         | 286          | 317          |
| 2007         | 33         | 270          | 303          |
| 2006         | 20         | 214          | 234          |
| 2005         | 34         | 197          | 231          |
| 2004         | 16         | 147          | 163          |
| 2003         | 6          | 145          | 151          |
| 2002         | 18         | 81           | 99           |
| 2001         | 4          | 194          | 198          |
| <b>TOTAL</b> | <b>622</b> | <b>2,548</b> | <b>4,170</b> |

In FY 2013, Certification and Eligibility letters were provided to victims or their representatives in 31 states, the District of Columbia, and the Northern Mariana Islands. Certified victims came from 59 countries in the Americas, Asia, Africa, and Europe. Refer to [Table I-21: Top Nine Countries of Origin of Adult Victims of Trafficking who received Certification Letters in FY 2013](#) and [Table I-22: Top Four Countries of Origin of Child Victims Who Received Eligibility Letters in FY 2013](#) below.

**Table I-21: Top Nine Countries of Origin of Adult Victims of Trafficking who received Certification Letters in FY 2013**

| COUNTRY OF ORIGIN | NUMBER OF ADULT VICTIMS | PERCENTAGE OF TOTAL |
|-------------------|-------------------------|---------------------|
| Mexico            | 99                      | 24                  |
| Philippines       | 77                      | 19                  |
| Guatemala         | 27                      | 7                   |
| India             | 25                      | 6                   |
| El Salvador       | 25                      | 6                   |
| Honduras          | 17                      | 4                   |
| Thailand          | 16                      | 4                   |
| South Korea       | 15                      | 4                   |
| Ethiopia          | 12                      | 3                   |

**Table I-22: Top Four Countries of Origin of Child Victims Who Received Eligibility Letters in FY 2013**

| COUNTRY OF ORIGIN | NUMBER OF VICTIMS | PERCENTAGE OF TOTAL |
|-------------------|-------------------|---------------------|
| Honduras          | 43                | 38                  |
| Guatemala         | 27                | 24                  |
| El Salvador       | 23                | 20                  |
| Mexico            | 12                | 11                  |

Certification should not be equated with victim identification. Factors such as language, safety concerns, and psychological and physical trauma present significant barriers to victims coming forward. Still other foreign-born victims may elect to return to their country of origin without seeking any benefits in the U.S.

**Per Capita Services and Case Management.** ORR has used both contracts and grants to create a network of service organizations available to assist TIP victims. In FY 2013, ORR continued grants to three organizations to provide comprehensive case management and support services to foreign adult and child TIP victims, their dependent minor foreign children, and certain family members. ORR awarded grants to the following organizations to provide services on a per capita reimbursement basis via subcontractors in certain ACF Regions:

- Heartland Human Care Services (HHCS) (ACF Regions 1, 2, and 5);
- U.S. Committee for Refugees and Immigrants (USCRI) (ACF Regions 3, 6-10); and
- Tapestri, Inc. (ACF Region 4).

ORR obligated \$4,454,876 to the grants in FY 2013. USCRI, HHCS, and Tapestri provided assistance to eligible individuals through sub-awards throughout the country and in U.S. territorial possessions. During FY 2013, the three grantees have sub-award agreements with 138 agencies with the capacity to serve in 271 locations (service sites). Of those with sub-award agreements, 82 served clients in 79 cities in 32 states. Two of the grantees provided case management services directly to clients.



During FY 2013, a total of 915 individual clients<sup>1</sup> received case management services through all three grants, an increase of 20 percent from those served by the per capita grants in the previous year. This number included 207 clients who received services before certification (pre-certified), 282 clients who received services after certification, and 303 family members (spouse, children, or other dependents) who received services. Included in the overall number are 123 clients who received services both before and after certification. Refer to [Table I-23: Individual Clients Who Received Case Management Services via Per Capita Grants in FY 2013](#) below.

**Table I-23: Individual Clients Who Received Case Management Services via Per Capita Grants in FY 2013**

| TYPE OF SERVICES                       | NUMBER OF CLIENTS |
|--|-------------------|
| Prior to certification (pre-certified) | 207               |
| Post-certification                     | 282               |
| Pre- and post-certification            | 123               |
| Family derivative                      | 303               |

During FY 2013, 80 percent of all clients served under the contract were adults and 20 percent were children, while 63 percent of the clients were female and 37 percent were male. Of the clients who were victims of trafficking, approximately 67 percent were subjected to labor trafficking, 25 percent to sex trafficking, and 8 percent to both sex and labor trafficking. Refer to [Table I-24: Breakdown of All Victims Served under the Per Capita Grants in FY 2013](#) below.

**Table I-24: Breakdown of All Victims Served Under Per Capita Grants in FY 2013**

| TYPE OF VICTIM            | NUMBER (PERCENT) |
|---------------------------|------------------|
| Labor Trafficking         | 408 (67 percent) |
| Sex Trafficking           | 155 (25 percent) |
| Sex and Labor Trafficking | 49 (8 percent)   |

USCRI, HHCS, and Tapestri also provided training and technical assistance to sub-awards on service provision, case management, trauma-informed care, program management, and immigration remedies for victims of trafficking. Additionally, they provided outreach and additional training to other entities and organizations on human trafficking, HHS certification, and victim services. During FY 2013, all of the grantees provided training to 1,651 participants and technical assistance (TA) on 5,233 occasions to individuals in all the states in their regions. They also provided training and/or TA to individuals in Puerto Rico, American Samoa, and the Northern Mariana Islands.

<sup>1</sup> This number includes six clients who were served by more than one grantee due to clients transferring into different regions.



**National Human Trafficking Resource Center.** In September 2013, ORR awarded a three-year grant to Polaris Project, an anti-trafficking NGO, to operate the NHTRC. The NHTRC is a dedicated, toll-free, U.S. national telephone hotline (1-888-373-7888) that provides emergency assistance 24 hours a day, seven days a week, every day of the year for both adults and children. The NHTRC provides service referrals for victims, passes on tips to law enforcement agents, and provides information and training on human trafficking. Polaris Project also operates the NHTRC web portal, <http://www.traffickingresourcecenter.org>, an online source of resources designed to build the capacity of the anti-trafficking field.

Since providing responsibility for the NHTRC to the Polaris Project, the Resource Center's call volume increased substantially and remains consistently high. In FY 2013, the NHTRC received a total of 29,064 calls, a 37 percent increase from the previous fiscal year. Refer to [Table I-25: Types of Calls Received by the NHTRC in FY 2013](#) below.

**Table I-25: Types of Calls Received by the NHTRC in FY 2013**

| TYPE OF CALLS TO NHTRC (PARTIAL LIST)              | NUMBER OF CALLS |
|--|-----------------|
| Crisis calls                                       | 1,343           |
| Tips regarding possible human trafficking          | 4,393           |
| Requests for victim care referrals                 | 2,408           |
| Requests for general human trafficking information | 4,472           |
| Requests for training and technical assistance     | 714             |

In FY 2013, the NHTRC received reports of 4,792 unique cases of potential trafficking. A total of 881 of these cases referred to situations of potential labor trafficking, 3,320 cases referred to potential sex trafficking, 77 cases involved both sex and labor trafficking situations, and in 514 cases the type of trafficking was not specified by the individual contacting the NHTRC. Calls referencing potential trafficking situations included the trafficking of foreign nationals, U.S. citizens, and Lawful Permanent Residents (LPRs); adults and children; and males and females.

The NHTRC received 2,017 calls directly from victims of human trafficking, which is a 78 percent increase in the number of calls from victims compared with FY 2012. During FY 2013, the top five states with the highest call volume were (in order by highest volume): California, Texas, Florida, New York, and Ohio, which together comprised 40 percent of the calls where the caller's state was known.

NHTRC also provides responses to tips and inquiries received by email and through an online reporting form on the NHTRC web portal. In FY 2013, the NHTRC received 1,287 emails, which included tips regarding potential trafficking (15 percent), requests for general information (39 percent), requests for training and technical assistance (18 percent), and requests for victim services referrals (5 percent). After launching SMS text messaging in March 2013, the NHTRC engaged in 451 text message conversations, of which 23 percent referenced potential cases of human trafficking. The NHTRC also received 1638 submissions through the web portal's tip reporting system that launched in January 2013, 66 percent of which referenced potential cases of human trafficking.





In addition, the NHTRC serves as a resource for anti-trafficking information, educational materials, promising practices, specialized tools for service providers, law enforcement, and other key stakeholders, and training opportunities. In FY 2013, the NHTRC received 1,334,218 unique page views. The most visited NHTRC pages were the Human Trafficking Overview (121,188 unique views) and the Sex Trafficking in the U.S. (127,654 views). During this period, the highest visitor rates for all pages were from California, Texas, New York, District of Columbia, and Virginia.

By the end of FY 2013, the NHTRC had received information regarding the outcomes of 881 cases of potential human trafficking. Investigations were opened in 499 cases; in 99 cases potential victims of human trafficking were located, removed from the situation, and/or involved provided with services; and in at least 15 cases, potential traffickers were located, charged with a crime, and/or arrested.<sup>2</sup>

**Campaign to Rescue and Restore Victims of Human Trafficking.** The Rescue & Restore Victims of Human Trafficking campaign entered its ninth year in FY 2013 through continuing the efforts of regional Rescue and Restore coalitions consisting of volunteers and dedicated social service providers, local government officials, health care professionals, leaders of faith-based and ethnic organizations, and law enforcement personnel. The goal of the coalitions is to increase the number of trafficking victims who are identified, assisted in leaving the circumstances of their servitude, and connected to qualified service agencies and, where applicable, to the HHS certification process so that they can receive the benefits and services for which they are eligible. Along with identifying and assisting victims, coalition members use the Rescue and Restore campaign messages to educate the general public about human trafficking.

ORR distributed approximately 747,741 pieces of original, branded Rescue & Restore Victims of Human Trafficking public awareness campaign materials publicizing the NHTRC. These materials included posters, brochures, fact sheets, and cards with tips on identifying victims in eight languages: English, Spanish, Chinese, Indonesian, Korean, Thai, Vietnamese, and Russian. The materials can be viewed and ordered at no cost on the HHS website: <http://www.acf.hhs.gov/trafficking>, which is incorporated into all campaign materials. In FY 2013, the web site logged 234,711 visitors with 356,402 visits logged.

**Building Anti-Trafficking Capacity at the Regional Level.** Building capacity to identify and serve victims at the regional level is the heart of the Rescue and Restore campaign. In FY 2013, ORR's Rescue & Restore Victims of Human Trafficking Regional Program continued to promote greater local responsibility for anti-trafficking efforts. The Rescue and Restore Regional Program employed an intermediary model to conduct public awareness, outreach, and identification activities for victims of human trafficking. The 11 Rescue & Restore Regional Program grants funded in FY 2013 reinforced and were strengthened by other ATIP program activities, including the victim assistance grants, the national public awareness campaign, the NHTRC, and voluntary Rescue & Restore coalitions.

In FY 2013, Regional Program grantees made initial contact with 1018 victims or suspected victims, including 464 foreign nationals and 542 U.S. citizens. (There were 12 potential victims whose citizenship was unknown.) Of the 464 foreign nationals, 80 were referred to law enforcement for possible case investigations and 52 received ORR certification. Additionally, 36 foreign victims with whom Rescue & Restore Regional grantees interacted received ORR certification during FY 2013.

#### **Rescue & Restore Regional Program Grants funded in FY 2013**

- Colorado Legal Services, Denver, CO
- Fresno County Economic Opportunities Commission, Fresno, CA
- Healing Place Serve, Baton Rouge, LA
- Houston Rescue and Restore Coalition, Houston, TX

<sup>2</sup>The NHTRC often learns of case outcomes several months after the case has been reported, and in many cases outcomes are received the following fiscal year.



- International Institute of St. Louis, St. Louis, MO
- International Rescue Committee, Seattle, WA
- Mosaic Family Services, Dallas, TX
- Pacific Gateway Center, Honolulu, HI
- Sacramento Employment and Training Agency, Sacramento, CA
- Safe Horizon, Inc., New York, NY
- SAGE Project, Inc., San Francisco, CA

**International Outreach.** ORR hosted nine briefings for international visitors in FY 2013. Law enforcement officers, prosecutors, nongovernmental leaders, representatives from government ministries, immigration officers, community organizations, and anti-trafficking leaders from 45 countries received briefings from HHS's ATIP division staff on HHS's efforts to combat human trafficking and assist victims in the U.S.

DOS, HHS, DHS, DOJ, and U.S. Department of Labor (DOL) formed a partnership with civil society to produce a "Know Your Rights" brochure distributed by consulates worldwide informing visa applicants of their employment rights once in the U.S. and how to obtain help if needed. In FY 2013, 912 callers to the NHTRC were identified as having learned of the NHTRC hotline number through the «Know Your Rights» pamphlet issued by the Department of State. Of those calls, 15 percent involved reports of potential human trafficking, crisis situations, or requests for victim services referrals.

**Training and Outreach to Law Enforcement and Nongovernmental Organizations.** In FY 2013, ORR offered training and technical assistance to child welfare and other state and local officials, local law enforcement, social service providers, ethnic organizations, students and academics, policy makers, and legal assistance organizations.

The ATIP Division conducted three WebEx trainings on topics related to human trafficking. More than 135 people participated in a presentation by the International Office for Migration on "Returning Home, Reintegration and Family Reunification for Foreign Victims of the Trafficking in the United States." Nearly 135 people participated in the Human Trafficking Pro Bono Legal Center's training on "Justice for Trafficking Victims: Civil Suits Against Traffickers." At least 175 people participated in a presentation by ATIP Child Protection Specialists on "Assisting Foreign Child Trafficking Victims." The principal participants were social service providers and state and county officials.

The ATIP Division hosted an Anti-Trafficking in Persons Program training for its grantees on January 28 and 29, 2013, during which its grantees received information from several ACF Program Offices and federal law enforcement offices, and had opportunities to discuss challenges encountered and lessons learned during grant project implementation. It also hosted an in-person and teleconferenced meeting to solicit input from grantees and other stakeholders regarding ATIP's public awareness and outreach efforts, including its free public awareness posters, brochures, and other materials.

Through the NHTRC and its Rescue & Restore Regional Program grantees, ORR expanded training opportunities throughout the country. During FY 2013, the NHTRC conducted 112 trainings/presentations, 72 phone consultations, eight materials reviews, and nine intensive on-site consultations to a total audience of 9,084 people consisting of service providers in the anti-trafficking and related fields, local and federal law enforcement, government officials, health professionals, child welfare and juvenile justice professionals, coalitions and task forces, community groups, faith-based organizations, educators, students, businesses, and more. As in



FY 2012, the most frequently requested topic across all audiences was an introductory overview of human trafficking. Other high interest topics included victim identification and assistance, coalition and task force creation, capacity building, building local infrastructure and response protocols, local needs assessments, and NHTRC operations and data collection. The NHTRC also created eight online trainings that are available on its [website](#) and sent 12 monthly newsletters on trafficking issues to its listserv of 13,644 members.

**LOOK BENEATH THE SURFACE**

**HUMAN TRAFFICKING IS MODERN-DAY SLAVERY**

A victim of trafficking may look like many of the people you help everyday.

Ask the right questions and look for clues. You are vital because you may be the only outsider with the opportunity to speak with a victim.

There are safe housing, health, immigration, food, income, employment, legal and interpretation services available to victims, but first they must be found.

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There are safe housing, health, immigration, food, income, employment, legal and interpretation services available to victims, but first they must be found.

If you think someone is a victim of trafficking, **call 1.888.3737.888**

For more information about human trafficking visit [www.acf.hhs.gov/trafficking](http://www.acf.hhs.gov/trafficking).







## Unaccompanied Children Program

On March 1, 2003, the Homeland Security Act of 2002, Section 462, transferred responsibilities for the care and placement of unaccompanied children (UC) from the Commissioner of the Immigration and Naturalization Service to the Director of the Office of Refugee Resettlement (ORR).

Unaccompanied children apprehended by the Department of Homeland Security (DHS) immigration officials, are transferred to the care and custody of ORR. ORR makes and implements placement decisions in the best interests of the children to ensure placement in the least restrictive setting possible while in federal custody. ORR takes into consideration the unique nature of each child's situation and incorporates child welfare prin-

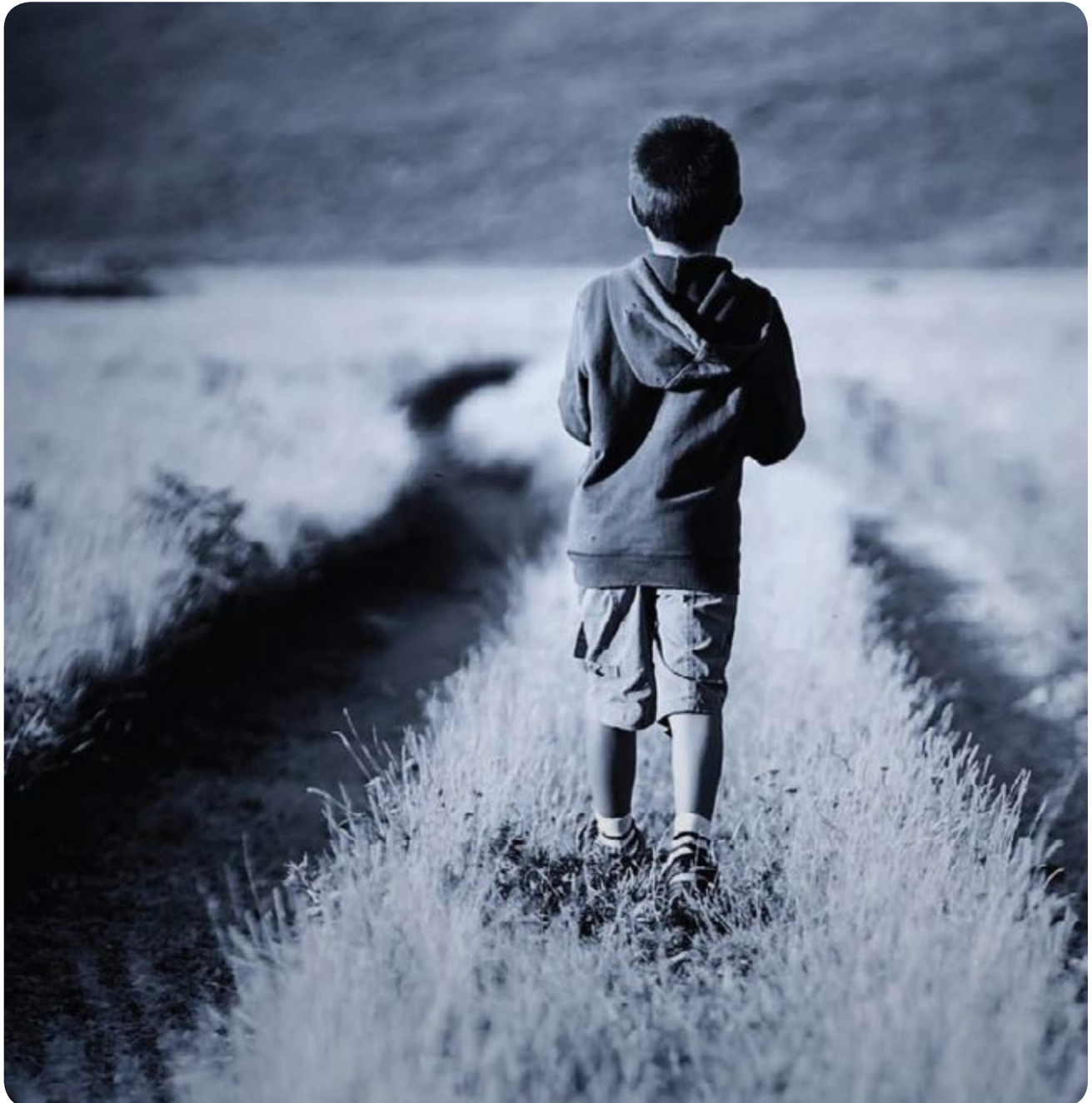


Photo: Courtesy of UNHCR



ciples when making placement, clinical, case management, and release decisions that are in the best interest of the child.

*Care and Placement.* With a total operating budget of \$376,082,880 in FY 2013, of which \$375,611,553 was obligated (ORR did not have available carryover funding available), ORR funded approximately 4,932 beds and placed 24,668 children in its various care provider programs. During FY 2013, ORR funded 54 shelter, ten transitional foster care, nine staff-secure, one therapeutic staff-secure, five secure programs, three residential treatment center care, and nine long term foster care programs.

Shelter care providers provide state licensed residential care for children in the custody of the ORR. The aim of shelter care is to provide the least restrictive environment commensurate with the safety, emotional, and physical needs of the child.

Transitional and long term foster care is the least restrictive placement option in the ORR continuum of care. Transitional foster care is designed for children under the age of 12, sibling groups, pregnant and parenting teens, and special needs children. Long term foster care is designed for children who will have an extended stay within the ORR system and maybe eligible for legal relief. Each foster family home must be licensed in accordance with State licensing regulations.

Staff-secure care providers maintain a heightened level of security measures within a licensed shelter care context. Service provision should be tailored to address the individual needs and underlying behavior and reasons for such a placement. A staff-secure care provider is designed for a child who requires close supervision but does not need placement in a secure care provider's facility. The population is primarily made up of children with an offender history, but does not typically include children with serious offenses, a violent or assaulting history, or serious sex offenders.

A secure care provider is designed for a child who requires very close supervision and may need the additional internal controls and physical structure of a secure facility. In addition to a heightened level of staff supervision, communication, and services to control problem behavior and prevent escapes, the secure care provider maintains a physically secure structure. This secure population is primarily made up of children with a very serious offender history; children who are serious escape risks; children who have attempted to escape or escaped from a staff-secure care provider; or children who have been severely disruptive in a staff secure setting.

Residential Treatment Centers are therapeutic placements for children who have been diagnosed with a mental health disorder by a psychiatrist or psychologist. These programs provide intensive mental health services to stabilize the child.



Photo: Courtesy of UNHCR

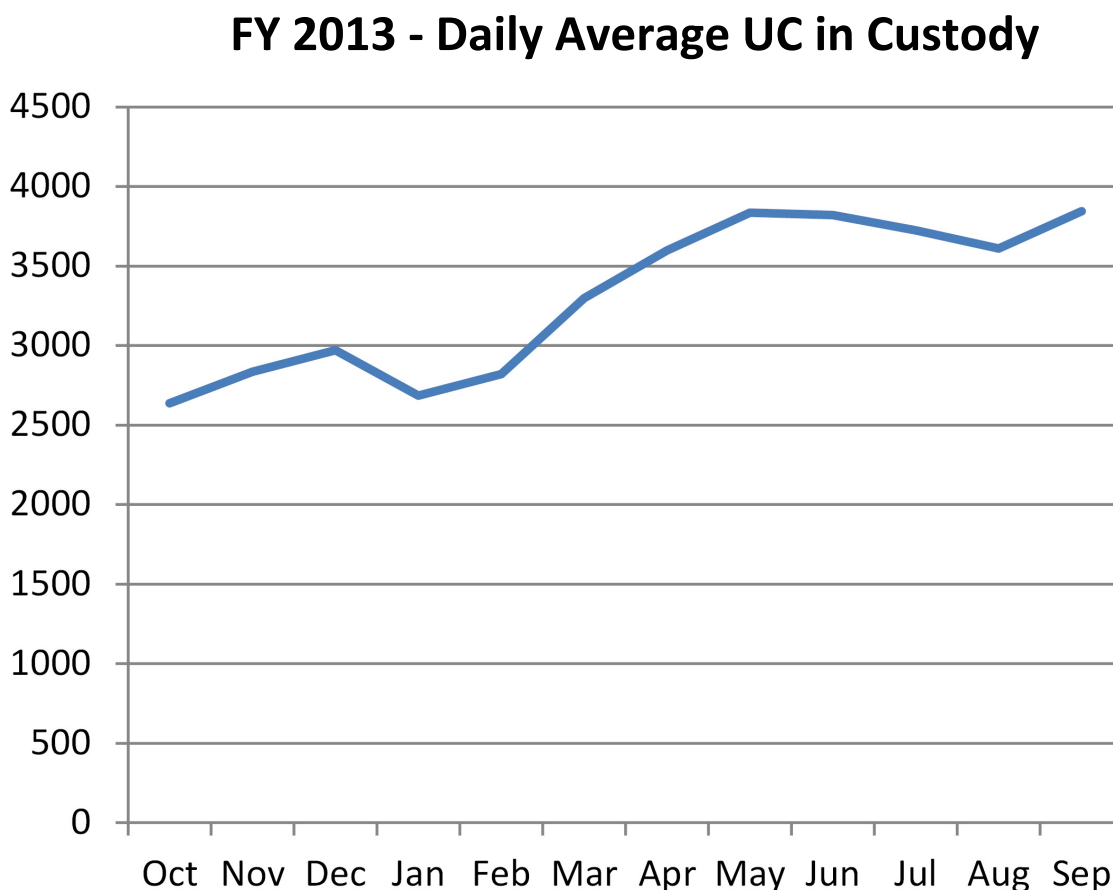


**Table I-26: Unaccompanied Children Placed in Care**

| UC PLACED IN CARE   | FY 2013       |
|---------------------|---------------|
| SHELTER             | 21,837        |
| FOSTER CARE         | 2,226         |
| THERAPEUTIC         | 160           |
| SECURE/STAFF SECURE | 445           |
| <b>TOTAL</b>        | <b>24,668</b> |

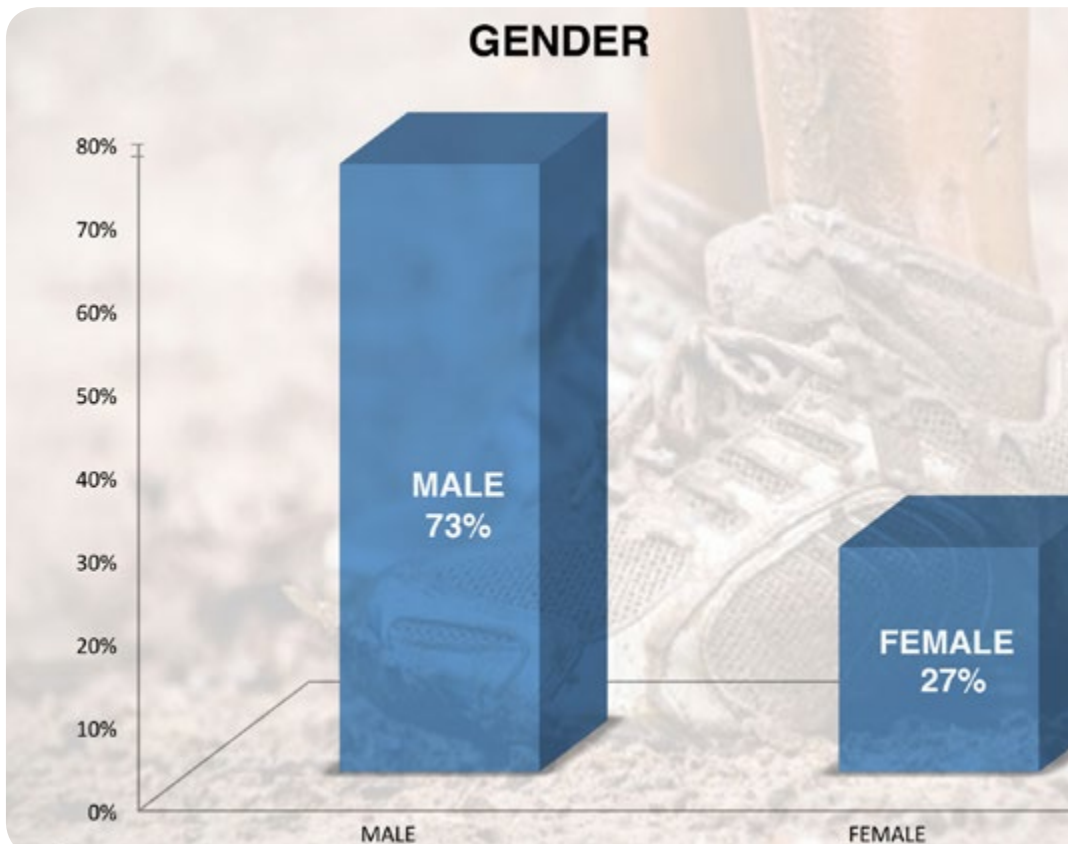
The daily average of children in care at any point in time during FY 2013 was 3,307—an increase of approximately 48 percent compared to FY 2012.

The chart below depicts the daily average of children in care during FY 2013 by month.

**Chart I-3: FY 2013 Daily Average Unaccompanied Children in Custody by Month**

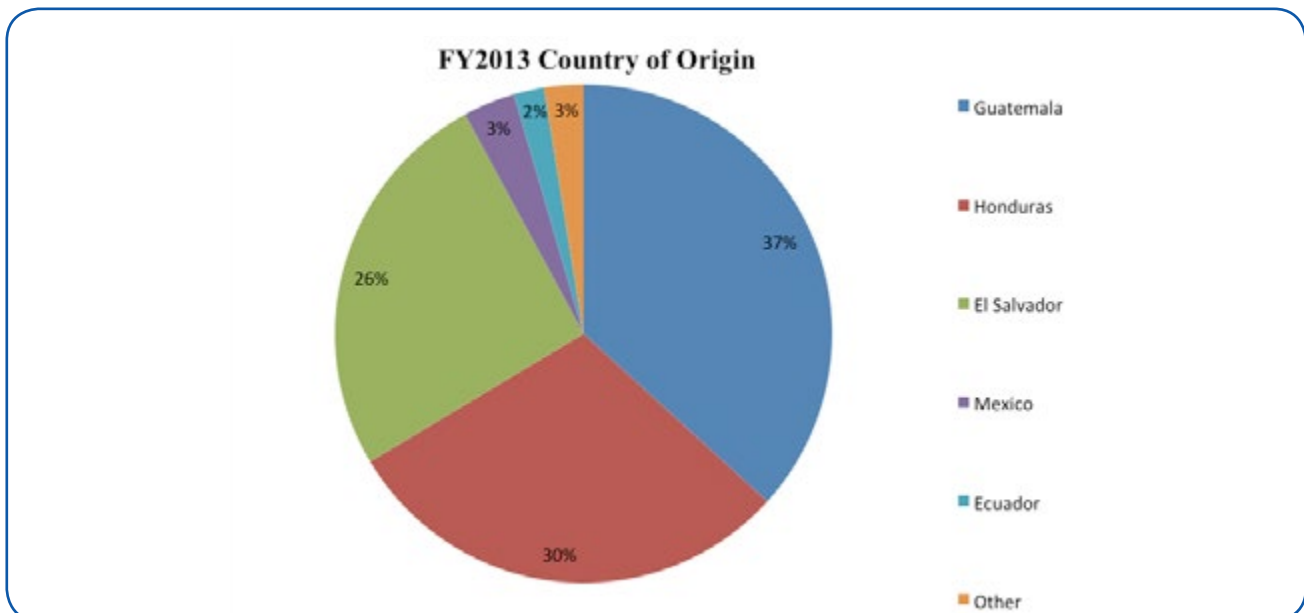
#### Chart I-4: Gender of Unaccompanied Children

Of the children placed into ORR custody in FY 2013, 73 percent were male and 27 percent female, compared to FY 2012 when 77 percent of the children were male and 23 percent female.



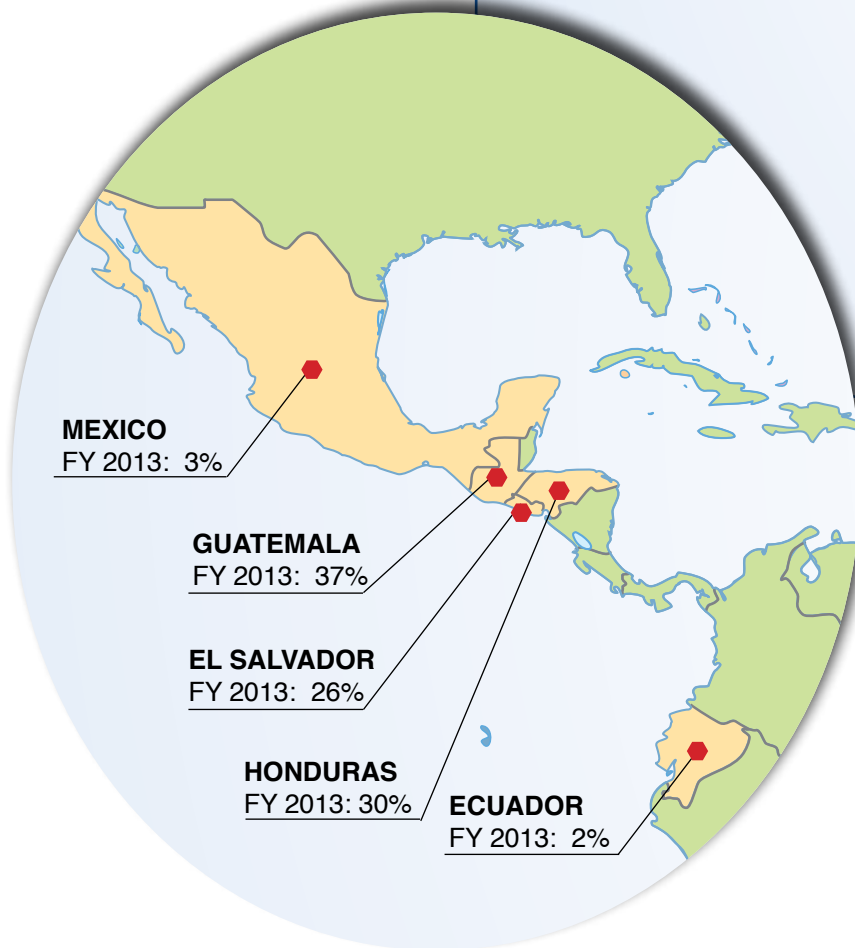
#### Chart I-5: Unaccompanied Children—Country of Origin

In FY 2013, nearly all children were nationals of Central American countries. The chart below depicts countries of origin for children placed in ORR custody in FY 2013.





## MOST COMMON COUNTRIES OF UNACCOMPANIED CHILDREN



**Chart I-6: Sponsor Relationship to Unaccompanied Children in FY 2013**



### **Program Expansion**

During FY 2013 ORR expanded its permanent supplemental bed capacity by 1,763. In addition to these permanent shelter beds, ORR operated 100 temporary beds for a 45 day period in Nathrop, Colorado to address a surge in referrals.

**Emergency Reception Centers.** ORR was able to serve all unaccompanied children during FY 2013 without opening emergency reception centers. ORR did open 100 temporary beds in Nathrop, Colorado, to deal with a sudden surge in referrals for a 45 day period beginning in late March 2013.

**Reunification Process.** In order to meet the demands of the growing unaccompanied children population and secure the timely release of UC pursuant to the TVPRA of 2008, ORR streamlined family reunification procedures



by further reducing paperwork requirements for parents/legal guardians of unaccompanied children seeking sponsorship of their child; simplifying the paperwork process for all sponsors; reducing processing times of family reunification packets; revising duplicative child assessment policies; and increasing the number of grantee, third party reviewers, and federal staff dedicated to family reunification processing.

### Legal Services

Through the Legal Access Project with the Vera Institute of Justice, 22,103 detained UC and 557 released unaccompanied children were screened for legal relief in FY 2013. Legal services provided included legal rights orientations, legal screenings, and *pro-bono* attorney referral coordination. Where the Vera Institute of Justice was unable to provide legal services to an unaccompanied child, this was typically due to either an unaccompanied child's release prior to a visit by a legal service provider, or the care provider the child was placed at was not covered by a legal service provider. Eighty-nine (89) percent of unaccompanied children admitted to ORR custody in FY 2013, who were in ORR custody for at least 14 days, received a legal rights orientation. Eighty-six (86) percent of UC admitted to ORR custody in FY 2013, who were in ORR custody for at least 30 days, received a screening for legal relief. ORR also funded direct representation of children in Houston, Texas; Los Angeles, California, children in long-term foster care, and those children asking for voluntary departure or being ordered removed.

**Table I-27: Detained Unaccompanied Children Screenings Summary FY 2013**

| TYPE OF RELIEF         | CASES IDENTIFIED |
|------------------------|------------------|
| Asylum/Withholding CAT | 3,722            |
| SIJS                   | 7,659            |
| T-Visa                 | 122              |
| U-Visa                 | 208              |
| Other*                 | 754              |

*Note: Other primarily includes prosecutorial discretion, family petitions, NACAR, humanitarian parole, and withdrawal of request for admission.*

### Child Advocates

The following information is submitted in compliance with 8 U.S.C. §1232(c)(6)(D), which requires the Secretary of Health and Human Services (HHS) to annually report to the Senate Committee on the Judiciary and the Committee on the Judiciary of the House of Representatives, on the activities undertaken to authorize the appointment of independent child advocates for trafficking victims and vulnerable unaccompanied children.

The William Wilberforce Trafficking Victims Protection Reauthorization Act of 2008 (TVPRA of 2008) gave the Secretary of HHS the authority to "appoint independent child advocates for child trafficking victims and other vulnerable unaccompanied children." This authority was delegated to ORR, which is responsible for the care of unaccompanied children pending resolution of their claims for relief under U.S. immigration law or release to an adult family member or responsible adult sponsor.

In 2009, ORR modified its *pro bono* and legal service outreach contract with the Vera Institute of Justice to add a child advocate recruitment and appointment task. Further, the Immigrant Child Advocacy Project (ICAP), a child advocate organization operating out of the University of Chicago School of Law, was appointed by ORR in 2009 to provide child advocate services. In late 2010, Harlingen, Texas was selected as an ICAP expansion site to provide child advocate services for UC in the south Texas area where approximately 85 percent of ORR's bed capacity is based. Independent child advocates (similar to guardian ad litem) at both sites are appointed for vulnerable UC in ORR custody. ICAP was renamed The Young Center for Immigrant Children's Rights in 2011.





The Young Center created a model for assignment of child advocates to individual children. Young Center attorneys, who have experience in immigration law and child welfare, assign trained child advocates to UC. These advocates, often bilingual and bicultural, are law students, graduate social work students, teachers, social workers, and retired attorneys. Child advocates are overseen by Young Center attorneys, who provide supervision and direct advocacy on behalf of the children. Young Center attorneys develop best interest recommendations which are submitted to children's attorneys, immigration judges, asylum officers and staff, within ORR and the Department of Homeland Security, who make determinations regarding UC's welfare and status.

ORR instituted formal appointment and information sharing policies for child advocates. Those policies allow any stakeholders in Chicago and Harlingen (where child advocates are available and funded by ORR) to make a referral for a child in ORR custody for a child advocate for children who are victims of trafficking and for children considered "especially vulnerable", as defined by certain criteria. The referral is then sent to the local child advocate organization which determines whether the facts of the child's case support a child advocate appointment and whether resources are available to take the case. If so, the child advocate organization makes a recommendation to ORR for appointment, at which time ORR considers the request.

Child advocates provide important recommendations for all stakeholders on cases to which they are assigned. These recommendations are known as Best Interest Determinations and are used to help stakeholders, especially ORR, make service and placement decisions on behalf of unaccompanied children.

ORR continued the Child Advocates program with The Young Center, and in FY 2013, 192 children were assigned child advocates.

### ***Program Achievements***

- The program placed a record high 24,668 unaccompanied children. ORR was able to place all children in permanent or for a brief time in temporary beds, without resorting to using emergency reception centers.
- Awarded three urgent residential grants to house the temporary surge in unaccompanied children.

*Monitoring Results.* In FY 2013, out of 42 grantees and contractors, 18 monitoring visits and six site visits were conducted for the UC program. Overall, ORR issued 114 corrective actions via desk and live monitoring. The average number of findings was six (6) per program. After a deficiency was found, care providers submitted a corrective action plan within 30 days of identification. The plan included thorough descriptions of actions that reference specific documents, and procedures; the date of completion of the corrective actions; and, evidence supporting the claim that the corrective action was fully and effectively implemented.

The findings for improvement included case file management, delivery and documentation of services, consistent auditing of records and documentation of Significant Incident Reports. Significant incidents are incidents that have a significant impact on the safety and welfare of the UC. Examples of significant incidents include: childbirth; any abuse or neglect described under State law in home country or abroad; incidents which resulted in the isolation or restraint of a child; any unauthorized absence of the child; an attempt to run away or a run-away; hospitalization of a child; contacts or threats by individuals believed to represent child smuggling syndicates or organized crime; medical or mental health emergencies; incidents involving police; behavioral incidents that threaten the safety of the child, other UC, or staff members; any incident where local authorities are called or attracts the media; and other incidents determined to be significant by the care provider. The primary deficiency found regarding the Significant Incident Reports was the timely notification of these incidents to ORR. ORR requires that all Significant Incident Reports are submitted to ORR within 24 hours.

Ninety nine percent, of all 114 findings, were corrected within 30 days and all were corrected by the end of the fiscal year.



## 7. U.S. Repatriation Program

The U.S. Repatriation Program is committed to helping eligible U.S. citizens and their dependents repatriated from overseas by providing them with temporary assistance repayable to the U.S. government.

The U.S. Repatriation Program was established in 1935 under Section 1113 of the Social Security Act (Assistance for U.S. Citizens Returned from Foreign Countries), to provide temporary assistance to U.S. citizens and their dependents who have been identified by the Department of State (DOS) as having returned, or been brought from a foreign country, to the U.S. because of destitution, illness, war, threat of war, or a similar crisis, and are without available resources. Eligibility determination under the Department of Health and Human Services (HHS) regulations is made by an authorized staff from the Office of Refugee Resettlement (ORR) once a DOS referral is received. Upon arrival in the U.S., services for repatriates are the responsibility of ORR. ORR holds a cooperative agreement with International Social Services-USA Branch (ISS-USA) and service agreements with the States and some territories to assist in the coordination of services during emergencies and non-emergencies. In addition, ACF regional office staffs provide support during emergency repatriations. Contingent upon available resources, ORR reimburses states for all reasonable expenses associated to the provision of temporary services during emergency and non-emergency activities.

The program manages two major activities, emergencies and non-emergencies. Operationally, these program activities involve different kinds of preparation, resources, and implementation. However, the core program policies and administrative procedures are essentially the same. The ongoing routine arrivals of individual repatriates and the repatriations of mentally ill persons together constitute the program non-emergency activities. Emergency activities are characterized by contingency events such as civil unrest, war, threat of war or similar crisis, and natural disasters, among other things. Depending on the type of event, number of evacuees, and resources available, ACF provides services utilizing one of the following mechanisms: group repatriations, evacuations of 50-500 individuals, and emergency repatriations, evacuations of 500 or more individuals

Temporary assistance, which is defined as cash payment, medical care (including counseling), temporary shelter, transportation, and other goods and services necessary for the health or welfare of individuals is given to eligible individuals in the form of a loan and must be repaid to the U.S. government. Temporary assistance is available to eligible individuals for up-to 90-days. Certain temporary assistance may be furnished beyond the 90-day period if HHS/ACF/ORR finds that the circumstances involved necessitate or justify the furnishing of such assistance to repatriates and their dependents beyond the 90-day limit (42 United States Code (U.S.C.) 1313). In addition, under the program legislation, eligible individuals can apply for debt waivers and deferrals. Appropriate procedures are followed to make this determination.

In the event of a massive evacuation from overseas, ORR is the lead federal agency responsible for the coordination and provision of temporary services within the U.S. to all non-combatant evacuees returned from a foreign country. ORR is responsible for the planning, coordination, and implementation of the National Emergency Repatriation Plan. States and other support agencies (e.g. federal and non-federal) assist ORR in carrying out the operational responsibility during and after an emergency evacuation from overseas.

### ***Program Statistics***

In FY 2013, the program provided services to 919 individuals through the non-emergency activities compared to approximately 896 individuals in FY 2012. From the 919 individuals served in FY 2013, 638 were adults and 281 children, 37 of the 281 were unaccompanied minors. In all, 31 percent of all individuals served through the U.S. Repatriation program in FY 2013 were children. The table below provides a summary of these numbers in comparison to previous fiscal year cases served through the non-emergency aspect of the Program.



|                     | FY11 | FY12 | FY13 |
|---------------------|------|------|------|
| Total # individuals | 720  | 896  | 919  |
| Children            | 261  | 327  | 281  |
| Adults              | 453  | 569  | 638  |

Repatriates arrived from a total of 88 countries and resettled in approximately 50 states (including Puerto Rico). The most common departure countries included Mexico, Thailand, Australia, and the United Kingdom. The most common states of final destination included: California, Texas, Florida, New York, Missouri, and Ohio. [Table I-26](#) below provides a list of the top ten departure countries and resettlement states during the last three fiscal years.

**Table I-28: Top Ten Departure Countries and Resettlement States from FY 2011 through FY 2013**

| FY11 |                            |                | FY12 |                                |  | FY13 |                             |                        |
|------|----------------------------|----------------|------|--------------------------------|--|------|-----------------------------|------------------------|
| RANK | STATE                      | COUNTRY        | RANK | STATE                          | COUNTRY                                  | RANK | STATE                       | COUNTRY                |
| 1    | California                 | Mexico         | 1    | California                     | Mexico                                   | 1    | California                  | Mexico                 |
| 2    | Florida                    | Israel         | 2    | Florida                        | Thailand                                 | 2    | Florida                     | United Kingdom         |
| 3    | New York                   | Philippines    | 3    | Texas                          | Germany                                  | 3    | Texas                       | Australia              |
| 4    | Texas                      | Germany        | 4    | New York                       | United Kingdom                           | 4    | New York                    | Philippines            |
| 5    | Ohio                       | South Korea    | 5    | Ohio                           | Israel & Philippines                     | 5    | Ohio and Missouri           | Thailand               |
| 6    | North Carolina and Arizona | Thailand       | 6    | Illinois                       | China & South Korea                      | 6    | North Carolina and Illinois | Germany                |
| 7    | Oregon                     | United Kingdom | 7    | North Carolina                 | Australia, Egypt & Jamaica               | 7    | Arizona                     | Egypt                  |
| 8    | Michigan                   | Australia      | 8    | Georgia                        | Columbia                                 | 8    | Colorado and Georgia        | South Korea and Israel |
| 9    | Missouri                   | France         | 9    | Pennsylvania                   | Dominican Republic, Japan & South Africa | 9    | Massachusetts               | China                  |
| 10   | Nevada                     | Taiwan         | 10   | Colorado, Indiana & Washington | Spain                                    | 10   | Michigan and Tennessee      | Brazil and Japan       |

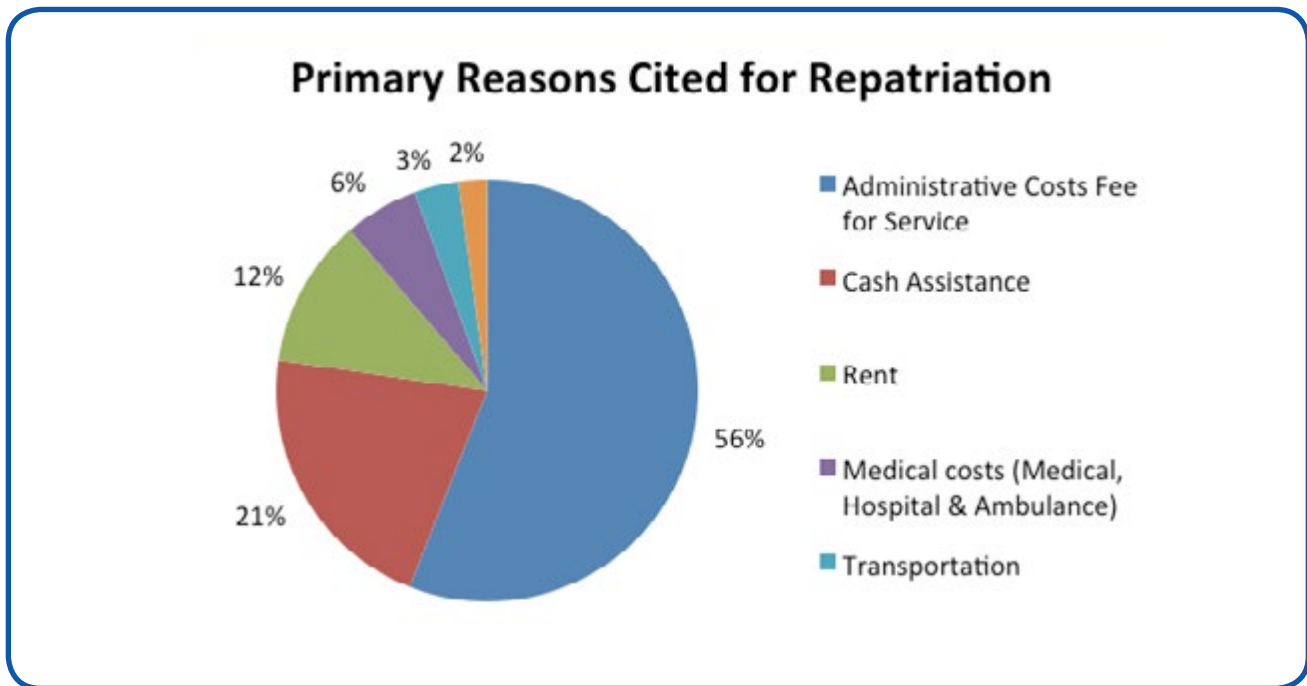
### Main Temporary Services Provided

The primary reason for repatriation was destitution followed by cases falling into the DOS health and safety exemption. In FY 2013, the average cost per case was approximately \$843, compared to \$998 in FY 2012. There were 10 high cost cases which greatly exceeded the average. Total estimated service cost for high cost cases



was approximately \$46,578. Although many repatriates received a range of services, to include case management, service coordination, followed by cash assistance, assistance, housing, medical costs, transportation, and escorts. The following is a breakdown of costs: administrative costs (56%), cash assistance (21%), housing assistance (12%), medical costs (6%), transportation (3%), escort services (2%). Refer to [Chart I-6: Types of Temporary Services Provided in FY 2013](#) below.

**Chart I-7: Types of Temporary Services Provided in FY 2013**



### **Case Planning Closure**

On average, for cases opened during FY 2013, it took approximately 55 days to close a case, compared to 58 days in FY 2012. Pre-arrival planning time took on average 24 days from the date a case was opened until the eligible repatriate arrived in the U.S.

### **Repatriation Loan Collection and Loan Waivers**

In FY 2013, ORR received 40 requests for repatriation loans waivers. From those requests and after following established internal procedures, one waiver was granted, 24 were denied, two were deferred. The rest of the requests were either canceled by the repatriate or canceled due to unresponsiveness from the repatriate. In addition, 444 cases were referred to the program financial management agency, Program Support Center (PSC), totaling \$202,384. Collected amounts are returned to the Department of Treasury.



## II. REFUGEES IN THE UNITED STATES

This section characterizes the refugee, Amerasian, and entrant population (hereafter, referred to as refugees unless noted otherwise) in the U.S., focusing primarily on those who have entered between FY 2008 and 2013.

### Nationality of U.S. Refugee Population

For the period FY 2008 through FY 2013 refugees were admitted from five regions (refer to Table II-1: Summary of Refugee Arrivals by Region for FY 2008-2013). Near East/South Asia is the largest refugee region among recent arrivals (refer to Table II- 2: Countries by Region), totaling 48 percent of the 393,000 refugees who arrived in the U.S. between FY 2008 through FY2013.

**Table II-1: Summary of Refugee Arrivals by Region for FY 2008-2013**

| FISCAL YEAR                     | AFRICA | EAST ASIA* | EUROPE | LATIN AMERICA/ CARIBBEAN | NEAR EAST/ SOUTH ASIA | GRAND TOTAL |
|---------------------------------|--------|------------|--------|--------------------------|-----------------------|-------------|
| 2008                            | 9,000  | 19,000     | 2,000  | 4,000                    | 25,000                | 59,000      |
| 2009                            | 10,000 | 20,000     | 2,000  | 5,000                    | 38,000                | 75,000      |
| 2010                            | 13,000 | 18,000     | 2,000  | 5,000                    | 36,000                | 74,000      |
| 2011                            | 8,000  | 17,000     | 1,000  | 3,000                    | 27,000                | 56,000      |
| 2012                            | 11,000 | 14,000     | 1,000  | 2,000                    | 30,000                | 58,000      |
| 2013                            | 15,000 | 17,000     | 1,000  | 5,000                    | 32,000                | 70,000      |
| Grand Total                     | 67,000 | 105,000    | 9,000  | 24,000                   | 188,000               | 393,000     |
| Total %                         | 17%    | 27%        | 2%     | 6%                       | 48%                   | 100%        |
| * Includes Amerasian Immigrants |        |            |        |                          |                       |             |

**Table II- 2: Countries by Region**

| AFRICA                   | EAST ASIA    | EUROPE                 | LATIN AMERICA/ CARIBBEAN | NEAR EAST/ SOUTH ASIA |
|--------------------------|--------------|------------------------|--------------------------|-----------------------|
| Angola                   | Burma        | Albania                | Argentina                | Afghanistan           |
| Benin                    | Cambodia     | Armenia                | Colombia                 | Algeria               |
| Burkina Faso (U Volta)   | China        | Azerbaijan             | Costa Rica               | Bahrain               |
| Burundi                  | Indonesia    | Belarus                | Cuba                     | Bangladesh            |
| Cameroon                 | Korea, North | Bosnia and Herzegovina | Ecuador                  | Bhutan                |
| Central African Republic | Laos         | Croatia                | Haiti                    | Egypt                 |
| Chad                     | Malaysia     | Estonia                | Honduras                 | India                 |





| AFRICA                         | EAST ASIA   | EUROPE       | LATIN AMERICA/<br>CARIBBEAN | NEAR EAST/<br>SOUTH ASIA  |
|--------------------------------|-------------|--------------|-----------------------------|---------------------------|
| Congo                          | Philippines | France       | Venezuela                   | Iran                      |
| Dem. Rep. Congo                | Thailand    | Georgia      |                             | Iraq                      |
| Djibouti                       | Tibet       | Germany      |                             | Israel                    |
| Equatorial Guinea              | Vietnam     | Greece       |                             | Jordan                    |
| Eritrea                        |             | Kazakhstan   |                             | Kuwait                    |
| Ethiopia                       |             | Kyrgyzstan   |                             | Lebanon                   |
| Gabon                          |             | Latvia       |                             | Libya                     |
| Gambia                         |             | Lithuania    |                             | Morocco                   |
| Ghana                          |             | Macedonia    |                             | Nepal                     |
| Guinea                         |             | Moldova      |                             | Pakistan                  |
| Guinea - Bissau                |             | Montenegro   |                             | Palestine                 |
| Ivory Coast                    |             | Poland       |                             | Sri Lanka (Ceylon)        |
| Kenya                          |             | Russia       |                             | Syria                     |
| Liberia                        |             | Serbia       |                             | Tunisia                   |
| Madagascar<br>(MalagasyRepub.) |             | Slovakia     |                             | Turkey                    |
| Mauritania                     |             | Slovenia     |                             | United Arab Emir-<br>ates |
| Namibia                        |             | Tajikistan   |                             | Yemen                     |
| Niger                          |             | Turkmenistan |                             | Yemen (Sanaa)             |
| Nigeria                        |             | Ukraine      |                             |                           |
| Reunion                        |             | Uzbekistan   |                             |                           |
| Rwanda                         |             | Yugoslavia   |                             |                           |
| Senegal                        |             |              |                             |                           |
| Sierra Leone                   |             |              |                             |                           |
| Somalia                        |             |              |                             |                           |
| Sudan                          |             |              |                             |                           |
| Tanzania                       |             |              |                             |                           |
| Togo                           |             |              |                             |                           |
| Uganda                         |             |              |                             |                           |
| Zambia                         |             |              |                             |                           |
| Zimbabwe                       |             |              |                             |                           |

Between FY 2008 and FY 2013, 188,000 refugees from Near East/South Asia fled to the U.S. The majority of refugees from Near East/South Asia were from Iraq, with 49 percent of arrivals. Bhutanese refugees made up 37 percent of admissions, while 11 percent were from Iran, two percent from Afghanistan and one percent from Israel. For more details, refer to Table II-3: Summary of Admissions for Near East/South Asia for FY 2008-2013, below.

**Table II-3: Summary of Admissions for Near East/South East Asia for FY 2008-2013**

| COUNTRY OF ORIGIN | PEOPLE         | PERCENTAGE  |
|-------------------|----------------|-------------|
| IRAQ              | 92,000         | 49%         |
| BHUTAN            | 70,000         | 37%         |
| IRAN              | 21,000         | 11%         |
| AFGHANISTAN       | 3,000          | 2%          |
| ISRAEL            | 1,000          | 1%          |
| OTHER             | 1,000          | 1%          |
| <b>TOTAL</b>      | <b>188,000</b> | <b>100%</b> |

The second largest region for recent arrivals was East Asia, totaling 105,000 between FY 2008-2013. Burmese refugees made up 95 percent of refugee arrivals from East Asia, while three percent were from Vietnam, one percent from Thailand, and one percent arrived from other countries. For more information, refer to Table II-4: Summary of Admissions for East Asia for FY 2008-2013 below.

**Table II-4: Summary of Admissions East Asia for FY 2008-2013**

| COUNTRY OF ORIGIN | PEOPLE         | PERCENT     |
|-------------------|----------------|-------------|
| BURMA             | 100,000        | 95%         |
| VIETNAM           | 3,000          | 3%          |
| THAILAND          | 1,000          | 1%          |
| OTHER             | 1,000          | 1%          |
| <b>TOTAL</b>      | <b>105,000</b> | <b>100%</b> |

The third largest region for recent arrivals between FY 2008-2013 was Africa. 67,000 refugees from Africa fled to the U.S., with the majority of refugees arriving from Somalia, at 40 percent. Between FY 2008 and 2013 refugees from Democratic Republic of Congo made up 15 percent, 15 percent came from Eritrea, nine percent arrived from Sudan, and seven percent came from Burundi. For more information, refer to Table II-5: Summary of Admissions for Africa for FY 2008-2013 below.

**Table II-5: Summary of Admissions for Africa for FY 2008-2013**

| COUNTRY OF ORIGIN | PEOPLE | PERCENT |
|-------------------|--------|---------|
| SOMALIA           | 27,000 | 40%     |
| DEM. REP. CONGO   | 10,000 | 15%     |
| ERITREA           | 10,000 | 15%     |
| SUDAN             | 6,000  | 9%      |
| BURUNDI           | 5,000  | 7%      |



| COUNTRY OF ORIGIN        | PEOPLE        | PERCENT     |
|--------------------------|---------------|-------------|
| ETHIOPIA                 | 3,000         | 4%          |
| LIBERIA                  | 2,000         | 3%          |
| CONGO                    | 1,000         | 1%          |
| RWANDA                   | 1,000         | 1%          |
| CENTRAL AFRICAN REPUBLIC | 1,000         | 1%          |
| OTHER                    | 1,000         | 1%          |
| <b>TOTAL</b>             | <b>67,000</b> | <b>100%</b> |

In FY 2013, arrivals from Iraq were at 27 percent, Burma at 23 percent, Bhutan at 13 percent, Somalia at 11 percent, and Cuba at six percent of overall admissions for FY 2013. For more information, refer to Table II-6: Summary of Refugee Arrivals for FY 2013 below.



Photo: Courtesy of UNHCR

**Table II-6: Summary of Refugee Arrivals for FY 2013**

| COUNTRY OF ORIGIN | PEOPLE        | PERCENT     |
|-------------------|---------------|-------------|
| IRAQ              | 19,000        | 27%         |
| BURMA             | 16,000        | 23%         |
| BHUTAN            | 9,000         | 13%         |
| SOMALIA           | 8,000         | 11%         |
| CUBA              | 4,000         | 6%          |
| IRAN              | 3,000         | 4%          |
| DEM. REP. CONGO   | 3,000         | 4%          |
| SUDAN             | 2,000         | 3%          |
| ERITREA           | 2,000         | 3%          |
| OTHER             | 2,000         | 3%          |
| ETHIOPIA          | 1,000         | 1%          |
| AFGHANISTAN       | 1,000         | 1%          |
| <b>TOTAL</b>      | <b>70,000</b> | <b>100%</b> |



### Geographic Location of Refugees

From FY 2008 through FY 2013, California received the largest number of arrivals at 12 percent, Texas resettled ten percent, New York resettled six percent, Florida resettled five percent and Michigan received five percent of overall admissions. Altogether, these five states received 38 percent of all refugee arrivals, with the remaining refugees resettled in 46 states. For more information, refer to Table II-7: Summary of Refugee Arrivals by State for FY 2008-2013 below.

**Table II-7: Summary of Refugee Arrivals by State for FY 2008-2013**

| STATE          | PEOPLE | PERCENT | STATE         | PEOPLE         | PERCENT     |
|----------------|--------|---------|---------------|----------------|-------------|
| CALIFORNIA     | 46,000 | 12%     | UTAH          | 6,000          | 2%          |
| TEXAS          | 40,000 | 10%     | IDAHO         | 6,000          | 2%          |
| NEW YORK       | 24,000 | 6%      | NEBRASKA      | 5,000          | 1%          |
| FLORIDA        | 21,000 | 5%      | OREGON        | 5,000          | 1%          |
| MICHIGAN       | 21,000 | 5%      | WISCONSIN     | 4,000          | 1%          |
| ARIZONA        | 18,000 | 5%      | NEW JERSEY    | 4,000          | 1%          |
| GEORGIA        | 17,000 | 4%      | IOWA          | 3,000          | 1%          |
| PENNSYLVANIA   | 15,000 | 4%      | SOUTH DAKOTA  | 3,000          | 1%          |
| WASHINGTON     | 15,000 | 4%      | NEVADA        | 3,000          | 1%          |
| ILLINOIS       | 14,000 | 4%      | NEW HAMPSHIRE | 3,000          | 1%          |
| NORTH CAROLINA | 13,000 | 3%      | NORTH DAKOTA  | 3,000          | 1%          |
| OHIO           | 12,000 | 3%      | CONNECTICUT   | 3,000          | 1%          |
| MINNESOTA      | 10,000 | 3%      | KANSAS        | 2,000          | 1%          |
| COLORADO       | 10,000 | 3%      | VERMONT       | 2,000          | 1%          |
| MASSACHUSETTS  | 10,000 | 3%      | LOUISIANA     | 2,000          | 1%          |
| KENTUCKY       | 9,000  | 2%      | OKLAHOMA      | 1,000          | 0%          |
| VIRGINIA       | 9,000  | 2%      | MAINE         | 1,000          | 0%          |
| TENNESSEE      | 8,000  | 2%      | NEW MEXICO    | 1,000          | 0%          |
| INDIANA        | 8,000  | 2%      | RHODE ISLAND  | 1,000          | 0%          |
| MISSOURI       | 7,000  | 2%      | OTHER*        | 1,000          | 0%          |
| MARYLAND       | 7,000  | 2%      | <b>TOTAL</b>  | <b>393,000</b> | <b>100%</b> |

\*Note: Represents a combination of states with refugee arrivals of below 500

In FY 2013, Texas received 10 percent, California received nine percent, Michigan seven percent, New York received six percent and Florida received six percent of refugee overall admissions. Altogether, these five states received 38 percent of all refugee arrivals, with the remaining refugees resettled in 45 states. Refer to Table II-8: Summary of Refugee Arrivals by State for FY 2013 below.


**Table II-8: Summary of Refugee Arrivals by State for FY 2013**

| STATE          | PEOPLE        | PERCENT     |
|----------------|---------------|-------------|
| TEXAS          | 7,000         | 10%         |
| CALIFORNIA     | 6,000         | 9%          |
| MICHIGAN       | 5,000         | 7%          |
| NEW YORK       | 4,000         | 6%          |
| FLORIDA        | 4,000         | 6%          |
| ARIZONA        | 3,000         | 4%          |
| OHIO           | 3,000         | 4%          |
| GEORGIA        | 3,000         | 4%          |
| PENNSYLVANIA   | 3,000         | 4%          |
| ILLINOIS       | 2,000         | 3%          |
| WASHINGTON     | 2,000         | 3%          |
| NORTH CAROLINA | 2,000         | 3%          |
| MINNESOTA      | 2,000         | 3%          |
| MASSACHUSETTS  | 2,000         | 3%          |
| COLORADO       | 2,000         | 3%          |
| KENTUCKY       | 2,000         | 3%          |
| TENNESSEE      | 2,000         | 3%          |
| INDIANA        | 2,000         | 3%          |
| OTHER*         | 2,000         | 3%          |
| VIRGINIA       | 1,000         | 1%          |
| MISSOURI       | 1,000         | 1%          |
| MARYLAND       | 1,000         | 1%          |
| UTAH           | 1,000         | 1%          |
| NEBRASKA       | 1,000         | 1%          |
| WISCONSIN      | 1,000         | 1%          |
| IDAHO          | 1,000         | 1%          |
| OREGON         | 1,000         | 1%          |
| IOWA           | 1,000         | 1%          |
| NEVADA         | 1,000         | 1%          |
| CONNECTICUT    | 1,000         | 1%          |
| SOUTH DAKOTA   | 1,000         | 1%          |
| <b>TOTAL</b>   | <b>70,000</b> | <b>100%</b> |

\*Note: Represents a combination of states with refugee arrivals of below 500



## Secondary Migration

The Reception and Placement program ensures that refugees arrive in communities with sufficient resources to meet their immediate needs and a caseworker to assist them with resettlement and orientation. Refugees need not stay in the community of initial resettlement, and many leave to build a new life elsewhere. A number of explanations for secondary migration by refugees have been suggested: better employment opportunities, the pull of an established ethnic community, more generous welfare benefits, better training opportunities, reunification with relatives, or a more congenial climate.

The Refugee Assistance Amendments of 1982 amended the Refugee Act of 1980 (Section 412(a) (3)) and directed ORR to compile and maintain data on the secondary migration of refugees within the United States. In response to this directive, ORR developed a database for determining secondary migration from electronic files submitted by states. Each name submitted is checked against other states and against the most recent summary of arrivals. Arrivals that do not have refugee status or whose arrival did not occur in the 36-month period prior to the beginning of the fiscal year were deleted from the rolls.

Analysis of the summary totals 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. Examination of FY 2013 detailed state-by-state matrix showed several migration patterns: a strong movement in and out of Texas, Florida and California; a strong movement into Minnesota, Ohio, Iowa, Colorado, and Washington; a strong movement out of Arizona, New York, Georgia, North Carolina, and Massachusetts; and some population exchange between contiguous or geographically close states. In FY 2013, almost every state experienced both gains and losses through secondary migration.



Photo: Courtesy of Georkis Ramos Quintana



## Employment and Labor Force Statistics within Five-Fiscal-Year Period

### ***Economic Adjustment***

Economic self-sufficiency is as important to refugees as adapting to their new homeland's social rhythms. Towards that end, the Refugee Act of 1980 and the Refugee Assistance amendments enacted in 1982 and 1986 stress the achievement of employment and economic self-sufficiency by refugees as soon as possible after their arrival in the United States. This involves a balance among three elements: (1) the employment potential of refugees, including their education, skills, English language competence, and health; (2) the needs that they as individuals and members of their families have for financial resources, whether for food, housing, or childcare; and (3) the economic environment in which they settle, including the availability of jobs, housing, and other local resources.

Past refugee surveys have found that the economic adjustment of refugees to the U.S. has been a successful and generally rapid process. However, similar to the past several years, the 2013 experience of refugee economic adjustment appears to have met with some difficulty, most likely due to the downturn in the economy as well as changes in the composition of the arriving refugee populations. Nevertheless, the employment information retrieved from this year's refugee population survey tells a complex story about the economic success of refugees in the five-year population (March 1, 2008– February 28, 2013), compared with the broader U.S. population. Survey respondents achieved a level of economic achievement only marginally lower than the population of the U.S., as evidenced by their employment rates and labor force participation rates, which may indicate that integration into the mainstream of the U.S. economy is proceeding steadily. However, unemployment rates for the refugee population decreased more rapidly than that for the broader U.S. population since 2009. However, unemployment rates for refugees are still much higher than those of the general population, indicating that economic adjustment continues to be challenging for refugee populations.

### ***Gauges of Economic Adjustment***

In 2013, ORR completed its 47th survey of a national sample of refugees selected from the population of all refugees who arrived between March 1, 2008 and February 28, 2013. The survey collected basic demographic information, such as age, country of origin, level of education, English language training, job training, labor force participation, work experience, and barriers to employment, for each adult member of the household. Other data were collected by family unit, including housing, income, and public assistance utilization data.

To evaluate the economic progress of refugees, ORR relied on several measures of employment activity used by economists. The first group of measures relates to employment status in the week or four weeks before the survey and includes the employment to population ratio (EPR)<sup>3</sup>, and also referred to as the employment rate), the labor force participation rate (LFP), and the unemployment rate. In addition, data on work experience over the past year and number of hours worked per week were analyzed, as well as reasons for not looking for a job. Data are presented on the length of time it took refugees to gain their first job since arrival in the U.S.

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<sup>3</sup> The Employment-to-Population Ratio (EPR), also called the employment rate, is the ratio of the number of individuals age 16 or older who are employed (full- or part-time) to the total number of individuals in the population who are age 16 or older, expressed as a percentage.

## Employment Status

Table II-9 presents EPR as of December 2013 for refugees age 16 or older in the five-year population.

**TABLE II-9: Employment Status of Refugees by Year of Arrival and Gender: 2013 Survey**

| Year of Arrival | EMPLOYMENT RATE (EPR) |       |        | LABOR FORCE PARTICIPATION RATE |       |        | UNEMPLOYMENT RATE |       |        |
|-----------------|-----------------------|-------|--------|--------------------------------|-------|--------|-------------------|-------|--------|
|                 | All                   | Male  | Female | All                            | Male  | Female | All               | Male  | Female |
| 2013            | 33.9%                 | 47.5% | 20.1%  | 51.1%                          | 70.1% | 31.7%  | 33.6%             | 32.2% | 36.8%  |
| 2012            | 44.6                  | 58.9  | 29.8   | 56.9                           | 70.9  | 42.6   | 21.7              | 16.8  | 30.1   |
| 2011            | 47.5                  | 62.1  | 33.4   | 58.4                           | 71.4  | 45.8   | 18.6              | 13.1  | 27.0   |
| 2010            | 52.0                  | 62.2  | 41.8   | 60.7                           | 71.2  | 50.3   | 14.3              | 12.6  | 16.8   |
| 2009            | 58.7                  | 69.6  | 49.0   | 64.8                           | 77.6  | 53.4   | 9.3               | 10.3  | 8.1    |
| 2008            | 55.3                  | 61.5  | 49.3   | 59.5                           | 65.8  | 53.6   | 7.2               | 6.5   | 8.0    |
| Total Sample    | 51.0                  | 61.9  | 40.5   | 59.5                           | 70.5  | 48.8   | 14.3              | 12.2  | 17.2   |
| U.S. Rates      | 58.5                  | 64.1  | 53.3   | 62.6                           | 68.8  | 56.7   | 6.5               | 6.8   | 6.1    |

**Note:** As of December 2013. Not seasonally adjusted. Data refers to refugees 16 or older in the five-year population consisting of Amerasians, Entrants, and Refugees of all nationalities who arrived during the period from March 1, 2008 to February 28, 2013.

The U.S. Employment rates for 2012 are from the [U.S. Department of Labor, Bureau of Labor Statistics](http://www.bls.gov).

The survey found that the overall EPR for all refugees who came to the U.S. between 2008 and 2013 was 51 percent (62 percent for males and 41 percent for females). As a point of reference, the employment rate for the U.S. population was 59 percent in 2013. The refugee employment rate increases with their length of stay in the U.S. As indicated in Table II-9, the employment rate for those who had been in the U.S. only for four years (59 percent) or five years (55 percent) was much higher than that among refugees who had been in the U.S. only for one year or less (34 percent). This 2013 survey revealed a 25 point difference in EPR between men and women among the refugees (62 percent for males versus 41 percent for females). In contrast, the overall gender difference in employment rates for the U.S. population was 11 points (64 percent versus 53 percent).



Photo: Courtesy of UNHCR


**Table II-10: Employment Status of Refugees by Survey Year and Gender**
*(Based on Refugees Age 16 or Older)*

| YEAR SURVEY<br>ADMINIS-<br>TERED | EMPLOYMENT RATE (EPR) |       |        | LABOR FORCE PARTICIPATION<br>RATE |       |        | UNEMPLOYMENT RATE |       |        |
|----------------------------------|-----------------------|-------|--------|-----------------------------------|-------|--------|-------------------|-------|--------|
|                                  | ALL                   | MALE  | FEMALE | ALL                               | MALE  | FEMALE | ALL               | MALE  | FEMALE |
| <b>2013 Survey</b>               | 51.0%                 | 61.9% | 40.5%  | 59.5%                             | 70.5% | 48.8%  | 14.3%             | 12.2% | 17.2%  |
| <b>U.S. Rate</b>                 | 58.5                  | 64.1  | 53.3   | 62.6                              | 68.8  | 56.7   | 6.5               | 6.8   | 6.1    |
| <b>2012 Survey</b>               | 50.7                  | 63.1  | 38.3   | 60.3                              | 73.4  | 47.3   | 16.0              | 14.1  | 18.9   |
| <b>U.S. Rate</b>                 | 58.5                  | 64.2  | 53.3   | 63.4                              | 69.7  | 57.5   | 7.6               | 7.9   | 7.3    |
| <b>2011 Survey</b>               | 52.0                  | 62.0  | 42.0   | 63.3                              | 73.3  | 53.3   | 17.8              | 15.4  | 21.2   |
| <b>U.S. Rate</b>                 | 58.5                  | 64.1  | 53.2   | 63.8                              | 70.2  | 57.7   | 8.3               | 8.8   | 7.7    |
| <b>2010 Survey</b>               | 51.2                  | 58.2  | 44.1   | 65.7                              | 73.2  | 58.1   | 22.1              | 20.5  | 24.2   |
| <b>U.S. Rate</b>                 | 58.3                  | 63.3  | 53.5   | 64.1                              | 70.4  | 58.2   | 9.1               | 10.2  | 8.0    |
| <b>2009 Survey</b>               | 47.1                  | 55.7  | 38.5   | 64.6                              | 72.8  | 56.4   | 27.0              | 23.4  | 31.8   |
| <b>U.S. Rate</b>                 | 59.3                  | 64.5  | 54.4   | 65.4                              | 72.0  | 59.2   | 9.3               | 10.3  | 8.1    |
| <b>2008 Survey</b>               | 55.9                  | 63.3  | 48.2   | 65.7                              | 72.8  | 41.5   | 15.0              | 13.1  | 17.6   |
| <b>U.S. Rate</b>                 | 61.0                  | 66.7  | 55.7   | 65.7                              | 72.4  | 59.5   | 7.2               | 7.9   | 6.4    |

**Note:** As of December of each year indicated. Not seasonally adjusted. Data refer to refugees age 16 or older in the five-year population consisting of Amerasians, Entrants, and Refugees of all nationalities who were interviewed as a part of the survey for each year indicated. U.S. rates are from the U.S. Department of Labor, Bureau of Labor Statistics.

In general, the labor force participation rate (LFP) for refugees increases with time in the U.S. with the exception for the 2008 arrivals, who had the lowest labor force participation rate of 60 percent. The labor force participation rate for the 2013 arrivals in this year's survey was 51 percent, but reached 65 percent for refugees who arrived in 2009. This year's survey also revealed a 22-point difference in labor force participation between men and women among the refugees (71 percent for males vs. 49 percent for females). In contrast, the overall gender difference in labor force participation rates for the U.S. population was 12 points.

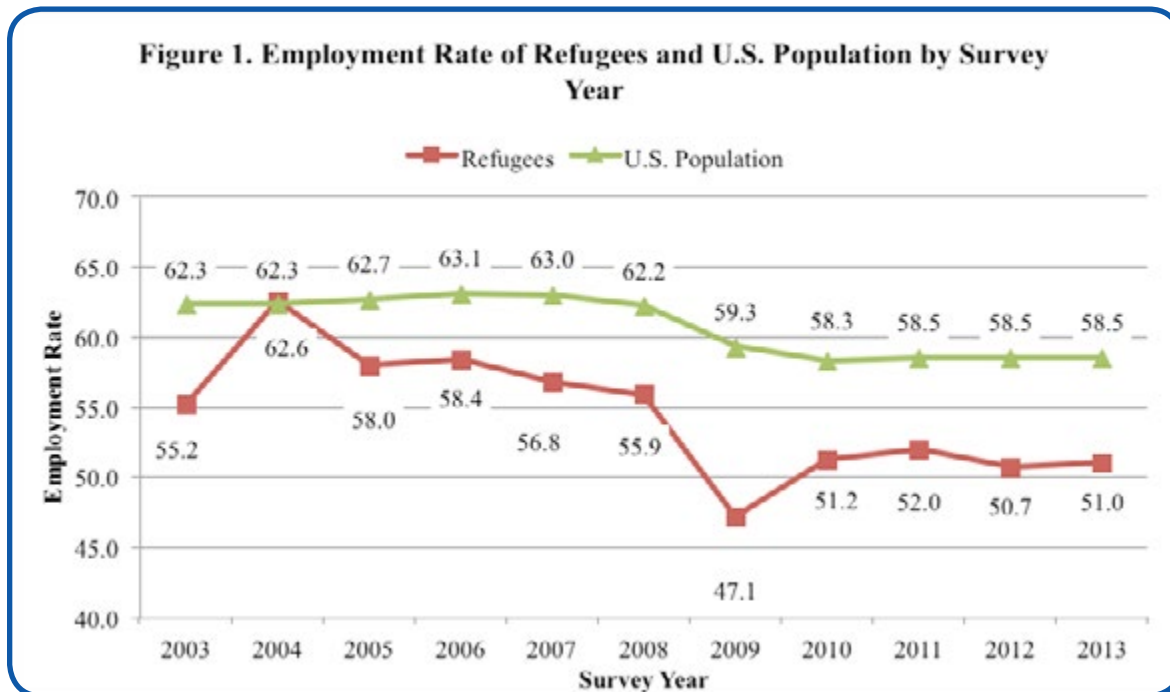
On the other hand, the unemployment rate of refugees in the 2013 survey was twice that of the general U.S. population, averaging 14 percent for refugees, compared with seven percent in the general U.S. population.

There was a five point difference in unemployment rate between women and men among the refugees, compared (19 percent for women vs. 14 percent for men). In comparison, the overall gender difference in unemployment rates for the general U.S. population was less than one point (rounding to seven percent for men vs. six percent for women).



The refugee rate, on the other hand, has varied notably, declining six points from 2000 (61 percent) to 2003 (55 percent), increasing eight points from 2003 (55 percent) to 2004 (63 percent), falling 16 points from 63 percent in 2004 to 47 percent in 2009, advancing five points from 2009 (47 percent) to 2011 (52 percent), and remained almost unchanged from 2011 to 2013 (51-52 percent) (Chart II-1).

**Chart II-1: Employment Rate of Refugees and U.S. Population by Survey Year**



*Note: Figures for refugees are based on the survey sample in the years shown. Employment status is as of the week prior to the survey. Not seasonally adjusted. The U.S. employment rate for 2013 is from <http://data.bls.gov/cgi-bin/print.pl/news.release/empsit.t01.htm>. average of 12 months in 2012.*

Table II-10 reveals differences between the six refugee groups<sup>4</sup> in terms of their EPR, LFP, unemployment rate, and whether they worked at any point since their arrival in the U.S.

<sup>4</sup>The six refugee groups include refugees from the following countries or regions: Africa (Benin, Burundi, Central African Republic, Congo, Djibouti, Egypt, Eritrea, Ethiopia, Kenya, Liberia, Malta, Rwanda, South Africa, Somalia, Sudan, Tanzania, Uganda, and Zambia), Eastern Europe (Greece), Latin America (Colombia, Cuba, and Haiti), Middle East (Afghanistan, Iran, Iraq, Jordan, Kuwait, Lebanon, Saudi Arabia, Syria, Turkey, and Yemen), South/Southeast Asia (Burma, Bhutan, India, Malaysia, Nepal, Pakistan, and Thailand (including Amerasians), and the former Soviet Union (Armenia, Belarus, Moldova, Russia, Ukraine, and Uzbekistan).




**TABLE II-11: Employment Status of Selected Refugee Groups by Gender: 2013 Survey**

| EMPLOYMENT MEASURE                | AFRICA | EASTERN EUROPE | LATIN AMERICA | MIDDLE EAST | SOUTH/SOUTH-EAST ASIA | FORMER SOVIET UNION | ALL   |
|-----------------------------------|--------|----------------|---------------|-------------|-----------------------|---------------------|-------|
| Employment Rate (EPR)             | 46.6%  | n/a*           | 77.4%         | 38.8%       | 53.7%                 | n/a*                | 51.0% |
| Males                             | 55.8   | n/a            | 81.4          | 51.9        | 65.6                  | n/a                 | 61.9  |
| Females                           | 38.3   | n/a            | 73.7          | 25.8        | 41.9                  | n/a                 | 40.5  |
| Worked at any point since arrival | 58.6   | n/a            | 84.8          | 47.8        | 60.7                  | n/a                 | 59.2  |
| Males                             | 67.3   | n/a            | 85.2          | 61.3        | 71.2                  | n/a                 | 69.0  |
| Females                           | 50.8   | n/a            | 84.5          | 34.4        | 50.3                  | n/a                 | 49.6  |
| Labor Force Participation Rate    | 64.3   | n/a            | 85.4          | 49.2        | 58.6                  | n/a                 | 59.5  |
| Males                             | 73.8   | n/a            | 86.8          | 64.1        | 70.7                  | n/a                 | 70.5  |
| Females                           | 55.6   | n/a            | 84.2          | 34.5        | 46.6                  | n/a                 | 48.8  |
| Unemployment Rate                 | 27.5   | n/a            | 9.5           | 21.2        | 8.4                   | n/a                 | 14.3  |
| Males                             | 24.4   | n/a            | 6.2           | 19.0        | 7.2                   | n/a                 | 12.2  |
| Females                           | 31.2   | n/a            | 12.5          | 25.1        | 10.2                  | n/a                 | 17.2  |

**Note:** As of December 2013. Not seasonally adjusted. Data refers to refugees 16 or older in the five-year population consisting of Amerasians, Entrants, and Refugees of all nationalities who arrived during the period from March 1, 2008 to February 28, 2013.

\*The number of cases is too small to generate valid estimates.

Since their arrival in the U.S., 59 percent of refugees in the five-year population worked at one point. This rate was highest for refugees from Latin America (85 percent) and lowest for refugees from the Middle East (48 percent), while refugees from South/Southeast Asia (61 percent) and Africa (59 percent) were positioned in between. The LFP followed a similar pattern as the EPR. The LFP was highest for the refugees from Latin America (85 percent) and the lowest from the Middle East (49 percent), while respondents from the former Soviet Union (60 percent), Africa (64 percent), South/Southeast Asia (59 percent), were positioned in between.

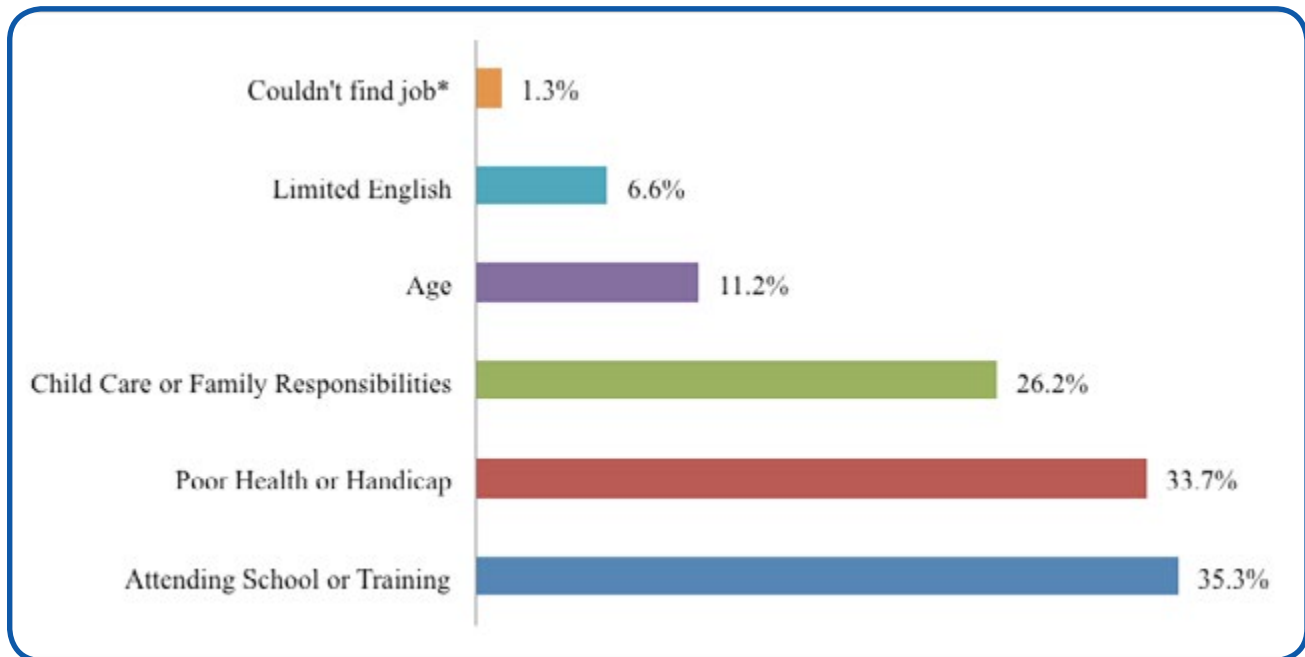
The highest disparity between male and female labor force participation rates was found for respondents from the Middle East (64.1 percent for males vs. 34.5 percent for females, a gap of 30 points). A sizeable gender gap was also found among refugees from South/Southeast Asia (24 percentage points) and Africa (18 percentage points), but there was hardly any gap among Latin American refugees (3 percentage points). Among all refugee groups, 71 percent of males were working or looking for work at the time of the 2013 survey, compared with 49 percent of females.



### Reasons for Not Looking for Work

The survey also asked refugees age 16 or older who were not employed in the previous year and were not looking for work at the time of survey why they were not looking for employment. As shown in Chart II-2, attending school or training accounted for the largest proportion (35 percent); these refugees had a median age of 18 (median age not shown in chart).

**Chart II-2: Reasons Not Looking for Work for Refugees 16 Years or Older**



**Note:** Limited to refugees who did not work in the week prior to the survey and were not looking for work in the month prior to the survey. There was an additional "Other" category, but the results rounded to zero. Percentages total to more than 100% because respondents provided more than one reason.

\* "Couldn't find job" represents response categories "Believes no work is available" and "Couldn't find a job."

### Work Experience in the Previous Year

A gauge of economic adjustment that shows a longer time frame than employment status (which only relates to employment during the week prior to the survey) is work experience, which measures not only the number of weeks worked in the past year, but also the usual number of hours worked in a week.

As with employment status, the proportion of refugees with some work experience in the past year tends to increase with length of time in the U.S. (Chart II-3).

**Chart II-3: Percent of Refugees Who Worked in the Year Prior to the Survey and Average Number of Weeks Worked by Year of Arrival**

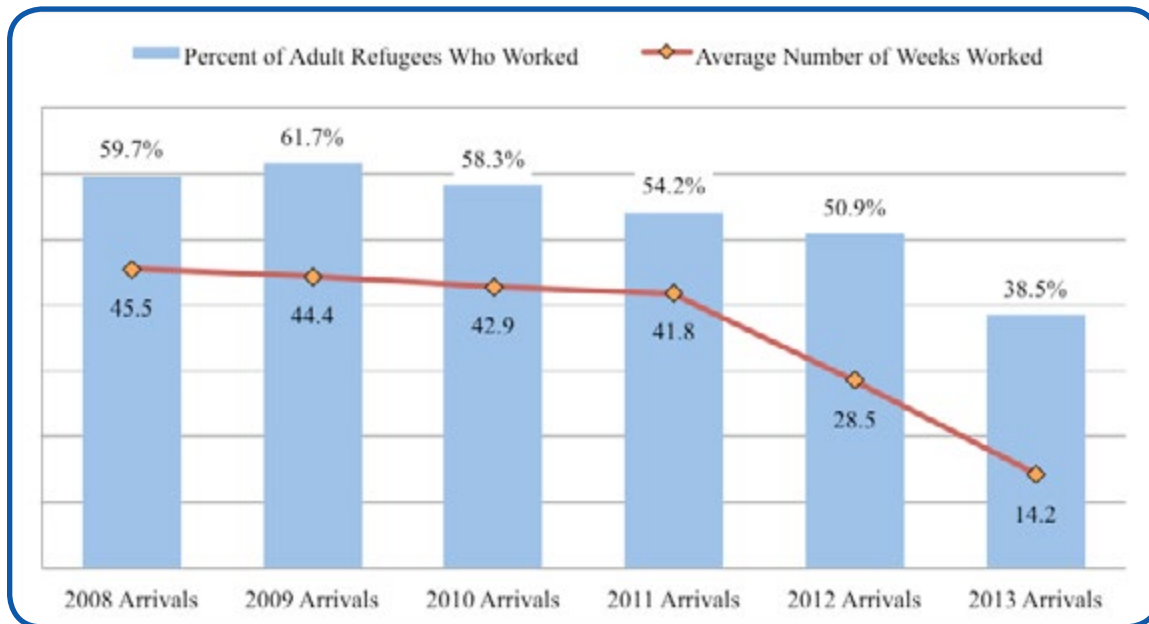


Table II-12 shows that less than half (39 percent) of the refugees who arrived in 2013 had worked in the previous year, compared with 51 percent of those who arrived in 2012.

**Table II-12: Work Experience of Adult Refugees by Year of Arrival: 2013 Survey**

| WORK EXPERIENCE      | 2008<br>ARRIVALS | 2009<br>ARRIVALS | 2010<br>ARRIVALS | 2011<br>ARRIVALS | 2012<br>ARRIVALS | 2013<br>ARRIVALS | TOTAL<br>REFUGEES<br>16 YEARS OR<br>OLDER |
|----------------------|------------------|------------------|------------------|------------------|------------------|------------------|---|
| Worked last year*    | 59.7%            | 61.7%            | 58.3%            | 54.2%            | 50.9%            | 38.5%            | 56.4%                                     |
| Worked 50-52 weeks   | 44.4%            | 46.4%            | 40.3%            | 33.9%            | 9.6%             | #                | 33.5%                                     |
| Worked full-time**   | 65.0%            | 46.3%            | 64.5%            | 66.2%            | 62.1%            | 63.3%            | 61.8%                                     |
| Average weeks worked | 45.5             | 44.4             | 42.9             | 41.8             | 28.5             | 14.2             | 40.4                                      |

# Rounds to zero.

\*Refugees who worked in the year prior to the survey.

\*\* Worked 35 hours or more per week among refugees who worked in the year prior to the survey.

Note: As of December 2013. Not seasonally adjusted. Data refers to refugees 16 or older in the five-year population consisting of Amerasians, Entrants, and Refugees of all nationalities who arrived during the period from March 1, 2008 to February 28, 2013.

Unlike the employment status of refugees who had been in the U.S. for less than three years, refugees who arrived between 2008 and 2010 recorded somewhat higher rates of employment in the year prior to the survey, 60 percent, 62 percent, and 58 percent respectively among the 2008, 2009, and 2010 arrivals.

Refugees who had worked in the year prior to the 2013 survey averaged 40 weeks of employment during that period. The most recent (2013) arrivals averaged 14 weeks of work during the previous 12 months. In contrast,

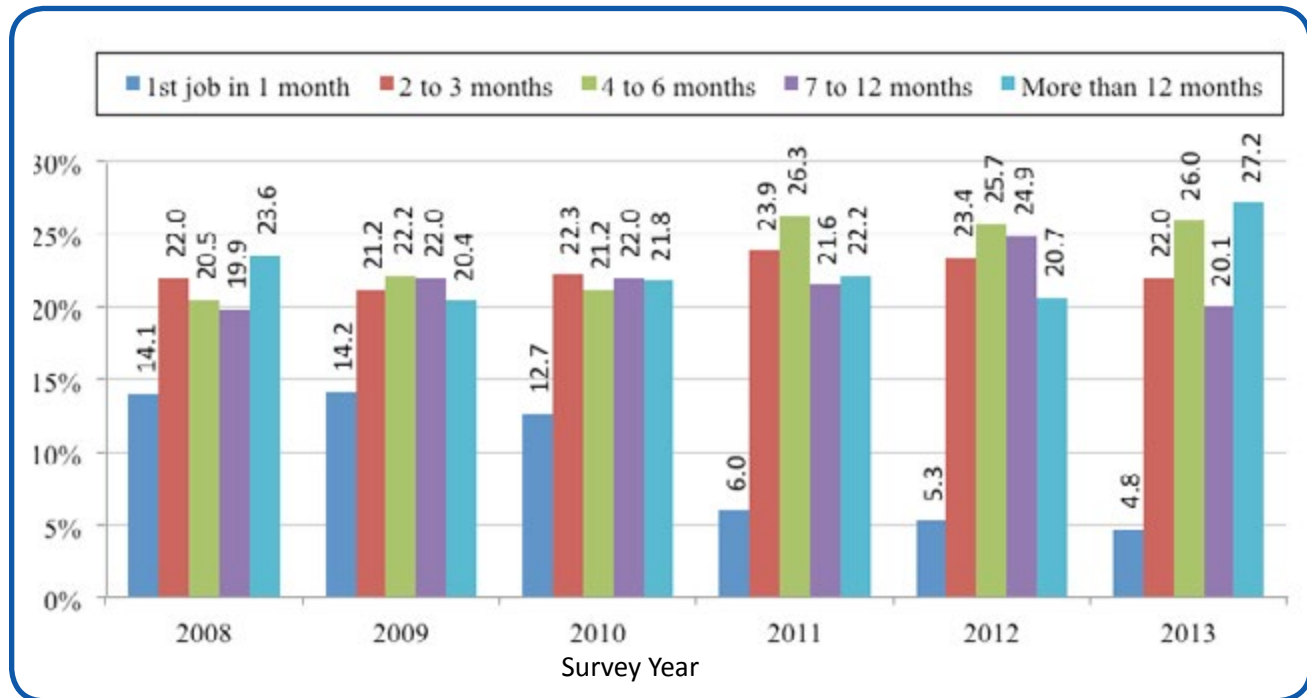


the 2012 arrivals reported an average of 29 weeks, the 2011 arrivals reported an average of 42 weeks, and the 2008-2010 arrivals reported an average of approximately 43–46 weeks of work in the year prior to the survey.

### ***Elapsed Time to First Job***

Twenty-seven percent found their first job more than 12 months after arrival (Chart II-4).

***Chart II-4: Elapsed Time to First Job for Refugees Who Have Worked by Survey Year***



This represents a moderate pace of adjustment to the American job market and a general decline compared with surveys since 2008. In the 2008 survey, for example, 57 percent of job placements occurred in the first six months after arrival, compared with 53 percent in 2013 (a 4-point drop). The percentage taking more than a year to find first employment had remained relatively stable at approximately 20–24 percent.

### ***Factors Affecting Employment***

Achieving economic self-sufficiency depends on the employment prospects of adult refugees, which hinges on a mixture of factors including transferable 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 U.S. also influence their prospects for self-sufficiency, as can cultural factors.

In the 2013 survey, twenty-seven percent of refugees in the five-year population had not completed primary school at the time of arrival (Table II-13).


**TABLE II-13 – Education and English Proficiency Characteristics of Selected Refugee Groups**

| EDUCATION AND LANGUAGE PROFICIENCY  | AFRICA | EASTERN EUROPE | LATIN AMERICA | MIDDLE EAST | SOUTH/ SOUTHEAST ASIA | FORMER SOVIET UNION | ALL   |
|---|--------|----------------|---------------|-------------|-----------------------|---------------------|-------|
| Average Years of Education Before U.S. Entry  | 6.1    | n/a*           | 11.6          | 10.5        | 6.8                   | n/a*                | 8.6   |
| Highest Degree Before U.S. Entry  |        |                |               |             |                       |                     |       |
| None  | 52.9%  | n/a            | 4.3%          | 9.6%        | 38.3%                 | n/a                 | 25.1% |
| Primary School  | 16.0   | n/a            | 15.8          | 28.4        | 25.8                  | n/a                 | 24.4  |
| Training in refugee camp  | 0.3    | n/a            | 1.6           | 1.1         | 0.3                   | n/a                 | 0.7   |
| Technical School  | 3.0    | n/a            | 11.8          | 9.4         | 0.6                   | n/a                 | 5.2   |
| Secondary School (or High School)   | 17.4   | n/a            | 30.1          | 20.2        | 24.0                  | n/a                 | 23.6  |
| University Degree (Other than Medical)  | 3.2    | n/a            | 22.4          | 18.0        | 5.9                   | n/a                 | 11.9  |
| Medical Degree  | #      | n/a            | 2.2           | 1.2         |                       | n/a                 | 0.7   |
| Other   | 4.1    | n/a            | 0.9           | 6.9         | 0.8                   | n/a                 | 3.0   |
| Attended School/University (within the past 12 months)                                | 24.8   | n/a            | 20.0          | 24.9        | 19.4                  | n/a                 | 21.6  |
| Attendance at School or University (within the past 12 months) for Degree/Certificate | 24.1   | n/a            | 19.2          | 24.7        | 18.1                  | n/a                 | 20.7  |
| High School Certificate or Equivalency  | 20.2   | n/a            | 8.3           | 11.3        | 11.4                  | n/a                 | 11.6  |
| Associate Degree  | 2.3    | n/a            | 4.4           | 9.9         | 2.9                   | n/a                 | 5.3   |
| Bachelor's Degree   | 1.2    | n/a            | 4.0           | 2.1         | 2.0                   | n/a                 | 2.2   |
| Master's or Doctorate Degree  | #      | n/a            | 0.7           | 0.7         | 0.5                   | n/a                 | 0.5   |
| Professional Degree   | #      | n/a            | 0.4           | 0.2         | 0.9                   | n/a                 | 0.5   |
| Other   | 0.5    |                | 1.0           | 0.3         | 0.1                   | n/a                 | 0.3   |
| Degree Received   | 0.7    | n/a            | 7.0           | 2.5         | 1.6                   | n/a                 | 2.5   |
| At Time of Arrival  |        |                |               |             |                       |                     |       |
| Speaking no English   | 59.4   | n/a            | 69.0          | 37.7        | 48.1                  | n/a                 | 48.7  |
| Not Speaking English Well   | 23.8   | n/a            | 15.5          | 32.3        | 34.9                  | n/a                 | 30.4  |
| Speaking English Well or Very Well  | 14.8   | n/a            | 1.6           | 24.6        | 12.8                  | n/a                 | 15.1  |
| At Time of Survey   |        |                |               |             |                       |                     |       |
| Speaking no English   | 14.0   | n/a            | 14.4          | 11.9        | 21.1                  | n/a                 | 16.5  |
| Not Speaking English Well   | 38.9   | n/a            | 43.0          | 19.7        | 37.0                  | n/a                 | 32.5  |
| Speaking English Well or Very Well  | 46.5   | n/a            | 38.5          | 67.9        | 41.2                  | n/a                 | 49.9  |





Data refer to refugees 16 or older in the five-year population consisting of Amerasians, Entrants, and Refugees of all nationalities who arrived during the period from March 1, 2008 to February 28, 2013. These figures refer to self-reported characteristics of refugees. Professional degree refers to a law degree or medical degree. # Rounds to zero.

\* The number of cases is too small to generate valid estimates.

The average number of years of education for all arrivals was approximately nine years. The average years of education among ethnic groups ranged from a high of nearly 12 for the Latin American refugees to a low of six for African and seven for South/Southeast Asian refugees.

The educational achievement of two ethnic groups was noticeably lower than average in this survey year. In the five-year refugee population, 53 percent of refugees from Africa and 38 percent of refugees from South/Southeast Asia had not completed primary school before arrival in the U.S.

Twenty-nine percent of refugees in the five-year population had completed a secondary/high school or technical school degree. Refugees from Latin America had the highest proportion with this level of education (42 percent), followed by Middle Eastern refugees (30 percent), then by those from South/Southeast Asia (25 percent). Only 20 percent of refugees from Africa had a secondary/high school or technical school degree or certificate.

The 2013 survey revealed that 13 percent of the refugees had earned a college or university degree (including a medical degree) prior to arrival in the U.S. Refugees from Latin American claimed the largest proportion with higher education (25 percent), followed by those from the Middle East (19 percent). However, these statistics on the level of education completed before arrival in the U.S. should be interpreted with caution because of differences between the educational systems of other countries and the U.S.

About 21 percent of refugees surveyed in 2013 continued their education toward a degree or certificate within the 12 months prior to the survey.

The 2013 survey shows that many refugees had made solid progress in learning English. About 49 percent of the refugees in the 2013 survey reported speaking no English when they arrived in the U.S. (Table II-6). At the time of arrival, majorities from Latin America (69 percent) and over half from Africa (59 percent) spoke no English, compared with 48 percent of refugees from South/Southeast Asia and 38 percent from the Middle East.

By the time of the survey interview, English fluency for refugees had improved considerably, with only 17 percent of all refugees speaking no English. Overall, 50 percent of the five-year population spoke English well or very well at the time of the survey while another 33 percent could speak some English but not well. In addition, many other refugees could now claim fluency. Sixty-eight percent of refugees from the Middle East spoke English well or very well by the time of the interview, followed by those from Africa (47 percent), South/Southeast Asia (41 percent), and Latin America (39 percent). Some refugees, however, had not made major progress in this important skill. By the time of the interview, 21 percent from South/Southeast Asia and 14 percent of refugees from Africa and Latin America still spoke no English<sup>5</sup>.

The ability to speak English is one of the most important factors influencing the economic self-sufficiency of refugees. There was a sizable difference in the employment rate among refugees with different levels of English fluency. Historically, most refugees improve their English proficiency over time. Those who do not are the least likely to be employed. Those speaking English well or very well at the time of 2013 survey had an EPR of 57 percent while those speaking no English had an EPR among the five-year population when they arrived in the U.S. (60 percent vs. 47 percent). However, this gap increased to 23 percentage points by the time of the survey (54 percent vs. 31 percent) (Table II-14).

<sup>5</sup> These proportions were based on self-reported data by the refugees or members of their households and might overstate English proficiency among the refugee groups. What appears to be "fluent" English to someone with a different native language might not be as fluent to a native English speaker.

**Table II-14: English Proficiency and Associated EPR by Year of Arrival**

| YEAR OF ARRIVAL           | PERCENT SPEAKING<br>NO ENGLISH (EPR) | PERCENT NOT<br>SPEAKING ENGLISH<br>WELL (EPR) | PERCENT SPEAKING<br>ENGLISH WELL OR VERY<br>WELL (EPR) |
|---------------------------|--------------------------------------|---|--|
| <b>AT TIME OF ARRIVAL</b> |                                      |   |  |
| 2013                      | 55.7 (34.9)                          | 29.6 (32.6)                                   | 14.7 (32.9)  |
| 2012                      | 51.9 (36.6)                          | 33.4 (53.5)                                   | 13.0 (51.3)  |
| 2011                      | 57.0 (42.6)                          | 30.9 (54.9)                                   | 8.7 (57.8)   |
| 2010                      | 45.5 (54.1)                          | 31.6 (52.7)                                   | 17.2 (45.2)  |
| 2009                      | 53.2 (51.4)                          | 22.2 (61.9)                                   | 19.3 (74.3)  |
| 2008                      | 40.5 (53.7)                          | 30.8 (53.3)                                   | 17.3 (68.2)  |
| Total Sample              | 48.7 (46.8)                          | 30.4 (53.9)                                   | 15.1 (59.5)  |
| <b>AT TIME OF SURVEY</b>  |                                      |   |  |
| 2013                      | 34.3 (35.1)                          | 42.9 (34.2)                                   | 22.8 (31.6)  |
| 2012                      | 26.2 (29.8)                          | 36.6 (46.9)                                   | 36.4 (52.2)  |
| 2011                      | 17.2 (21.6)                          | 42.0 (53.4)                                   | 37.7 (53.2)  |
| 2010                      | 10.0 (34.3)                          | 34.5 (61.9)                                   | 54.4 (48.3)  |
| 2009                      | 17.2 (36.8)                          | 25.4 (52.2)                                   | 57.4 (68.2)  |
| 2008                      | 10.9 (32.8)                          | 24.6 (72.7)                                   | 63.7 (52.4)  |
| Total Sample              | 16.5 (30.6)                          | 32.5 (56.8)                                   | 49.9 (53.9)  |

*Note: As of December 2013. Not seasonally adjusted. Data refer to refugees 16 or older in the five-year population consisting of Amerasians, Entrants, and Refugees of all nationalities who arrived during the period from March 1, 2008 to February 28, 2013. These figures refer to self-reported characteristics of refugees.*



Photo: Courtesy of UNHCR

However, among the 2013 arrivals, who had been in the U.S. the shortest time, those who spoke English well or very well did have a higher EPR than those who spoke English, but not well (50 percent versus 33 percent) at the time of survey.

During the past 12 months, 27 percent of all adult refugees attended English Language Training (ELT) outside of high school (Table II-15).



**TABLE II -15: Service Utilization by Selected Refugee Groups and Year of Arrival:  
2013 Survey**

| TYPE OF SERVICE UTILIZATION                          | AFRICA | EASTERN EUROPE | LATIN AMERICA | MIDDLE EAST | SOUTH/SOUTH-EAST ASIA | FORMER SOVIET UNION | ALL  |
|--|--------|----------------|---------------|-------------|-----------------------|---------------------|------|
| ELT in High School Within the Past 12 Months         | 7.0%   | n/a*           | 8.8%          | 11.2%       | 8.8%                  | n/a*                | 9.4% |
| ELT Outside of High School Within the Past 12 Months | 46.3   | n/a            | 20.3          | 27.4        | 24.8                  | n/a                 | 27.3 |
| Job Training Within the Past 12 Months               | 4.8    | n/a            | 10.6          | 4.2         | 4.3                   | n/a                 | 5.6  |
| Currently Attending ELT Inside High School           | 7.0    | n/a            | 8.8           | 11.2        | 8.8                   | n/a                 | 9.4  |
| Currently Attending ELT Outside of High School       | 27.2   | n/a            | 6.9           | 11.8        | 10.2                  | n/a                 | 12.2 |

| TYPE OF SERVICE UTILIZATION BY YEAR OF ARRIVAL       | 2013  | 2012 | 2011 | 2010 | 2009  | 2008 | ALL  |
|--|-------|------|------|------|-------|------|------|
| ELT Inside High School Within the Past 12 Months     | 13.9% | 9.6% | 9.4% | 9.2% | 11.1% | 8.4% | 9.4% |
| ELT Outside of High School Within the Past 12 Months | 45.0  | 52.0 | 31.9 | 23.3 | 11.9  | 13.1 | 27.3 |
| Job Training Within the Past 12 Months               | 8.2   | 5.6  | 9.5  | 4.1  | 7.3   | 3.1  | 5.6  |
| Currently Attending ELT Inside High School           | 13.9  | 9.6  | 9.4  | 9.2  | 11.1  | 8.4  | 9.4  |
| Currently Attending ELT Outside of High School       | 20.2  | 20.3 | 16.9 | 13.5 | 4.2   | 5.3  | 12.2 |

**Note:** Data refer to refugees 16 or older in the five-year population consisting of Amerasians, Entrants, and Refugees on all nationalities who arrived during the period from March 1, 2008 to February 28, 2013. In order that English language training (ELT) not be confused with English high school instruction, statistics for both populations are given.

\*The number of cases is too small to generate valid estimates.

The rates for the different refugee groups ranged from 20 percent (Latin America) to 46 percent (Africa). For the same period, the proportion of refugees who attended job-training classes (six percent) was much less than the proportion who received ELT (37 percent) either through the high school curriculum (nine percent) or through other types of language class (27 percent). None of the refugee groups attended job training at a rate higher than 11 percent.

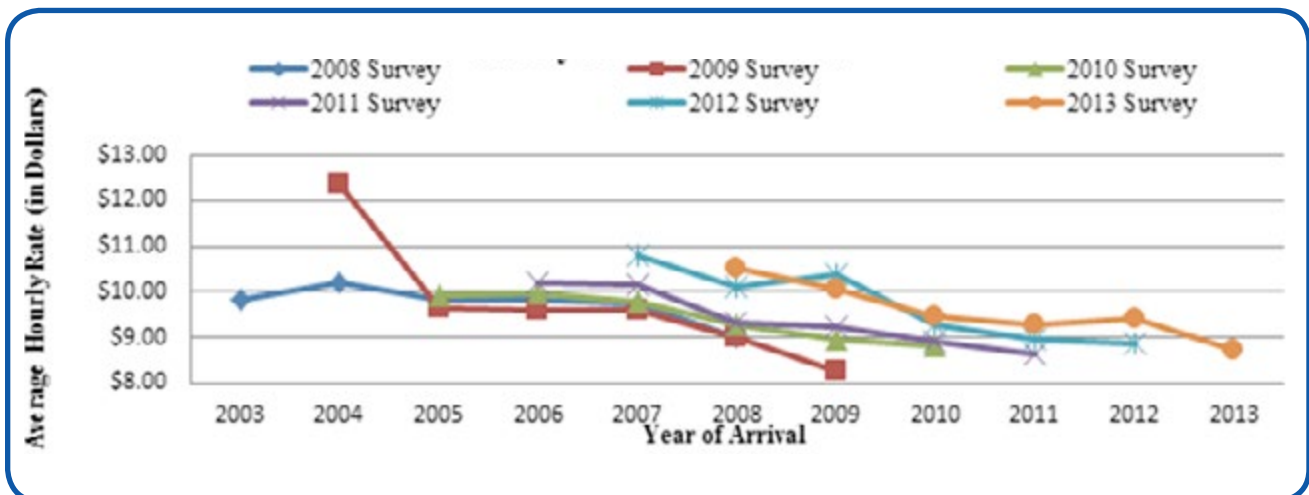
### Earnings and Utilization of Public Assistance

While there are year-to-year fluctuations because of the different mix of refugee demographics and skill levels, economic self-sufficiency tends to increase with the length of residence in the U.S., most noticeably within the first two years. The earnings of employed refugees generally rise with length of residence in the U.S. (Chart II-5).



Photo: Courtesy of UNHCR

**Chart II-5: Average Hourly Wages of Employed Refugees by Year of Survey and Year of Arrival**



As shown in Table II-16, the average hourly wage was \$8.73 for the 2013 arrivals and \$10.50 for the 2008 arrivals in the 2013 survey (a 20-percent difference).



**TABLE II-16: Average Hourly Wages, Home Ownership, and Self-Sufficiency by Year of Arrival**

| YEAR OF ARRIVAL | AVERAGE HOURLY HOURLY WAGES OF EMPLOYED -CURRENT JOB | OWN HOME OR APARTMENT | RENT HOME OR APARTMENT | PUBLIC ASSISTANCE ONLY | BOTH PUBLIC ASSISTANCE AND EARNINGS | EARNINGS ONLY |
|-----------------|--|-----------------------|------------------------|------------------------|-------------------------------------|---------------|
| 2013            | \$8.73   | #                     | 99.6%                  | 19.8%                  | 70.6%                               | 8.6%          |
| 2012            | 9.39   | 2.2%                  | 94.7                   | 12.6                   | 63.9                                | 21.9          |
| 2011            | 9.27   | 2.1                   | 90.7                   | 10.7                   | 32.7                                | 53.6          |
| 2010            | 9.45   | 4.1                   | 93.3                   | 4.8                    | 28.4                                | 65.1          |
| 2009            | 10.08  | 16.9                  | 81.6                   | 10.3                   | 31.6                                | 57.3          |
| 2008            | 10.50  | 20.4                  | 78.3                   | 3.4                    | 34.1                                | 61.2          |
| Total Sample    | 9.79   | 9.7                   | 86.7                   | 8.2                    | 38.9                                | 49.6          |

# Rounds to zero percent.

Note: Data refer to refugees 16 or older in the five-year population consisting of Amerasians, Entrants, and Refugees of all nationalities who arrived during the period from March 1, 2008 to February 28, 2013. These figures refer to self-reported characteristics of refugees.

Less than three percent of the 2010-2013 arrivals reported home ownership, but refugees who had arrived years earlier than 2010 showed higher rates of home ownership, reaching 20 percent for 2008 arrivals.

The overall hourly wage of employed refugees at their primary job in the week prior to the 2013 survey in the five-year population was \$9.79. This represents a one percent drop from the 2008 survey, when respondents reported an overall hourly wage of \$9.90 in current dollars (not adjusted for inflation (Table II-17)).

**TABLE II-17: Average Hourly Wages, Home Ownership, and Self-Sufficiency by Survey Year\***

| YEAR OF SURVEY | AVERAGE HOURLY WAGES OF EMPLOYED | OWN HOME OR APARTMENT | RENT HOME OR APARTMENT | PUBLIC ASSISTANCE ONLY | BOTH PUBLIC ASSISTANCE AND EARNINGS | EARNINGS ONLY |
|----------------|----------------------------------|-----------------------|------------------------|------------------------|-------------------------------------|---------------|
| 2013 Survey    | \$9.79                           | 9.7%                  | 86.7%                  | 8.2%                   | 38.9%                               | 49.6%         |
| 2012 Survey    | 9.66                             | 5.0                   | 93.2                   | 9.4                    | 37.2                                | 50.0          |
| 2011 Survey    | 9.43                             | 4.9                   | 92.6                   | 9.9                    | 27.9                                | 58.3          |
| 2010 Survey    | 9.50                             | 9.0                   | 86.4                   | 10.2                   | 16.2                                | 67.8          |
| 2009 Survey    | 9.70                             | 7.0                   | 87.7                   | 13.5                   | 24.8                                | 56.6          |
| 2008 Survey    | 9.90                             | 11.7                  | 85.7                   | 8.7                    | 20.1                                | 66.3          |

Note: As of December 2013, December 2012, December 2011, December 2010, December 2009, and December 2008. Earnings figures are not adjusted for inflation. Wage estimates are based on data from refugees age 16 or older in the five-year population consisting of Amerasians, Entrants, and Refugees of all nationalities who were interviewed as a part of the 2013, 2012, 2011, 2010, 2009, and 2008 surveys. All other estimates are based on household level data. Row percentages do not add up to 100 percent because data are not from the same variable.





From the 2013 survey, the overall hourly wage of employed refugees who spoke English well or very well at the time of the survey was an average of \$10.12, compared with \$9.47 for refugees who did not speak English well, and \$9.44 for refugees who did not speak English at all. Refugees who spoke English well or very well at the time of the survey accounted for 50 percent of jobs that paid over \$7.50 per hour, compared with 39 percent of refugees who did not speak English well, and 10 percent of refugees who did not speak English at all (data based on additional analyses not presented in tables).

This details the economic self-sufficiency of the five-year refugee population. According to the 2013 survey, half (50 percent) of all refugee households in the U.S. achieved economic self-sufficiency, relying only on earnings for their needs. This rate is notably lower than the self-sufficiency rates of 57 to 68 percent reported in the 2008–2011 surveys. An additional 39 percent in the 2013 survey had achieved partial independence, with household income a mix of earnings and public assistance, the highest rate over the past six years. The proportion of refugees who relied wholly or partially on earnings in 2013 (89 percent) was slightly higher than the proportion in the 2008–2012 surveys (81–87 percent). For another 8.2 percent of refugee households in the 2013 survey, however, income consisted entirely of public assistance, five percentage points lower than the peak in 2009 (14 percent). Table II-18 details several household characteristics by type of income in the 12 months prior to the survey.

**Table II-18: Characteristics of Households by Type of Income**

| HOUSEHOLD CHARACTERISTICS                       | REFUGEE HOUSEHOLDS WITH: |                                     |               |              |
|---|--------------------------|-------------------------------------|---------------|--------------|
|   | PUBLIC ASSISTANCE ONLY   | BOTH PUBLIC ASSISTANCE AND EARNINGS | EARNINGS ONLY | TOTAL SAMPLE |
| Average Household Size                          | 4.11                     | 4.78                                | 3.95          | 4.28         |
| Average Number of wage earners per household*   | #                        | 1.44                                | 1.67          | 1.39         |
| Percent of households with at least one member: |                          |                                     |               |              |
| Under the age of 6                              | 30.1%                    | 39.3%                               | 34.4%         | 36.1%        |
| Under the age of 16                             | 53.2                     | 70.7                                | 63.1          | 65.1         |
| Fluent English Speaker **                       | 19.3                     | 19.0                                | 23.2          | 21.0         |

# Rounds to zero percent.

\*Data refer to refugees 16 years or older who worked last week from households who arrived during the period from March 1, 2008 to February 28, 2013. Refugee households with neither earnings nor assistance are excluded.

\*\* Speaking English very well at time of the survey.

Households receiving public assistance only averaged four members and no wage earners, while those with a mix of earnings and assistance income averaged five members and one wage earners. Households that received no public assistance averaged four members and two wage earners.

It is noteworthy that households depending entirely on public assistance had the smallest percentage with children under the age of six (30 percent, compared with 39 percent for households with both public assistance and earnings) and under the age of 16 (53 percent, compared with 71 percent of households with both public assistance and earnings).

This table also indicates that English fluency, measured by the presence of at least one household member speaking English very well at the time of the survey, was similar between the households that received public assistance and those did not. This lack of relationship between English fluency and public assistance receipt may reflect the higher eligibility for public assistance of households with children.



## Medical Coverage

Overall, one fifth (20 percent) of adult refugees in the 2013 survey lacked medical coverage of any kind throughout the year preceding the survey (Table II-19), a 13-point decrease from a high of 33 percent for the 2011 survey (Table II-120). This drop is reflected in the increase of medical coverage through Medicaid or Refugee Medical Assistance (RMA) (Table II-20).

**Table II-19: Source of Medical Coverage by Selected Refugee Groups and Year of Arrival**

| SOURCE OF MEDICAL COVERAGE**                     | AFRICA | EASTERN EUROPE | LATIN AMERICA | MIDDLE EAST | SOUTH/SOUTHEAST ASIA | FORMER SO-VIET UNION | ALL   |
|--|--------|----------------|---------------|-------------|----------------------|----------------------|-------|
| No Medical Coverage in any of the past 12 months | 14.8%  | n/a*           | 51.8%         | 12.7%       | 17.5%                | n/a*                 | 20.2% |
| Medical Coverage through employer                | 4.5    | n/a            | 9.9           | 6.2         | 15.4                 | n/a                  | 10.7  |
| Medicaid or Refugee Medical Assistance (RMA)     | 75.0   | n/a            | 23.6          | 73.1        | 49.6                 | n/a                  | 56.0  |
|  |        |                |               |             |                      |                      |       |
| Source of Medical Coverage**                     | 2013   | 2012           | 2011          | 2010        | 2009                 | 2008                 | All   |
| No Medical Coverage in any of the past 12 months | 1.5%   | 5.8%           | 23.3%         | 25.2%       | 31.9%                | 22.5%                | 20.2% |
| Medical Coverage through Employer                | #      | 3.7            | 8.6           | 8.8         | 9.6                  | 20.3                 | 10.7  |
| Medicaid or Refugee Medical Assistance (RMA)     | 89.7   | 78.2           | 53.7          | 49.9        | 51.0                 | 43.2                 | 56.0  |

# Rounds to zero.

\*The number of cases is too small to generate valid estimates.

\*\* Percentages for other government health care and other insurance not presented.

**Note:** As of December 2013. Data refers to refugees 16 or older in the five-year population consisting of Amerasians, Entrants, and Refugees of all nationalities who arrived during the period from March 1, 2008 to February 28, 2013.

Lack of medical coverage varied among the six refugee groups, with ten percent of refugees from Africa reporting no medical coverage at any point in the past 12 months prior to the survey, and over half (52 percent) of the refugees from Latin America reporting no medical coverage during the same period of time. In the 2013 survey, the proportion of refugees without coverage was 24 to 32 percent for those who had arrived between 2007 and 2009.


**Table II-20 – Source of Medical Coverage by Selected Refugee Groups and Year of Survey**

| YEAR OF SURVEY                                      | AFRICA | EASTERN EUROPE | LATIN AMERICA | MIDDLE EAST | SOUTH/SOUTH-EAST ASIA | FORMER SO-VIET UNION | ALL   |
|---|--------|----------------|---------------|-------------|-----------------------|----------------------|-------|
| <b>No Medical Coverage in any of past 12 months</b> |        |                |               |             |                       |                      |       |
| 2013 Survey   | 14.8%  | n/a*           | 51.8%         | 12.7%       | 17.5%                 | n/a*                 | 20.2% |
| 2012 Survey   | 10.4   | n/a            | 67.8          | 15.2        | 10.3                  | 10.3                 | 22.1  |
| 2011 Survey   | 29.2   | n/a            | 75.5          | 17.0        | 19.7                  | 18.9                 | 32.9  |
| 2010 Survey   | 24.4   | n/a            | 55.5          | 11.1        | 32.2                  | 22.0                 | 29.8  |
| 2009 Survey   | 12.2   | n/a            | 50.6          | 5.7         | 6.9                   | 28.3                 | 19.2  |
| 2008 Survey   | 13.0   | n/a            | 44.1          | 21.7        | 21.2                  | 19.0                 | 22.9  |
| <b>Medical Coverage Through Employer</b>            |        |                |               |             |                       |                      |       |
| 2013 Survey   | 4.5    | n/a            | 9.9           | 6.2         | 15.4                  | n/a                  | 10.7  |
| 2012 Survey   | 7.5    | n/a            | 8.3           | 4.9         | 10.0                  | 31.8                 | 9.2   |
| 2011 Survey   | 6.4    | n/a            | 4.8           | 4.0         | 13.7                  | 14.3                 | 8.3   |
| 2010 Survey   | 15.2   | n/a            | 8.2           | 5.1         | 9.3                   | 20.8                 | 10.3  |
| 2009 Survey   | 11.3   | n/a            | 14.0          | 2.5         | 4.9                   | 18.1                 | 9.2   |
| 2008 Survey   | 21.8   | n/a            | 21.5          | 16.6        | 12.2                  | 21.0                 | 20.2  |
| <b>Medicaid or RMA</b>                              |        |                |               |             |                       |                      |       |
| 2013 Survey   | 75.0   | n/a            | 23.6          | 73.1        | 49.6                  | n/a                  | 56.0  |
| 2012 Survey   | 76.6   | n/a            | 20.7          | 70.4        | 69.7                  | 51.0                 | 60.5  |
| 2011 Survey   | 51.1   | n/a            | 15.2          | 70.1        | 59.2                  | 23.4                 | 48.4  |
| 2010 Survey   | 53.0   | n/a            | 26.2          | 73.2        | 46.6                  | 40.5                 | 48.6  |
| 2009 Survey   | 54.4   | n/a            | 24.5          | 82.7        | 72.4                  | 45.1                 | 57.7  |
| 2008 Survey   | 50.9   | n/a            | 22.6          | 60.9        | 52.6                  | 43.3                 | 44.2  |

**Note:** As of December 2013, December 2012, December 2011, December 2010, December 2009, and December 2008. Not seasonally adjusted. Estimates are based on data from refugees 16 or older in the five-year population consisting of Amerasians, Entrants, and Refugees of all nationalities who were interviewed as a part of the 2013, 2012, 2011, 2010, 2009, and 2008 surveys.

\* The number of cases is too small to generate valid estimates.

The 2013 survey revealed that only 11 percent of refugee households had obtained medical coverage through an employer, a dramatic drop from the rate found in the 2008 survey (20 percent), but up slightly from 2012 (9 percent) (Table II-13). Refugees in the 2013 survey from South and Southeast Asia were the most likely to have medical coverage through employment (15 percent). All the other refugee groups fared worse, with only 10 percent or less (Table II-12, Table II-13).

While the EPRs for the various groups varied from 39 percent (the Middle East) to 77 percent (Latin America) (Table II-4), the percentage of refugees receiving health coverage through an employer did not vary as much. Although refugees from Latin America had the highest EPR (77 percent), only ten percent of them received insurance coverage through their employers in the 2013 survey (Table II-12). This suggests that although refugees from Latin America were employed, they most likely were not eligible for or had not been extended medical benefits through their employers. Not surprisingly, given the dramatic decline in employment-related coverage over the past few years (a 9-point drop from 20 percent in the 2008 survey to 11 percent in the 2013 survey), medical coverage through Medicaid or Refugee Medical Assistance (RMA) increased 16 points from 44 percent



in the 2008 survey to 60 percent in the 2012 survey and then declined slightly to 56.0 percent in the 2013 survey. The percentages of medical coverage through Medicaid or RMA fell into two groups with a big gap, a “high” group of 73 to 75 percent and a “low” group of 24 to 50 percent, among the refugee groups.

Medicaid or RMA coverage in the 2013 survey was higher for refugees from the Africa (75 percent) and the Middle East (73 percent) and lower for those from South and Southeast Asia (50 percent) and Latin America (24 percent).

In general, medical coverage through government aid programs declines with time in the U.S. This is illustrated by the 2013 survey (Table II-12), where the rate of coverage through Medicaid or RMA decreased from 90 percent for 2013 arrivals to 43 percent for 2008 arrivals (a 47-point drop). However, medical coverage through employment does not increase at the same rate over time in the U.S. For example, in the 2013 survey, the rate of coverage through employers rounded to zero percent for 2013 arrivals and was 20 percent for 2008 arrivals (a 20-point increase) (Table II-12).

As a result, earlier arrivals have much lower overall rates of medical coverage. None of the most recent (2013) arrivals reported that they had no coverage of any type during the past year, due to their eligibility for the Medicaid and RMA programs that cover almost all refugees during the early months after arrival. Eligibility for needs-based medical programs is not available for long, however, and the proportion of individuals not covered quickly rises as refugees exhaust their eligibility and begin employment, often without medical benefits.

### Refugee Public Assistance Utilization

As in previous years, public assistance utilization varied considerably among refugee groups. Table II-21 presents public assistance utilization data on the households of the four refugee groups formed from the 2013 survey respondents.

Cash assistance participation rates ranged from a low of two percent for refugees from Latin America to a high of 17 percent for those from Africa (Table II-21).

Use of non-cash assistance was generally higher than cash assistance. This is probably because Medicaid, the Supplemental Nutrition Assistance Program (SNAP), and housing assistance programs, though available to cash assistance households, also are available more broadly to households without children. SNAP utilization was lowest among Latin Americans (37 percent) but much higher for the other groups, reaching 89 to 91 percent among the refugees from Africa and the Middle East.

**Table II-21: Public Assistance Utilization by Selected Refugee Groups**

| TYPE OF PUBLIC ASSISTANCE     | AFRICA | EASTERN EUROPE | LATIN AMERICA | MIDDLE EAST | SOUTH/SOUTHEAST ASIA | FORMER SOVIET UNION | ALL   |
|-------------------------------|--------|----------------|---------------|-------------|----------------------|---------------------|-------|
| Cash Assistance               |        |                |               |             |                      |                     |       |
| Any Type of Cash Assistance   | 61.9%  | n/a*           | 8.1%          | 68.3%       | 42.7%                | n/a*                | 47.1% |
| TANF                          | 37.3   | n/a            | 2.9           | 36.7        | 8.7                  | n/a                 | 19.0  |
| Refugee Cash Assistance (RCA) | 17.0   | n/a            | 2.4           | 10.9        | 8.7                  | n/a                 | 9.1   |



| TYPE OF PUBLIC ASSISTANCE          | AFRICA | EASTERN EUROPE | LATIN AMERICA | MIDDLE EAST | SOUTH/SOUTHEAST ASIA | FORMER SOVIET UNION | ALL  |
|------------------------------------|--------|----------------|---------------|-------------|----------------------|---------------------|------|
| Supplemental Security Income (SSI) | 10.8   | n/a            | 3.8           | 32.1        | 22.7                 | n/a                 | 21.1 |
| General Assistance (GA)            | 11.0   | n/a            | 1.1           | 17.3        | 11.7                 | n/a                 | 12.4 |
| Non-cash Assistance                |        |                |               |             |                      |                     |      |
| Medicaid or RMA                    | 75.0   | n/a            | 23.6          | 73.1        | 49.6                 | n/a                 | 56.0 |
| SNAP                               | 88.9   | n/a            | 36.7          | 91.4        | 72.9                 | n/a                 | 74.2 |
| Public Housing                     | 30.5   | n/a            | 3.5           | 18.7        | 32.3                 | n/a                 | 22.8 |

**Note:** Data refer to refugee households in the five-year population consisting of Amerasians, Entrants, and Refugees of all nationalities who arrived in the U.S. during the period from March 1, 2008 to February 28, 2013. Medicaid and RMA data refer to refugees 16 years or older. All other data refer to refugee households and not individuals. Many households receive more than one type of assistance. \*The number of cases is too small to generate valid estimates.

Public Assistance Utilization in 2013 (Table II-22), noted a minimal change of 1 to 2 points in all groups from 2012, with the exception of South/Southeast Asian refugees, who showed a 10-point decline in public assistance needs.

In the 2013 survey, 23 percent of refugee households reported that they received housing assistance, almost twice as high as the 2010 survey (12 percent) and unchanged from the 2011 and 2012 surveys (24 percent), but lower than the 2009 survey (32 percent) (Table II-22). Housing assistance varied by refugee group—as low as 4 percent for Latin American refugees and as high as 32 percent for refugees from South/Southeast Asia in the 2013 survey. In the same period, other refugee groups averaged use of housing assistance between 19 and 31 percent. South/Southeast Asian refugee households had the highest public housing utilization rates in the 2011 survey (66 percent), and Middle Eastern refugees had the highest utilization rate in the 2008 survey.

**Table II-22: Public Assistance Utilization by Selected Refugee Groups by Year of Survey**

| YEAR SURVEY ADMINISTERED           | AFRICA | EASTERN EUROPE | LATIN AMERICA | MIDDLE EAST | SOUTH/SOUTHEAST ASIA | FORMER SOVIET UNION | ALL   |
|------------------------------------|--------|----------------|---------------|-------------|----------------------|---------------------|-------|
| <b>Any Type of Cash Assistance</b> |        |                |               |             |                      |                     |       |
| 2013 Survey                        | 61.9%  | n/a*           | 8.1%          | 68.3%       | 42.7%                | n/a*                | 47.1% |
| 2012 Survey                        | 59.1   | n/a            | 5.4           | 67.6        | 56.9                 | 53.2                | 46.5  |
| 2011 Survey                        | 55.6   | n/a            | 2.7           | 70.2        | 49.2                 | 30.6                | 37.8  |
| 2010 Survey                        | 22.5   | n/a            | 5.9           | 60.7        | 19.7                 | 34.1                | 26.4  |
| 2009 Survey                        | 37.0   | n/a            | 18.1          | 84.0        | 35.8                 | 24.8                | 38.3  |
| 2008 Survey                        | 30.3   | n/a            | 16.8          | 45.1        | 36.3                 | 29.8                | 28.8  |





| YEAR SURVEY ADMINISTERED | AFRICA | EASTERN EUROPE | LATIN AMERICA | MIDDLE EAST | SOUTH/SOUTHEAST ASIA | FORMER SO-VIET UNION | ALL  |
|--------------------------|--------|----------------|---------------|-------------|----------------------|----------------------|------|
| <b>Medicaid or RMA</b>   |        |                |               |             |                      |                      |      |
| 2013 Survey              | 75.0   | n/a            | 23.6          | 73.1        | 49.6                 | n/a                  | 56.0 |
| 2012 Survey              | 76.6   | n/a            | 20.7          | 70.4        | 69.7                 | 51.0                 | 60.5 |
| 2011 Survey              | 51.1   | n/a            | 15.2          | 70.1        | 59.2                 | 23.4                 | 48.4 |
| 2010 Survey              | 53.0   | n/a            | 26.2          | 73.2        | 46.6                 | 40.5                 | 48.6 |
| 2009 Survey              | 54.4   | n/a            | 24.5          | 82.7        | 72.4                 | 45.1                 | 57.7 |
| 2008 Survey              | 50.9   | n/a            | 22.6          | 60.9        | 52.6                 | 43.3                 | 44.2 |
| <b>SNAP</b>              |        |                |               |             |                      |                      |      |
| 2013 Survey              | 88.9   | n/a            | 36.7          | 91.4        | 72.9                 | n/a                  | 74.2 |
| 2012 Survey              | 91.1   | n/a            | 35.9          | 89.2        | 83.3                 | 81.2                 | 73.3 |
| 2011 Survey              | 82.4   | n/a            | 23.3          | 87.8        | 75.9                 | 71.5                 | 61.0 |
| 2010 Survey              | 68.9   | n/a            | 36.2          | 82.0        | 75.0                 | 71.0                 | 62.6 |
| 2009 Survey              | 76.5   | n/a            | 40.1          | 93.1        | 85.3                 | 64.5                 | 70.2 |
| 2008 Survey              | 56.1   | n/a            | 33.2          | 60.7        | 52.3                 | 59.6                 | 50.4 |
| <b>Public Housing</b>    |        |                |               |             |                      |                      |      |
| 2013 Survey              | 30.5   | n/a            | 3.5           | 18.7        | 32.3                 | n/a                  | 22.8 |
| 2012 Survey              | 12.4   | n/a            | 2.9           | 15.9        | 44.5                 | 27.6                 | 24.0 |
| 2011 Survey              | 15.6   | n/a            | 3.1           | 14.8        | 65.6                 | 19.0                 | 24.2 |
| 2010 Survey              | 32.6   | n/a            | 2.7           | 11.2        | 12.1                 | 16.9                 | 12.0 |
| 2009 Survey              | 31.0   | n/a            | 36.3          | 11.9        | 25.4                 | 63.9                 | 31.6 |
| 2008 Survey              | 38.8   | n/a            | 8.6           | 29.6        | 21.6                 | 21.4                 | 24.4 |

**Note:** Estimates are based on data collected from refugee households of Amerasians, Entrants, and Refugees of all nationalities who were interviewed as a part of the 2013, 2012, 2011, 2010, 2009, and 2008 surveys. Medicaid and RMA data refer to refugees 16 years or older. All other data refer to refugee households and not individuals. Many households received more than one type of assistance.

\* The number of cases is too small to generate valid estimates.

### Employment and Public Assistance Utilization Rates by State

The 2013 survey also reported public assistance utilization and employment rate by state of residence. Table II-23 shows the EPR and utilization rates for various types of public assistance for the ten states with the most refugees, as well as the nation as a whole.



**Table II-23: Employment-to-Population Ratio (EPR) and Public Assistance Utilization for Top Ten States: 2013 Survey**

| PERCENT OF INDIVIDUALS OR HOUSEHOLDS RECEIVING PUBLIC ASSISTANCE |                          |                 |                 |                |                |               |                       |
|--|--------------------------|-----------------|-----------------|----------------|----------------|---------------|-----------------------|
| STATE  | ARRIVALS*<br>INDIVIDUALS | EPR INDIVIDUALS | TANF HOUSEHOLDS | RCA HOUSEHOLDS | SSI HOUSEHOLDS | GA HOUSEHOLDS | TOTAL**<br>HOUSEHOLDS |
| California   | 11.1%                    | 40.3%           | 50.0%           | 5.9%           | 29.0%          | 28.5%         | 81.8%                 |
| Florida  | 10.2                     | 78.1            | 3.9             | 3.3            | 4.6            | 1.3           | 10.4                  |
| Michigan   | 7.5                      | 39.6            | 37.4            | 14.3           | 26.8           | 10.1          | 61.7                  |
| Texas  | 7.4                      | 62.8            | 5.1             | 9.8            | 12.9           | 10.6          | 32.9                  |
| Pennsylvania   | 6.2                      | 49.1            | 16.9            | 3.6            | 36.4           | 5.0           | 44.8                  |
| New York   | 5.1                      | 38.4            | 30.9            | 10.0           | 25.2           | 33.9          | 65.4                  |
| Minnesota  | 4.8                      | 44.0            | 29.4            | 5.0            | 9.3            | 19.2          | 52.8                  |
| Massachusetts  | 4.7                      | 51.5            | 20.3            | 6.5            | 33.7           | 21.3          | 67.2                  |
| Ohio   | 3.9                      | 58.9            | 11.4            | 9.4            | 13.0           | 7.3           | 32.0                  |
| Washington   | 3.7                      | 45.8            | 24.5            | 11.0           | 28.8           | 7.5           | 57.7                  |
| Other States   | 35.4                     | 48.0            | 12.9            | 12.6           | 23.2           | 10.9          | 47.9                  |
| All States   | 100.0                    | 51.0            | 19.0            | 9.1            | 21.1           | 12.4          | 47.1                  |

\* Weighted estimates of refugees or entrants who arrived in the United States during the period from March 1, 2008 to February 28, 2013 based on the survey data; and may be deviant from the actual records.

\*\* The column totals represent percent of individual households who received any combination of AFDC, RCA, SSI and/or GA. Note: As of December 2013. Not seasonally adjusted. Public assistance utilization refers to receipt of public assistance in at least one of the past twelve months. The listed utilization rate for each type of public assistance is in terms of individual households in which one or more persons (including minor children received such aid) in the five-year population residing in that State. **Because some refugees have difficulty distinguishing between GA and TANF, some GA utilization may reflect TANF utilization.** For data on welfare utilization by household, see Table 14. Due to the small number of responding households in each state, except for the top four, estimates about the use of public assistance are subject to a large sampling error.

Table II-23 presents data on the estimated percentage of individual refugees who resided in each of the top ten states in number of refugees before the 2013 survey, their EPR, and the public assistance utilization by households. The EPR was generally high where public assistance utilization was low and vice versa. Specifically, in states with a high refugee employment rate like Florida (78 percent), public assistance utilization among refugee households was low (10 percent); in states with a low refugee employment rate like California (40 percent), Michigan (40 percent), and New York (38 percent), public assistance utilization among refugee households was high (82 percent). However, some states showed a high EPR and a high rate of welfare utilization. Massachusetts had a relatively high EPR (52 percent) and a relatively high welfare utilization rate (67 percent). Minnesota had a low EPR (44 percent) and a low rate of public assistance utilization (53 percent).

California showed the highest proportion of TANF utilization (50 percent), followed by Michigan (37 percent), New York (31 percent), and Minnesota (29 percent). Florida had the lowest TANF utilization rate (4 percent). Michigan (14 percent), followed by Washington (11 percent) and New York (10 percent), showed the highest rate of RCA utilization. Pennsylvania, followed by Massachusetts, showed the highest rate of SSI utilization (36 and 34 percent, respectively). New York, followed by California, had the highest rate of General Assistance (34 and 29 percent, respectively).



## CONCLUSION

In summary, findings from ORR's 2013 survey indicate that refugees continue to face difficulties attaining self-sufficiency following arrival in the United States. The rate of self-sufficiency in 2013 did not improve over the 2012 survey, which was notably lower than the surveys conducted between 2008 and 2011.

The 2013 Survey indicates that while refugee integration continues many refugee groups struggle in the face of barriers for obtaining employment. The 2013 refugee labor force participation rate was a moderate 60 percent, ten points lower than the peak rate recorded in 2000, and the 2013 public assistance utilization rate was relatively high among certain groups such as refugees from Africa and the Middle East. In the 2013 survey, the proportion of refugees who spoke no English at the time of the survey (17 percent in 2013), (18 percent in 2012) was higher than that at the time of the 2011 survey (11 percent). Refugee utilization of cash assistance, Medicaid or Refugee Medical Assistance (RMA and SNAP was higher in the 2013 survey than the 2012 survey).

The average wage of refugees was \$9.79 in 2013, \$0.13 higher than that in 2012. Although the earnings of employed refugees generally rise with length of residence in the U.S., their average wage does remain very low, especially compared to the average wage for the overall U.S. population, which was \$20.33 in December 2013.<sup>6</sup> Also of concern is the decline in employer-related health benefits: in 2008, a quarter of the respondents could claim such coverage. In the 2013 survey, respondents with employer-related health benefits was reduced to 11 percent.

Even with all the barriers and obstacles detailed above, refugees are entering the work force at a fairly high rate and continue to maintain an employment rate that is not dramatically lower than that of the general U.S. population. Though the 2013 refugee employment rate was 51 percent, it still reflected a four-point increase from the 47 percent in 2009.

**TECHNICAL NOTE:** The ORR Annual Survey, with interviews conducted by Avar Consulting, Inc. in the fall of 2013, is the 45th in a series conducted since 1975. Until 1993, the survey was limited to Southeast Asian refugees. A random sample was selected from the ORR Refugee Data File. ORR's contractor contacted the family by a letter in English and a second letter in the refugee's native language. If the person sampled was a child, an adult living in the same household was interviewed. Interviews were conducted by telephone in the refugee's native language. Respondents also were given the option to complete the questionnaire online. 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 beyond the Southeast Asian refugee population to include refugee, Amerasian, and entrant arrivals from all regions of the world. Each year a random sample of new arrivals is identified and interviewed. In addition, refugees who have been included in the previous year's survey—but had not resided in the U.S. for more than five years—are again contacted and interviewed for the new survey. Thus, the survey continuously tracks the progress of a randomly selected sample of refugees over their initial five years in this country. This permits a comparison of refugees arriving in different years, as well as the relative influence of experiential and environmental factors on refugee progress toward self-sufficiency across five years.

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<sup>6</sup> Average hourly earnings of production and nonsupervisory employees on private nonfarm payrolls, seasonally adjusted. Source: U.S. Bureau of Labor Statistics. Retrieved February 21, 2014, from: <http://www.bls.gov/news.release/empsit.t24.htm>.



For the 2013 survey, 2,518 households were contacted and 1,717 households completed the interview. Refugees who had been included in the 2012 survey—but had not resided in the U.S. for more than five years—were again contacted and interviewed along with a new sample of refugees, Amerasians, and entrants who had arrived during the period from March 1, 2012 through February 28, 2013. Of the 1,508 reinterview cases from the 2013 sample, 965 were contacted and interviewed, and 12 were contacted, but refused to be interviewed. The remaining 531 reinterview cases could not be traced in time to be interviewed. Of the 1,010 new sample cases, 752 were contacted and interviewed, three were contacted but refused to cooperate, and the remaining 255 could not be traced in time to be interviewed. The resulting responses were then weighted to adjust for the effect of differential sampling rates and response rates across refugee cohorts and ethnic groups.

The overall response rate of the 2013 Survey was 68 percent.



*Photo: Courtesy of Georkis Ramos Quintana*

### III. IRAQI RESETTLEMENT IN THE UNITED STATES

The U.S. Refugee Admissions Program (USRAP) is an inter-agency effort involving several governmental and non-governmental partners, both overseas and domestically, whose mission is to resettle refugees in the United States. The U.S. Department of State's (DOS) Bureau of Population, Refugees and Migration (PRM) has overall management responsibility for the USRAP and has the lead in proposing admissions numbers and processing priorities. Part of the humanitarian mission of the USRAP is to provide resettlement opportunities to especially vulnerable Iraqi refugees. Since large-scale Iraqi refugee processing was announced in February 2007, the U.S. Department of Homeland Security (DHS) and DOS have worked cooperatively to increase the number of Iraqi refugees admitted to the United States. The number of refugees that have arrived in the US since these efforts began in 2007 is 81,648.

#### ***Economic Adjustment***

In 2013, ORR completed its fifth annual survey of a random sample of Iraqi refugees who arrived in the U.S. between May 1, 2007 and April 30, 2009. The survey collected basic demographic information such as age, education, English language fluency, job training, labor force participation, work experience, and barriers to employment of each adult member of the household of the selected person. The survey also collected information about household income, housing, and public assistance utilization data.

To evaluate the economic progress of this subset of refugees, ORR used several measures of employment effort frequently used by economists. The first group of measures relates to employment status in the week before the survey and includes the employment-to-population ratio (EPR<sup>7</sup>, also referred to as the employment rate), the labor force participation rate (LFP)<sup>8</sup>, and the unemployment rate. In addition, data on work experience over the past year, typical number of hours worked per week, and reasons for not looking for a job are analyzed. Data also are presented in this report on the length of time from arrival in the U.S. to first employment and self-sufficiency.

#### ***Employment Status***

Table III-1 presents the reported EPR over time for Iraqi refugee survey respondents age 16 or older who arrived in the U.S. between May 1, 2007 and April 30, 2009.



Photo: Courtesy of UNHCR

<sup>7</sup> The Employment-to-Population Ratio (EPR), also called the employment rate, is the ratio of the number of individuals age 16 or older who are employed (full- or part-time) to the total number of individuals in the population who are age 16 or older, expressed as a percentage.

<sup>8</sup> The labor force consists of adults age 16 or older looking for work as well as those with jobs. The labor force participation rate is the ratio of the total number of persons in the labor force divided by the total number of persons in the population who are age 16 or older, expressed as a percentage.





**TABLE III-1: Employment Status of the Iraqi Refugee Panel and U.S. Population by Survey Year and Gender (Age 16 and Older)**

| SURVEY YEAR | EMPLOYMENT RATE (EPR) |       |        | LABOR FORCE PARTICIPATION RATE |       |         | UNEMPLOYMENT RATE |       |        |
|-------------|-----------------------|-------|--------|--------------------------------|-------|---------|-------------------|-------|--------|
|             | ALL                   | MALE  | FEMALE | ALL                            | MALE  | FE-MALE | ALL               | MALE  | FEMALE |
| 2013        |                       |       |        |                                |       |         |                   |       |        |
| Iraqi Panel | 41.3%                 | 55.3% | 29.0%  | 53.6%                          | 71.2% | 38.1%   | 22.9%             | 22.3% | 23.8%  |
| U.S. Rate   | 58.5                  | 64.1  | 53.3   | 62.6                           | 68.8  | 56.7    | 6.5               | 6.8   | 6.1    |
| 2012        |                       |       |        |                                |       |         |                   |       |        |
| Iraqi Panel | 39.1                  | 55.1  | 25.1   | 50.5                           | 69.4  | 34.1    | 22.6              | 20.6  | 26.3   |
| U.S. Rate   | 58.5                  | 64.2  | 53.3   | 63.4                           | 69.7  | 57.5    | 7.6               | 7.9   | 7.3    |
| 2011        |                       |       |        |                                |       |         |                   |       |        |
| Iraqi Panel | 35.9                  | 50.5  | 23.1   | 52.3                           | 67.5  | 38.8    | 32.5              | 26.7  | 41.2   |
| U.S. Rate   | 58.5                  | 64.1  | 53.2   | 63.8                           | 70.2  | 57.7    | 8.3               | 8.8   | 7.7    |
| 2010        |                       |       |        |                                |       |         |                   |       |        |
| Iraqi Panel | 31.1                  | 43.8  | 19.7   | 54.4                           | 68.1  | 42.2    | 42.8              | 35.7  | 53.2   |
| U.S. Rate   | 58.3                  | 63.3  | 53.5   | 64.1                           | 70.4  | 58.2    | 9.1               | 10.2  | 8.0    |
| 2009        |                       |       |        |                                |       |         |                   |       |        |
| Iraqi Panel | 29.8                  | 42.3  | 18.8   | 55.7                           | 70.9  | 42.2    | 46.4              | 40.2  | 55.4   |
| U.S. Rate   | 59.3                  | 64.5  | 54.4   | 65.4                           | 72.0  | 59.2    | 9.3               | 10.3  | 8.1    |

Note: As of December 2013, December 2012, December 2011, December 2010, and December 2009. Not seasonally adjusted. Data refer to Iraqi refugees age 16 or older who arrived in the U.S. during the period from May 1, 2007 through April 30, 2009. The U.S. employment rates are from the U.S. Department of Labor, Bureau of Labor Statistics.

The survey found that the overall EPR for the 2007 to 2009 Iraqi refugee group in the 2013 survey<sup>9</sup> was 41 percent (55 percent for males and 29 percent for females), a steady increase in the overall rate from 39 percent in the 2012 survey, 36 percent in the 2011 survey, 31 percent in the 2010 survey, and 30 percent in the 2009 survey.

As a point of further reference, the EPR for the general U.S. population was 58.5 percent in 2013, about 17 percentage points higher than that of the 2007 to 2009 Iraqi refugee group (41.3 percent). The U.S. male population EPR was nine percentage points higher than the rate for Iraqi males who arrived in the U.S. in 2007 to 2009 (64 percent versus 55 percent), while the rate for the Iraqi females who arrived in the U.S. in 2007 to 2009 was 24 points higher for all U.S. women (53 percent versus 29 percent). The difference between the male and female EPRs among the same group of Iraqi refugees (26 percentage points) also was much larger than the gap between male and female EPRs in the general U.S. population (11 points).

<sup>9</sup> All the 2012 survey estimates presented in this section are based on a panel of 211 Iraqi refugee households (943 individuals) interviewed in the 2013 survey, who were part of a sample of 432 Iraqi refugee households who arrived in the U.S. during the period from May 1, 2007 through April 30, 2009 and were selected from the ORR Refugee Arrivals Data System (see Iraqi Panel Technical Note). The discussion of the economic adjustment of this panel is therefore based on a small number of respondents and may not be accurately generalized to the whole population of Iraqi refugees (even after statistical adjustment to account for selection bias and non-responses).



This table also contains data on the LFP for the 2007 to 2009 Iraqi refugees age 16 or older. This rate is closely related to the employment rate, except that it includes individuals looking for work as well as those currently employed. In December 2013, the overall labor force participation rate for the 2007 to 2009 Iraqi refugee group was about 53.6 percent, 12 percentage points higher than their employment rate (41.3 percent). This difference between EPR and LFP indicates that at the time of the survey, a substantial portion of the 2007 to 2009 Iraqi arrivals were not working but were looking for work. This overall LFP rate was about nine percentage points lower than the LFP for the general U.S. population (62.6 percent).

The overall unemployment rate for the 2007 to 2009 Iraqi refugee group was 22.9 percent in the 2013 survey, about four times higher than that of the general U.S. population (6.5 percent) in 2013, but a steady decrease from the previous survey years among the same group of Iraqi refugees (from 33 percent in the 2011 survey, 43 percent in the 2010 survey, and 46 percent in the 2009 survey). In addition, compared to previous survey years, there was a much smaller gender difference in the unemployment rate within the 2007 to 2009 Iraqi refugees.

Table III-2 further demonstrates the gender gap in 2007 to 2009 Iraqi refugee groups across the four employment measures of EPR LFP, employment at any point since arrival and unemployment rate.

**TABLE III-2 — Employment Status of the Iraqi Refugee Panel by Gender: 2013 Survey**

| EMPLOYMENT MEASURE                    | MALE  | FEMALE | ALL   |
|---------------------------------------|-------|--------|-------|
| Employment Rate (EPR)                 | 55.3% | 29.0%  | 41.3% |
| Employment at any point since arrival | 69.6  | 43.8   | 55.8  |
| Labor Force Participation Rate        | 71.2  | 38.1   | 53.6  |
| Unemployment Rate                     | 22.3  | 23.8   | 22.9  |

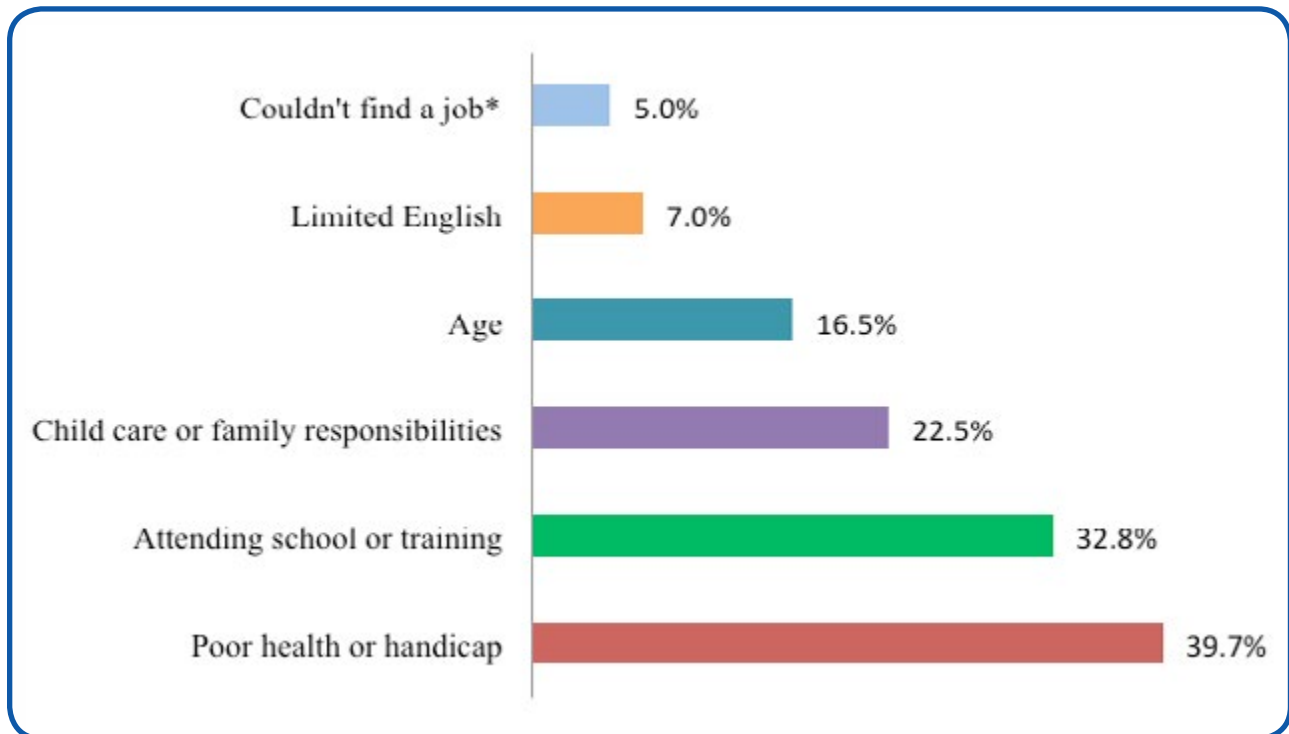
**Note:** As of December 2013. Not seasonally adjusted. Data refer to Iraqi refugees age 16 or older who arrived in the U.S. during the period from May 1, 2007 through April 30, 2009.

While approximately two-thirds (70 percent) of the 2007 to 2009 Iraqi refugee males in the 2013 survey had worked at any point since arrival in the U.S., only over two-fifths (44 percent) of the 2007 to 2009 Iraqi refugee females had done so.

### **Reasons for Not Looking for Work**

The 2013 survey also asked the unemployed refugees of the 2007 to 2009 Iraqi panel who were age 16 or older and were not looking for employment during the last four weeks before the survey why they were not looking for work (Chart III-1)

**Chart III-1: Reason not Looking for Work for the Iraqi Refugee Panel Age 16 or Older**



*Note: Limited to Iraqi refugees who arrived in the U.S. during the period from May 1, 2007 to April 30, 2009 and who did not work in the week prior to the survey and were not looking for work in the month prior to the survey. There was an additional "Other" category, but the results rounded to zero. Since one respondent can provide more than one reason for not looking for a job, the total percentage points may sum to more than 100.*

\* "Couldn't find job" represents response categories "Believes no work available" and "Couldn't find a job."

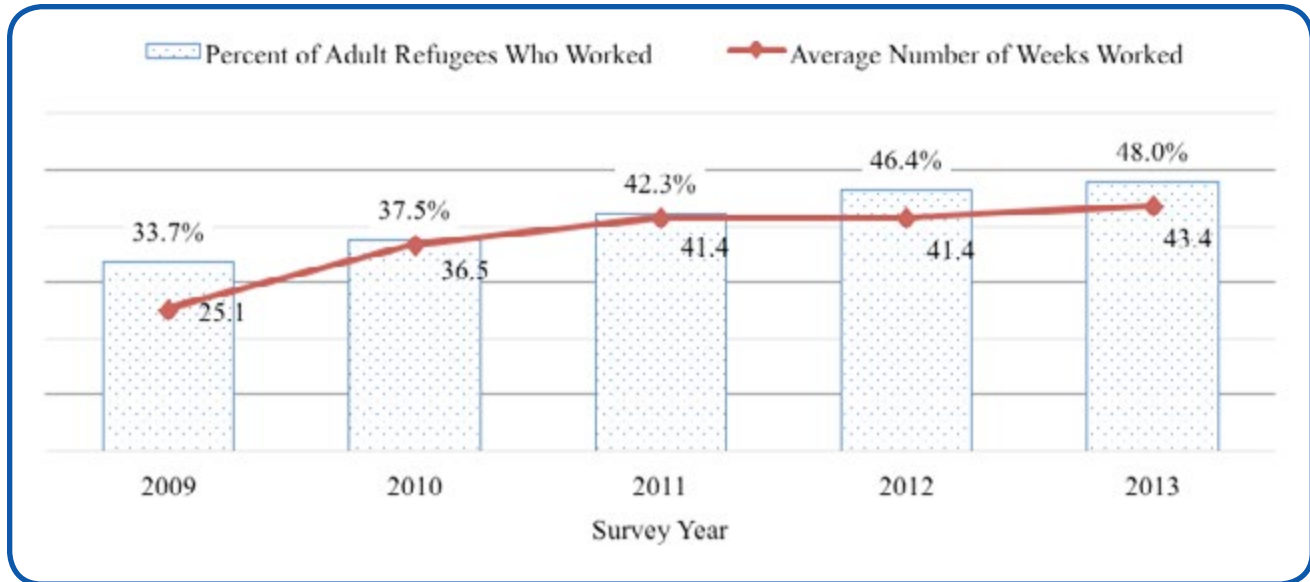
Poor health or a handicap accounted for the largest proportion (40 percent), followed by attending school or training (33 percent), child care or family responsibilities (23 percent), and age (17 percent). "Limited English" and "couldn't find a job" accounted for the remaining 12 percent respectively.

### **Work Experience in the Previous Year**

A gauge of economic adjustment that shows a longer time frame than employment status (which only relates to employment during the week prior to the survey) is work experience, which measures not only the number of weeks worked in the past year but the usual number of hours worked in a week. As with employment status, the proportion of the 2007 to 2009 Iraqi refugees with some work experience in the past four years tends to increase with length of time in the U.S. (Chart III-2).



**Chart III-2: Percentage of Iraqi Refugees who Worked in the Year Prior to the Survey and Average Number of Weeks Worked by Survey Year**



*Note: Data refer to Iraqi refugees age 16 or older who arrived in the U.S. during the period from May 1, 2007 to April 30, 2009.*

Table III-3 shows that the work experience of the 2007 to 2009 adult Iraqi refugee group improved steadily over the past five years.

**Table III-3: Work Experience of the Iraqi Refugee Panel by Survey Year (16 years and older)**

|                             | 2013 SURVEY | 2012 SURVEY | 2011 SURVEY | 2010 SURVEY | 2009 SURVEY |
|-----------------------------|-------------|-------------|-------------|-------------|-------------|
| <b>Worked last year*</b>    | 48.0%       | 46.4%       | 42.3%       | 37.5%       | 33.7%       |
| <b>Worked 50-52 weeks</b>   | 32.3%       | 28.9%       | 28.0%       | 17.8%       | 6.9%        |
| <b>Worked full-time**</b>   | 43.9%       | 40.5%       | 41.1%       | 35.2%       | 33.1%       |
| <b>Average weeks worked</b> | 43.4        | 41.4        | 41.4        | 36.5        | 25.1        |

*Note: As of December 2013, December 2012, December 2011, December 2010, and December 2009. Data refer to Iraqi refugees age 16 or older who arrived in the U.S. during the period from May 1, 2007 through April 30, 2009.*

*\*Refugees who worked in the year prior to the survey.*

*\*\* Worked 35 hours or more per week among refugees who worked in the year prior to the survey.*

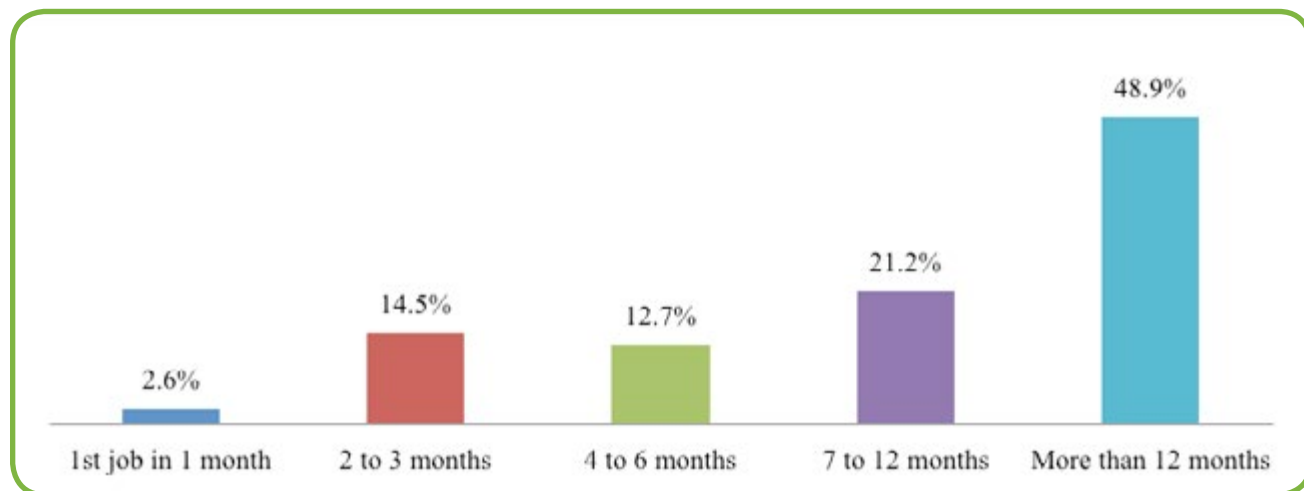
Specifically, 48 percent of the 2007 to 2009 Iraqi refugee group had worked at some point in the year prior to the 2013 survey. This represents an increase of about 14 percentage points since 2009 (34 percent). Nearly one-third (32 percent) of the 2007 to 2009 adult Iraqi refugee group in the 2013 survey claimed to have worked 50 to 52 weeks during the previous year. This is a 25-point boost from seven percent in the 2009 survey. The average number of weeks the 2007 to 2009 Iraqi refugee group worked was 43 weeks in the 2013 survey, an increase of two weeks over the 2011 survey, but an increase of 18 weeks from an average of 25 weeks in the 2009 survey.



### **Elapsed Time to First Job**

As shown in Chart III-3, the 2013 survey indicates that of those who have worked at all since coming to the U.S., approximately one-third (30 percent) found jobs within 6 months of arrival, while 21.2 percent took seven to 12 months, and another 48.9 percent took more than one year<sup>10</sup>.

**Chart III-3: Elapsed Time to First Job for the Iraqi Refugee Panel Who Have Ever Worked**



### **Factors Affecting Employment**

As indicated in Table III-4 below, among the 2007 to 2009 adult Iraqi refugees, the average number of years of education before coming to the U.S. was 11 years.

**TABLE III-4: Education and English Proficiency Characteristics of the Iraqi Refugee Panel: 2013 Survey**

| EDUCATION AND LANGUAGE PROFICIENCY           |       |
|--|-------|
| Average Years of Education Before U.S. Entry | 11.1  |
| HIGHEST DEGREE/CERTIFICATE BEFORE U.S. ENTRY |       |
| None   | 11.1% |
| Primary School                               | 25.9  |
| Training in refugee camp                     | 0.8   |
| Technical School                             | 10.6  |
| Secondary School (or High School)            | 20.6  |
| University Degree (Other than Medical)       | 19.9  |
| Medical Degree                               | 2.1   |
| Other  | 0.1   |

<sup>10</sup> Self-reported data subject to recall errors over time.





|  |      |
|--|------|
| <b>ATTENDED SCHOOL/UNIVERSITY (WITHIN PAST 12 MONTHS)</b>                                | 31.2 |
| <b>ATTENDANCE AT SCHOOL OR UNIVERSITY (WITHIN PAST 12 MONTHS) FOR DEGREE/CERTIFICATE</b> | 31.1 |
| High School certificate or equivalency   | 10.1 |
| Associate Degree   | 9.3  |
| Bachelor's Degree  | 8.3  |
| Master's or Doctorate Degree   | 1.2  |
| Professional Degree  | 1.5  |
| Other  | 0.2  |
| <b>DEGREE RECEIVED</b>   | 3.6  |
| <b>ENGLISH PROFICIENCY AT TIME OF ARRIVAL</b>  |      |
| Percent Speaking no English  | 31.3 |
| Percent Not Speaking English Well  | 33.7 |
| Percent Speaking English Well or Very Well   | 25.6 |
| <b>ENGLISH PROFICIENCY AT TIME OF SURVEY</b>   |      |
| Percent Speaking no English  | 6.3  |
| Percent Not Speaking English Well  | 16.3 |
| Percent Speaking English Well or Very Well   | 76.7 |

*Note: Data refer to Iraqi refugees age 16 or older who arrived in the U.S. during the period from May 1, 2007 to April 30, 2009. These figures refer to self-reported characteristics of refugees. Professional degree refers to a law degree or medical degree.*

A large majority (89 percent) of them had received some form of education prior to arrival in the U.S.<sup>11</sup> The largest proportion (26 percent) indicated that they had completed primary school, and 21 percent indicated having completed a secondary school education or obtained a high school diploma. One-fifth (20 percent) reported receiving a degree from a non-medical university and 11 percent had completed a course of study at a technical school. The smallest percentages were of groups who reported that they had completed a medical degree (two percent), had undergone training in a refugee camp (one percent), or had received some other form of education (one percent). Over one-tenth (11 percent) of the 2007 to 2009 Iraqi refugee group who were surveyed in 2013 had not completed primary school before coming to the U.S.

The 2013 survey reveals that 31 percent of the 2007 to 2009 Iraqi refugees were not able to speak English at all when they arrived in the U.S., however this was reduced to six percent by the time of the survey interview. In the meantime, the proportion of those who could only speak some English (not well) also decreased by 17 percentage points from 33.7 percent at the time of arrival in the U.S. to 16.3 percent by the time they were surveyed in

<sup>11</sup> These statistics on level of education completed before arrival in the U.S. should be interpreted with caution because of differences between the educational systems of Iraq and the U.S.



2013. The proportion of those who could speak English well or very well increased by 51 percentage points from 26 percent upon arrival in the U.S. to 77 percent by the time of the 2013 survey<sup>12</sup>

**Table III-5 – Iraqi Refugees’ English Proficiency and Associated EPR by Survey Year**

| YEAR OF SURVEY     | PERCENT SPEAKING NO ENGLISH (EPR) |         | PERCENT NOT SPEAKING ENGLISH WELL (EPR) |         | PERCENT SPEAKING ENGLISH WELL OR VERY WELL (EPR) |         |
|--------------------|-----------------------------------|---------|---|---------|--|---------|
|                    |                                   |         |   |         |  |         |
| AT TIME OF ARRIVAL |                                   |         |   |         |  |         |
| 2013 Survey        | 31.3%                             | (30.7%) | 33.7%                                   | (43.4%) | 25.6%  | (55.4%) |
| 2012 Survey        | 32.1                              | (27.6)  | 34.4                                    | (40.5)  | 25.4   | (56.9)  |
| 2011 Survey        | 32.8                              | (27.5)  | 33.5                                    | (36.0)  | 24.2   | (53.6)  |
| 2010 Survey        | 34.0                              | (20.7)  | 35.8                                    | (32.1)  | 26.0   | (44.6)  |
| 2009 Survey        | 34.6                              | (20.2)  | 35.6                                    | (25.2)  | 29.3   | (47.3)  |
|                    |                                   |         |   |         |  |         |
|                    |                                   |         |   |         |  |         |
| AT TIME OF SURVEY  |                                   |         |   |         |  |         |
| 2013 Survey        | 6.3%                              | (8.1%)  | 16.3%                                   | (19.3%) | 76.7%  | (48.8%) |
| 2012 Survey        | 8.1                               | (3.9)   | 19.1                                    | (23.2)  | 72.8   | (47.1)  |
| 2011 Survey        | 9.3                               | (7.1)   | 23.3                                    | (27.9)  | 67.1   | (42.8)  |
| 2010 Survey        | 9.8                               | (6.4)   | 31.9                                    | (25.4)  | 57.4   | (38.9)  |
| 2009 Survey        | 12.3                              | (15.4)  | 31.3                                    | (22.0)  | 56.4   | (37.4)  |

**Note:** As of December 2013, December 2012, December 2011, December 2010, and December 2009. Not seasonally adjusted. Data refer to Iraqi refugees age 16 or older who arrived in the U.S. during the period from May 1, 2007 through April 30, 2009. These figures refer to self-reported characteristics of refugees.

Historically, most refugees improve their English language proficiency over time, and those who do not are the least likely to be employed. The survey found that Iraqi respondents who spoke no English continued to lag behind those who could speak some English on measures of economic self-sufficiency and the employment gap between them grew somewhat over time. For example, the 2013 survey shows that the EPR of the 2007–2009 Iraqi refugees who spoke no English at the time of arrival was 30.7 percent compared with 55.4 percent among those who spoke some English but did not speak it well (a gap of 25 points). By the time of the 2013 survey interview, the gap increased to 41 points between those who spoke no English (8.1 percent EPR) and those who thought that they could speak English well or very well (48.8 percent EPR) .

In light of the importance of English for self-sufficiency, during the 12 months prior to the 2013 survey, 18 percent of the 2007 to 2009 adult Iraqi refugees attended English language training (ELT) outside of high school.

<sup>12</sup> These proportions were based on self-reported data by the Iraqi refugees or members of their households and might overstate English proficiency among the 2007–2009 Iraqi refugee group. What appears to be “fluent” English to someone with a different native language might not be as fluent to a native English speaker.


**TABLE III-6: Iraqi Refugee Panel Educational Services Utilization by Survey Year**

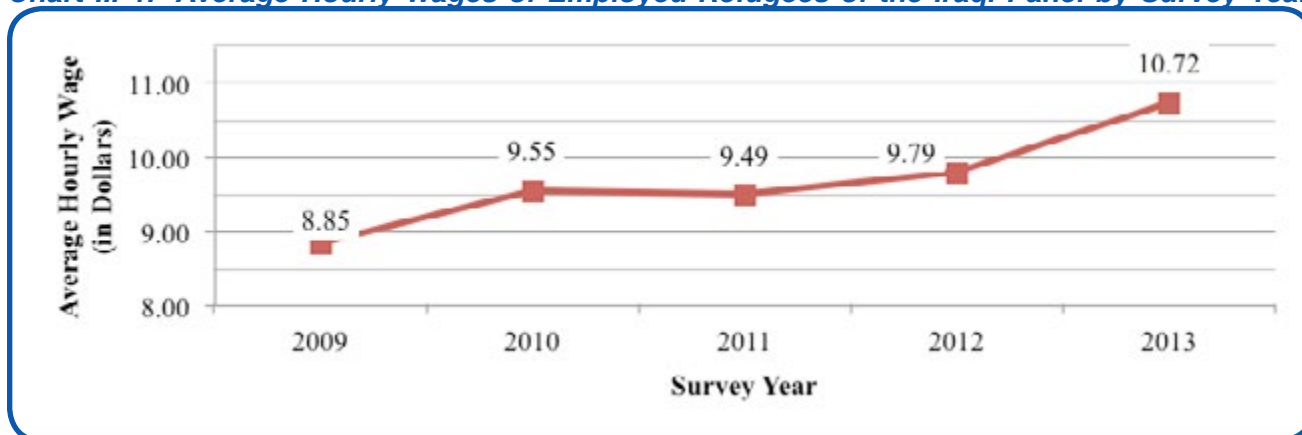
| TYPE OF SERVICE UTILIZATION                          | 2013 SURVEY | 2012 SURVEY | 2011 SURVEY | 2010 SURVEY | 2009 SURVEY |
|--|-------------|-------------|-------------|-------------|-------------|
| ELT in High School Within the Past 12 Months         | 6.9%        | 7.2%        | 13.4%       | 10.6%       | 10.6%       |
| ELT Outside of High School Within the Past 12 Months | 17.9        | 21.6        | 30.9        | 35.9        | 46.2        |
| Job Training Within the Past 12 Months               | 2.4         | 1.6         | 3.8         | 2.1         | 1.0         |
| Currently Attending ELT in High School               | 6.9         | 7.2         | 13.4        | 10.6        | 10.6        |
| Currently Attending ELT Outside of High School       | 7.5         | 10.0        | 16.7        | 20.9        | 26.5        |

*Note:* Data refer to Iraqi refugees age 16 or older who arrived in the U.S. during the period from May 1, 2007 through April 30, 2009. In order that English language training (ELT) not to be confused with English high school instruction, statistics for both populations are given.

However, this rate was lower than the rates of 31 to 46 percent in the 2009 to 2011 surveys, and slightly lower than the 2012 rate of 22 percent. Since the majority (77 percent) of the 2007 to 2009 Iraqi refugee group reported that they could speak English well or very well by the time of 2013 survey (Table III-5), there seemed to be less need for the incoming 2007 to 2009 Iraqi refugees to learn English in or outside high school or through job training after staying in the U.S. for three to five years

#### **Earnings and Utilization of Public Assistance**

As shown in Chart III-4, the average hourly wage for the employed 2007 to 2009 Iraqi refugees increased over time, most noticeably within the last year.

**Chart III-4: Average Hourly Wages of Employed Refugees of the Iraqi Panel by Survey Year**


**Note:** Data refer to Iraqi refugees age 16 or older who arrived in the U.S. during the period from May 1, 2007 to April 30, 2009.



The average hourly wage for this group increased \$1.87 from \$8.85 in the 2009 survey to \$10.72 in the 2013 survey.

Table III-7 details the economic self-sufficiency of the 2007 to 2009 Iraqi refugees by survey year.

**TABLE III-7 —Iraqi Refugees' Hourly Wages, Home Ownership, and Public Assistance Utilization by Survey Year\***

| SURVEY YEAR | HOURLY WAGES OF EMPLOYED -CURRENT JOB | OWN HOME OR APARTMENT | RENT HOME OR APARTMENT | PUBLIC ASSISTANCE ONLY | BOTH PUBLIC ASSISTANCE AND EARNINGS | EARNINGS ONLY |
|-------------|---------------------------------------|-----------------------|------------------------|------------------------|-------------------------------------|---------------|
| 2013 Survey | \$10.72                               | 14.9%                 | 81.1%                  | 16.6%                  | 38.0%                               | 40.6%         |
| 2012 Survey | 9.79                                  | 7.4                   | 92.2                   | 15.6                   | 41.9                                | 40.6          |
| 2011 Survey | 9.49                                  | 5.2                   | 93.1                   | 14.9                   | 42.2                                | 41.2          |
| 2010 Survey | 9.55                                  | 2.3                   | 97.0                   | 18.8                   | 36.6                                | 37.9          |
| 2009 Survey | 8.85                                  | 0.9                   | 98.0                   | 31.0                   | 55.1                                | 12.5          |

**Note:** As of December 2013, December 2012, December 2011, December 2010, and December 2009. Earnings estimates are not adjusted for inflation. Wage estimates are based on data from Iraqi refugees age 16 or older who arrived in the U.S. during the period from May 1, 2007 through April 30, 2009 and were interviewed as a part of the 2013, 2012, 2011, 2010, and 2009 surveys. All other estimates are based on household level data. Row percentages do not add up to 100 percent because data are not from the same variable.

Table III-7 reveals that economic self-sufficiency of the 2007 to 2009 Iraqi refugees seemed to increase with the length of residence in the U.S.

Although 81 percent of the 2007 to 2009 Iraqi refugee households resided in a rented home or apartment as reported in the 2013 survey, the proportion of Iraqi refugee households in this group who reported home ownership appeared to increase with length of residence in the U.S., from one percent in the 2009 survey to 15 percent in the 2013 survey.

This table also shows that economic self-sufficiency among the 2007 to 2009 Iraqi refugees improved during the first three survey years, but then became stagnant from 2011 to 2013. Approximately two fifths (41 percent) of the 2007 to 2009 Iraqi refugee households in the 2013 survey had achieved economic self-sufficiency, relying only on earnings for their needs, higher than 38 percent in the 2010 survey and 13 percent in the 2009 survey, but same as that in the 2011 and 2012 surveys (41 percent). Complete reliance on public assistance fell from 31 percent in 2009 to 15 percent in 2011, but then increased to 17 percent in the 2013 survey. Utilization of a mixture of public assistance and increased to 42 percent in both 2011 and 2012 (both 42 percent) and then fell slightly to 38 percent in 2013. Earnings dropped from 55 percent in the 2009 survey to 37 percent in the 2010 survey.

Table III-8 presents several household characteristics by type of income.


**Table III-8: Characteristics of Iraqi Households by Type of Income: 2013 Survey**

| REFUGEE HOUSEHOLDS WITH:                                   |                             |  |                  |              |
|--|-----------------------------|--|------------------|--------------|
| HOUSEHOLD CHARACTERIS-<br>TICS                             | PUBLIC ASSIS-<br>TANCE ONLY | BOTH PUBLIC ASSIS-<br>TANCE AND EARNINGS | EARNINGS<br>ONLY | TOTAL SAMPLE |
| <b>Average Household Size</b>                              | 4.17                        | 4.90                                     | 4.29             | 4.45         |
| <b>Average Number of Wage<br/>Earners per Household*</b>   | 0.00                        | 1.45                                     | 1.34             | 1.09         |
| <b>Percent of households<br/>with at least one member:</b> |                             |  |                  |              |
| <b>Under the Age of 6</b>                                  | 39.2%                       | 19.9%                                    | 31.7%            | 29.8%        |
| <b>Under the Age of 16</b>                                 | 63.7                        | 67.4                                     | 74.4             | 70.0         |
| <b>Fluent English Speaker **</b>                           | 29.3                        | 53.6                                     | 65.4             | 52.6         |

\* Data refer to refugee households of Iraqi refugees who arrived in the U.S. between May 1, 2007 and April 30, 2009. Iraqi refugee households with neither earnings nor assistance are excluded.

\*\*Speaking English very well at the time of the survey.

The 2007 to 2009 Iraqi refugee households in the 2013 survey sustained only by public assistance average about four members with no wage earners. The 2007 to 2009 Iraqi refugee households that had a mix of public assistance and earnings income in 2013 averaged five household members and one wage earner. The 2007 to 2009 Iraqi refugee households that were independent of public assistance averaged four members with one wage earner in 2013. Households dependent on public assistance (relying on public assistance only) tended to have higher percentages of children under the age of six (39 percent) than those relying on both public assistance and earnings (20 percent) and those independent of public assistance (32 percent). Again, English proficiency is a more important factor affecting economic self-efficiency. More than half of the earnings-only households (65 percent) had at least one member who could speak English very well at the time of the 2013 survey, compared with 54 percent of households relying on both public assistance and earnings, and 29 percent of households relying solely on public assistance.

### Medical Coverage

The Annual Survey also collected data on the sources of medical coverage for the refugees. As shown in Table III-9, the proportion of the 2007 to 2009 adult Iraqi refugees with no medical coverage of any kind throughout the year prior to survey administration increased from four percent in the 2009 survey to 16 percent in the 2010 survey, and then to 22 percent in the 2011 survey. This rate in 2013 survey (21.6 percent) was almost the same as the 2012 survey rate (21.3 percent).

The proportion of the 2007 to 2009 adult Iraqi refugees receiving medical coverage from either their own em-





players or employers of their family members increased over time, from two percent in the 2009 survey, to five percent in the 2010 survey, to seven percent in the 2011 survey, and then to ten percent in the 2012 survey. The 2013 survey was down one point to nine percent.

There was a continuous decrease in Medicaid or RMA coverage for the 2007 to 2009 Iraqi refugees between 2009 and 2013. In 2009, 89 percent of Iraqi refugees had Medicaid or RMA coverage, but this percentage decreased to 70 percent in the 2010 survey, to 62.3 percent in 2011 survey, to 60.8 percent in the 2012 survey, and then to 59.6 percent in the 2013 survey.

**TABLE III-9: Source of Medical Coverage for the Iraqi Refugee Panel by Survey Year**

| SOURCE OF MEDICAL COVERAGE                       | 2013 SURVEY | 2012 SURVEY | 2011 SURVEY | 2010 SURVEY | 2009 SURVEY |
|--|-------------|-------------|-------------|-------------|-------------|
| No Medical Coverage in any of the Past 12 Months | 21.6%       | 21.3%       | 21.6%       | 16.4%       | 4.1%        |
| Medical Coverage Through Employer                | 9.2         | 10.1        | 6.6         | 5.0         | 1.9         |
| Medicaid or Refugee Medical Assistance (RMA)     | 59.6        | 60.8        | 62.3        | 70.2        | 89.4        |

**Note:** As of December 2013, December 2012, December 2011, December 2010, and December 2009. Data refer to Iraqi refugees age 16 or older who arrived in the U.S. during the period from May 1, 2007 through April 30, 2009 and were interviewed as a part of the 2013, 2012, 2011 2010 and 2009.

### **Public Assistance Utilization<sup>13</sup>**

Table III-10 presents cash and non-cash public assistance utilization data on Iraqi refugees who arrived between May 1, 2007 and April 30, 2009.

<sup>13</sup> Caution must be exercised when reviewing refugee declarations of public assistance utilization. Data are self-reported and the questions asked are subject to wide variation in interpretation by the respondent. The surveys are conducted in the refugee's native language, and certain technical terms which distinguish types of income do not translate well into foreign languages. Refugees readily admit to receiving "public assistance" or "assistance", but they are frequently confused about the correct category. Past surveys have found that refugee households are very accurate in reporting Supplemental Security Income (SSI) because their claims are handled by the Social Security Administration. However, RCA, TANF, and GA cases are all handled by the local county public assistance office and are not clearly distinguished from each other by the refugee family. Over the years, we have noted that many refugees claim RCA many years after arrival even though the program is confined to the first eight months in the U.S., claim receipt of TANF even though they have no children, or claim receipt of general relief even though they reside in states that do not provide such assistance, such as Florida or Texas.


**TABLE III-10: Public Assistance Utilization of the Iraqi Refugee Panel by Survey Year**

| TYPE OF PUBLIC ASSISTANCE                     | 2013 SURVEY | 2012 SURVEY | 2011 SURVEY | 2010 SURVEY | 2009 SURVEY |
|---|-------------|-------------|-------------|-------------|-------------|
| <b>Cash Assistance</b>                        |             |             |             |             |             |
| Any Type of Cash Assistance                   | 54.6%       | 57.6%       | 57.1%       | 55.4%       | 86.1%       |
| Temporary Assistance to Needy Families (TANF) | 26.5        | 24.5        | 23.8        | 10.0        | 2.0         |
| Refugee Cash Assistance (RCA)                 | 4.5         | 6.8         | 13.3        | 30.1        | 52.8        |
| Supplemental Security Income (SSI)            | 36.1        | 36.3        | 33.4        | 21.6        | 23.2        |
| General Assistance (GA)                       | 7.2         | 5.2         | 0.3         | 3.5         | 25.5        |
| <b>Non-cash Assistance</b>                    |             |             |             |             |             |
| Medicaid or RMA                               | 59.6        | 60.8        | 61.4        | 70.2        | 89.4        |
| SNAP  | 80.3        | 82.1        | 81.3        | 86.2        | 95.1        |
| Public Housing                                | 18.5        | 14.8        | 9.9         | 8.6         | 6.1         |

**Note:** Estimates are based on data collected from Iraqi refugee households who arrived in the U.S. during the period from May 1, 2007 to April 30, 2009 and were interviewed as a part of the 2013, 2012, 2011, 2010, and 2009 surveys. Medicaid and RMA data refer to Iraqi adult refugees age 16 or older. All other data refer to Iraqi refugee households and not individuals. Many Iraqi refugee households receive more than one type of assistance.

The rates of receipt of any type of cash assistance in the 12 months before the survey dropped substantially from 86 percent in the 2009 survey to 55 percent in the 2010 survey, increased slightly to 57 percent in the 2011 survey, to 58 percent in the 2012 survey, and decreased slightly to 55 percent in 2013 for the 2007 to 2009 Iraqi refugees.

While Refugee Cash Assistance (RCA) decreased over time from 53 percent in the 2009 survey to five percent in the 2013 survey, Supplemental Security Income (SSI) became the most frequently used source of cash assistance (36 percent) for the 2007 to 2009 Iraqi refugee group in the 2013 survey (unchanged since 2012). This rate is much higher than the proportions in the 2010 (22 percent) and 2009 (23 percent) surveys.



The utilization rate for Temporary Assistance to Needy Families (TANF) grew over time from two percent in the 2009 survey to 27 percent in the 2013 survey, and became the second most common source of cash assistance for the 2007 to 2009 Iraqi refugees in the 2013 survey. The utilization rate for General Assistance dropped 25 points from 26 percent in the 2009 survey to less than one percent in the 2011 survey, and then increased to seven percent in the 2013 survey.

A large majority (80 percent) of the 2007 to 2009 Iraqi refugee households received SNAP as non-cash assistance in the year prior to the 2013 survey. This rate was similar to 81 percent in the 2011 survey, but six points lower than 86 percent in the 2010 survey and 15 points less than 95 percent in the 2009 survey among the 2007 to 2009 Iraqi refugees.

More than half (60 percent) of the 2007 to 2009 Iraqi refugee households received Medicaid or RMA in the year before the 2013 survey, similar to that in the 2011 and 2012 surveys, but this is a decrease from 70 percent in the 2010 survey and 89 percent in the 2009 survey among the 2007 to 2009 Iraqi refugee group.

Use of public housing assistance increased over time from six percent in the 2009 survey to 19 percent in the 2013 survey among the 2007 to 2009 Iraqi refugee households.

### **Employment and Public Assistance Utilization Rates by State**

The 2013 survey also reported the public assistance utilization and EPR by state of residence. Table III-11 shows the reported employment and utilization rates for various types of assistance in the states where most of the Iraqi refugees resettled, as well as the nation as a whole. The 2013 survey indicated that almost half (51.5 percent) of the 2007 to 2009 Iraqi refugees resided in California (33.6 percent) and Michigan (17.9 percent), and the remaining 48.5 percent were settled in other states.

**TABLE III-11: Iraqi Refugee Panel Employment-to-Population Ratio (EPR) and Public Assistance Dependency for Top Two States with Most Refugees: 2013 Survey**

| PERCENT OF IRAQI INDIVIDUALS AND HOUSEHOLDS |                          |                      |                         |                     |                     |                    |                       |
|---|--------------------------|----------------------|-------------------------|---------------------|---------------------|--------------------|-----------------------|
| STATE                                       | ARRIVALS*<br>INDIVIDUALS | EPR INDI-<br>VIDUALS | AFDC/TANF<br>HOUSEHOLDS | RCA HOUSE-<br>HOLDS | SSI HOUSE-<br>HOLDS | GA HOUSE-<br>HOLDS | TOTAL**<br>HOUSEHOLDS |
| California                                  | 33.6%                    | 36.0%                | 46.1%                   | 5.1%                | 42.3%               | 9.1%               | 74.3%                 |
| Michigan                                    | 17.9                     | 43.2                 | 19.8                    | #                   | 39.2                | #                  | 45.2                  |
| Other<br>States                             | 48.5                     | 44.5                 | 16.7                    | 5.9                 | 30.7                | 9.1                | 45.8                  |
| All<br>States                               | 100.0                    | 41.3                 | 26.5                    | 4.5                 | 36.1                | 7.2                | 54.6                  |

\* Weighted estimates of Iraqi refugees who arrived in the U.S. during the period from May 1, 2007 to April 30, 2009 based on the survey data; and may be deviant from the actual records.

\*\*The column totals represent percentages of individual households who received any combination of RCA, SSI and/or GA. **Note:** As of December 2013. Not seasonally adjusted. Public Assistance utilization refers to receipt of public assistance in at least one of the past twelve month. The listed utilization rate for each type of public assistance is in terms of individual households in which one or more persons (including minor children received such aid in the Iraqi refugee population residing in that State who arrived in the United States during the period from May 1, 2007 to April 30, 2009. **Because some refugees have difficulty distinguishing between GA and TANF, some GA utilization may reflect TANF utilization.** For data on public assistance utilization by household, see Table III-10. Due to the small number of households in each state, except for the top two, estimates about the use of public assistance are subject to a considerable sampling error.



Among the 2007 to 2009 Iraqi refugees in the 2013 Survey, the public assistance utilization rate in California and Michigan tended to be lower where the EPR was higher, and vice versa. Overall, the EPR for the 2007 to 2009 Iraqi refugees averaged 41 percent, while public assistance utilization averaged 55 percent in the 2013 survey. Of the top two states in Iraqi refugee population, California had the lower EPR (36 percent) and the higher public assistance dependency rate (74 percent) for the 2007 to 2009 Iraqi refugees in the 2013 survey. The 2007 to 2009 Iraqi refugees in Michigan was 37 percent versus a 45 percent public assistance utilization rate in the 2013 survey. SSI (36 percent) was the main sources of cash assistance for the 2007 to 2009 Iraqi refugees across all the states, followed by TANF (27 percent) in the 2013 survey.

## CONCLUSION

Overall, the employment findings from the ORR 2013 survey of the selected group of Iraqi refugees show the employment rate for Iraqi men and women has been increasing steadily, although the gains were greater for men. Disparity of employment rates between Iraqi men and women is still greater than in the general U.S. population. Full-time employment and long-term employment for Iraqi refugees improved slightly, however poor health and education are the major reasons why some Iraqi refugees are not searching for employment. An increase in the average hourly wage to \$10.72 in 2013 from \$9.79 in 2012 was the largest annual increase since the Iraqi refugee survey began in 2009, and marked additional economic progress for this population despite small gains in the employment rate.

Iraqi refugees have made significant gains in acquisition of the English language. Their English fluency rate for the overall population nearly tripled from arrival to the time of the 2013 survey, with 77 percent reporting proficiency in English.

Iraqi households have made a dramatic shift towards self-sufficiency. The 2013 survey indicates that the percentage of self-sufficient (earnings-only) Iraqi households more than tripled compared to the 2009 level (41 percent versus 13 percent) and the proportion of households that relied solely on public assistance shrank from 31 percent in 2009 to 16 percent in 2012. However, Iraqi households lag behind their counterparts in the general refugee population (50 percent) in terms of self-sufficiency although the speed of their progress is undeniable. Utilization rates for cash assistance, TANF, SSI, SNAP, and Medicaid/RMA remained steady from 2011 to 2013, while the RCA utilization rate dropped from 13 percent in 2011 to five percent in 2013. Only the utilization of General Assistance and public housing assistance has increased.

Iraqi refugees continue to have some advantages over the general refugee population, especially in the area of language. Upon entry to the United States, they have a higher rate of English-language familiarity or proficiency than the general refugee population (26 percent versus 15 percent) and also reported a higher rate of current English familiarity or proficiency over the general refugee group (77 percent versus 50 percent) at the time of the 2013 survey.

Further, the Iraqi refugees have a higher level of education—33 percent versus 18 percent the general refugee population. Iraqi refugees are well positioned to further their education by pursuing a degree from a technical school, a non-medical university, or medical school.

While Iraqi refugees utilized cash assistance, TANF, SSI, and SNAP at a higher rate than their counterparts in the general refugee population, their utilization of RCA and public housing was considerably lower than those in the general refugee population.

**Iraqi Panel Technical Note:** The Iraqi panel, with interviews conducted by Avar Consulting, Inc. in the fall of 2013, is a subset of the Annual Survey of Refugees funded by ORR. In FY 2009, a one-time random sample of Iraqi refugees who arrived in the U.S. between May 1, 2007 and April 30, 2009 was drawn from the ORR Refu-



gee Arrivals Data System. ORR's contractors, DB Consulting Group, Inc. in 2009 and 2010, and Avar Consulting, Inc. in 2011, 2012, and 2013, then contacted each family by a letter written in Arabic. 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. Respondents also were given the option to complete the questionnaire online. The questionnaire and interview procedures used with this population were the same as the ones employed in the Annual Survey of Refugees. It also should be stated that while a very small percentage of the respondents in the Iraqi refugee population were born in countries other than Iraq (Iran, Jordan, Kuwait, Lebanon, Palestinian Territories, Syria, Turkey, and the United Arab Emirates), all sampled persons included in the analysis had Iraqi citizenship. Although respondents from Iraq have been traditionally included in the Annual Survey of Refugees, this is the fifth time that this Iraqi refugee panel who arrived in the U.S. between May 1, 2007 and April 30, 2009 has been targeted in an effort to track their adjustment to resettlement in the U.S.

In the 2013 survey, a total of 394 Iraqi refugee households who arrived in the U.S. between May 1, 2007 and April 30, 2009 were included in the sample and 211 of them were interviewed (a response rate of 54 percent). Of the remaining 183 cases, three refused to be interviewed, and the remaining 180 could not be traced in time to be interviewed.



## APPENDIX A: OUTSIDE RESOURCES

### Federal Partners

| AGENCY  | WEBSITE   |
|---|---|
| U.S. Department of State                                  | <a href="http://www.state.gov/">http://www.state.gov/</a>                 |
| U.S. Department of Homeland Security                      | <a href="http://www.dhs.gov/index.shtm">http://www.dhs.gov/index.shtm</a> |
| U.S. Department of Justice                                | <a href="http://www.justice.gov/">http://www.justice.gov/</a>             |
| Centers for Disease Control and Prevention                | <a href="http://www.cdc.gov/">http://www.cdc.gov/</a>                     |
| Centers for Medicare & Medicaid Services                  | <a href="http://cms.hhs.gov/">http://cms.hhs.gov/</a>                     |
| Administration for Community Living                       | <a href="http://www.acl.gov/">http://www.acl.gov/</a>                     |
| Administration on Aging                                   | <a href="http://www.aoa.gov/">http://www.aoa.gov/</a>                     |
| Substance Abuse and Mental Health Services Administration | <a href="http://www.samhsa.gov/">http://www.samhsa.gov/</a>               |

### Resettlement Agencies

| AGENCY   | WEBSITE   |
|--|---|
| Church World Services  | <a href="http://www.churchworldservice.org/site/PageServer">http://www.churchworldservice.org/site/PageServer</a>                               |
| Episcopal Migration Ministries                                       | <a href="http://www.episcopalchurch.org/emm/">http://www.episcopalchurch.org/emm/</a>   |
| Ethiopian Community Development Council                              | <a href="http://ecdciinternational.org/">http://ecdciinternational.org/</a>   |
| Hebrew Immigrant Aid Society   | <a href="http://www.hias.org/">http://www.hias.org/</a>   |
| International Rescue Committee                                       | <a href="http://www.rescue.org/">http://www.rescue.org/</a>   |
| Lutheran Immigration and Refugee Service                             | <a href="http://www.lirs.org/site/c.nhLPJ0PMKuG/b.5537769/k.BFCA/Home.htm">http://www.lirs.org/site/c.nhLPJ0PMKuG/b.5537769/k.BFCA/Home.htm</a> |
| U.S. Committee for Refugees and Immigrants                           | <a href="http://refugees.org/">http://refugees.org/</a>   |
| U.S. Conference of Catholic Bishops/<br>Migration & Refugee Services | <a href="http://www.usccb.org/">http://www.usccb.org/</a>   |
| World Relief   | <a href="http://worldrelief.org/">http://worldrelief.org/</a>   |

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