

The Evaluation of the Refugee Social Service (RSS) and Targeted Assistance Formula Grant (TAG) Programs: Miami Case Study

Prepared for:

U.S. Department of Health and Human Services
Office of Refugee Resettlement

Prepared by:

Nancy Pindus, Urban Institute
with

Bret Barden, The Lewin Group
Everett Henderson, Urban Institute
Mike Mueller, The Lewin Group

March 2008

Table of Contents

ACKNOWLEDGMENTS

ACRONYMS

EXECUTIVE SUMMARY ES-1

- A. FINDINGS IN BRIEF ES-1
- B. CHARACTERISTICS OF REFUGEES SERVED IN MIAMI ES-3
- C. SERVICES DELIVERED TO REFUGEES IN MIAMI ES-4
- D. OUTCOMES AND STATISTICAL ANALYSIS ES-6

I. INTRODUCTION..... 1

- A. BACKGROUND..... 1
 - 1. *Definition of “Refugee”* 1
 - 2. *Services Provided to Refugees* 2
 - 3. *Overview of the RSS and TAG Programs* 4
- B. THE EVALUATION OF THE REFUGEE SOCIAL SERVICES AND TARGETED FORMULA ASSISTANCE GRANTS PROGRAMS 7
 - 1. *Overview of the Evaluation* 7
 - 2. *Research Methodologies* 8
- C. ENVIRONMENTAL CONTEXT IN MIAMI 11
 - 1. *Overview* 11
 - 2. *The Miami Economy* 12
- D. ORGANIZATION OF THIS REPORT 12

II. POPULATION SERVED 13

- A. MAJOR REFUGEE POPULATIONS 13
- B. HOUSEHOLD COMPOSITION 16
- C. EDUCATION AND LANGUAGE SKILLS 17
- D. HEALTH CONDITIONS 19
- E. PLANS TO APPLY FOR CITIZENSHIP 20

III. SERVICE DELIVERY 21

- A. CLIENT FLOW FROM ENTRY TO RSS AND TAG 21
 - 1. *Overview* 21
 - 2. *Reception and Placement* 21
 - 3. *Cash Assistance, Food Stamps, and Medical Assistance* 22
- B. RSS AND TAG SERVICES 24
 - 1. *Employment Services* 24
 - 2. *Education and Training* 32
 - 3. *Work Authorization* 37
- C. HEALTH, MENTAL HEALTH, AND OTHER SERVICES 40
 - 1. *Miami-Dade County Health Department: Refugee Health Assessment Program* 40
 - 2. *Catholic Charities of the Diocese of Miami (Preventive Education Related to Domestic Violence)* 41
 - 3. *Jackson Health System (JHS)* 41
 - 4. *New Horizons Community Mental Health Center* 42
- D. COMMUNITY SUPPORT 43
 - 1. *Center for the Survivors of Torture* 43
 - 2. *Sant La Haitian Neighborhood Center* 44
- E. SERVICE COORDINATION 45

IV. OUTCOMES..... 47

- A. RECEIPT OF CASH ASSISTANCE AND FOOD STAMPS 47
- B. EMPLOYMENT PATTERNS AND JOB CHARACTERISTICS 50

1.	<i>Employment Rates and Patterns</i>	50
2.	<i>Wages and Earnings</i>	57
3.	<i>Industries and Occupations of Employment</i>	59
4.	<i>Employer Responses</i>	60
C.	EMPLOYMENT BENEFITS AND HEALTH INSURANCE COVERAGE	64
D.	CHILD CARE AND TRANSPORTATION	65
1.	<i>Child Care</i>	65
2.	<i>Transportation</i>	66
E.	MONTHLY INCOME.....	66
F.	HOUSING.....	70
V.	STATISTICAL ANALYSIS OF OUTCOMES	72
A.	DATA USED.....	72
B.	REGRESSION MODELS	73
C.	LIMITATIONS OF ANALYSIS.....	74
D.	FINDINGS	75
1.	<i>Service Receipt</i>	75
2.	<i>Job Outcomes</i>	78
	APPENDIX A: SUMMARY OF SITE VISIT INTERVIEWS	A-1
	APPENDIX B: SFW PROVIDERS CONTRACTOR PERFORMANCE SPECIFICATIONS	B-1
	APPENDIX C: SERVICE AND ELIGIBILITY RULES FOR CUBANS AND HAITIANS	C-1
	GLOSSARY	

ACKNOWLEDGMENTS

This evaluation would not have been possible without the contributions from a wide range of administrators and staff.

At the Office of Refugee Resettlement (ORR), Pamela Green-Smith and Susan Kyle oversaw the evaluation and provided valuable guidance throughout the project. We thank Martha Newton, Nguyen Van Hanh, Josh Trent, and Ken Tota for their input. We also thank those from the Office of the Director, Division of Budget, Policy, and Data Analysis, Division of Community Resettlement, and Division of Refugee Assistance who reviewed drafts of the report and provided their expert comments. We are indebted to Gayle Smith, who provided us with refugee data and helped us understand some of the more complex aspects of the rules and regulations regarding refugees.

From the DHHS Office of Policy, Research, and Evaluation (OPRE), Emily Ball and Moushumi Beltangady (now at ORR) participated in numerous conference calls and meetings and provided us with suggestions for improving the project. We fondly remember Richard Jakopic, who passed away last year. We benefited greatly from the advice and input he gave us on this study as well as other projects on which we worked with him.

Special thanks go to the State of Florida for agreeing to participate in the evaluation. State and local staff provided us with administrative data, patiently and candidly discussed their experiences with refugees and the Refugee Social Service and Targeted Assistance programs, and helped arrange interviews with refugee participants and employers. In particular, we thank Jane Criswell and George Lewis and all of their staff who contributed to our study, as well as the directors and staff of the service providers and community organizations with whom we met during our site visits.

A number of individuals were instrumental in providing the data analyzed in our study, including Pat Brown, Nancy Faircloth, John Herndon, and Nagesh Tirumalasetty.

Experts in the field who were consulted and who reviewed the survey instrument or drafts of the reports include Raqiya Abdalla, Jane Bloom, Diana Bui, Tom Hart, Becky Jordan, Randy McGrorty, Max Niedzwiecki, Charles Shipman, Ed Silverman, Alex Stepick, and Anne Wilson. Their input was invaluable; however, the opinions in these reports are the authors' own and do not necessarily reflect the preferences of the reviewers.

Thanks also go to other team members who played instrumental roles throughout the study. These include Mike Fishman of Lewin, who guided the study; Michael Fix of Migration Policy Institute and Doua Thor of Southeast Asian Resource Action Center, who served as senior advisors; Burt Barnow of Johns Hopkins University who oversaw the statistical data analysis; Demetra Nightingale of Johns Hopkins University, who provided helpful suggestions throughout the study and drafted a report on ways to evaluate these programs in the future; the authors of the other reports in this evaluation, Mary Farrell and Sam Elkin of Lewin and Randy Capps of the Urban Institute, who collaborated in the development of each report; and David Herda and Lauren Doerr of National Opinion Research Center (NORC) who oversaw the refugee assistance

survey. Other key staff who contributed to this study include Rachel Wright, Asaph Glosser, and Kara Gillis of Lewin who reviewed several drafts of the report and provided other assistance; Fiona Blackshaw of the Urban Institute, who edited the reports; and Julia Graffam who assisted with the report's production.

Finally, we sincerely thank all the refugees who agreed to participate in the survey and focus groups. Their willingness to spend time with us and share their information and experiences made this report possible.

ACRONYMS

Administration for Children and Families (ACF)
Bureau of Population, Refugees and Migration (PRM)
Cuban Haitian Entrant Program (CHEP)
Department of Health and Human Services (DHHS)
Department of Homeland Security (DHS)
Department of State (DOS)
Employment Authorization Document (EAD)
English for Speakers of Other Languages (ESOL)
Executive Office for Immigration Review (EOIR)
Immigration and Nationality Act (INA)
Legal Permanent Resident (LPR)
Mutual Assistance Association (MAA)
Office of Refugee Resettlement (ORR)
Public/Private Partnership (PPP)
Reception and Placement Services (R&P)
Refugee Arrival Data System (RADS)
Refugee Cash Assistance (RCA)
Refugee Medical Assistance (RMA)
Refugee Social Services (RSS)
Southeast Asia Resource Action Center (SEARAC)
Social Security Administration (SSA)
Supplemental Security Income (SSI)
Targeted Assistance Formula Grant (TAG)
Temporary Assistance for Needy Families (TANF)
Unemployment Insurance (UI) wage records
United Nations High Commission on Refugees (UNHCR)
U.S. Citizenship and Immigration Services (USCIS)
Workforce Investment Act (WIA)
Voluntary Agency (Volag)

EXECUTIVE SUMMARY

This report is a case study of refugee employability services in Miami-Dade County, Florida. It is one of several reports presenting the findings of the Evaluation of Refugee Social Service (RSS) and Targeted Assistance Formula Grant (TAG) Programs. The RSS and TAG programs provide services to refugees and other eligible groups¹ with the objective of helping them achieve economic self-sufficiency soon after entering the country. The Office of Refugee Resettlement (ORR) within the U.S. Department of Health and Human Services (DHHS) administers these programs and sponsored the evaluation, which was conducted by The Lewin Group and its partners, the Urban Institute, Johns Hopkins University, the National Opinion Research Center (NORC), and Southeast Asia Resource Action Center (SEARAC).

The components of the study of Miami's program included an implementation study examining how the programs operate in different settings and what types of services are provided to refugees, and an outcomes study examining refugees' receipt of services and employment and public benefit outcomes over time. Data used in this study included refugee entry data from the Refugee Arrival Data System (RADS) database; program data from the Florida Department of Children and Families (DCF), which administers RSS and TAG services in Miami-Dade County; administrative data on benefits received through the Temporary Assistance for Needy Families (TANF) program, the Refugee Cash Assistance (RCA) program, and the Food Stamp program; wage and employment data from unemployment insurance (UI) wage records; and a survey of a random sample of RSS and TAG clients in Miami designed and administered by the research team. In addition, interviews with program administrators and partners were conducted during an intensive site visit to Miami, and several focus group discussions were held with program participants.

A. Findings in Brief

This report focuses on refugees who entered the country between the years 2000 and 2004, were between the ages of 18 and 55 at entry, and who received RSS or TAG services at some point. It relies on administrative data and a client survey that was conducted between September 2006 and March 2007. The report's key findings include the following:

- Miami-Dade County serves the largest population in the country of individuals qualified to receive refugee services such as those funded through RSS and TAG, and has continuously served large numbers of refugees since the inception of the refugee assistance program in 1980.
- The vast majority of refugees (88 percent) in Miami are Cubans; Colombians (6.5 percent) and Haitians (4.5 percent) are the other large refugee groups in Miami. More recently, beginning in 2002 and increasing in 2003 and 2004, larger numbers of Venezuelans have come to Miami. Unlike other locations in the country, most of the refugees served in Miami arrive as entrants or asylees. They have not been assigned to a

¹ Asylees, Cuban and Haitian entrants, Amerasians, and victims of a severe form of trafficking. For ease of reference, this report generally uses the term "refugees" to refer to all such groups that qualify for ORR services, except where delineation is necessary.

voluntary agency (Volag) for reception and placement (R&P) services prior to entering the country.

- There is an extensive network of experienced service providers and community support, particularly for Cuban refugees, who have the longest history in the Miami area. Many staff members of RSS and TAG service providers came to this country as refugees. The State receives discretionary funds for a variety of services that support refugees and promote their self-sufficiency.
- There is a strong focus on employment in all services funded through the state's Office of Refugee Services, although providers (including employment service providers) also address many social adjustment issues. Performance-based contracts drive and shape the provision of employment services.
- Refugees served by RSS and TAG programs in Miami have relatively high educational attainment, with an average of over 70 percent of arrivals from FY 2000 to FY 2004 having completed 12 years of education. Of the refugees surveyed in Miami, over 30 percent reported having a college or professional degree, and there is a career ladder program aimed particularly at professionals.
- Bi-lingual skills are very important in Miami. Over 60 percent of individuals over the age of five speak Spanish at home.² Spanish is sufficient for entry level jobs in Miami, but English is needed in most cases for higher wage jobs and job upgrades. Spanish is very helpful in Miami, which is a problem, although not an insurmountable one, for non-Spanish speaking refugees, including Haitians.
- Haitians face special challenges—legal as well as literacy issues.
- Work participation is high among Miami refugees, with UI wage records showing 91 percent of refugees in the research sample having been employed at some point during their first four years after entry. At the time the survey was administered, 86 percent of respondents were employed.
- There is evidence of substantial wage progression between refugees' current or most recent job and their first job, especially for those at lower wage categories (up to \$7.14 an hour). There is an upward progression in wages each year, but it is small after the first year.
- Recipients of RSS and TAG-funded services in Miami are largely satisfied with the services; more than 30 percent of survey respondents in Miami rated the services as "excellent" and an additional 51 percent said they found the services "good".

² U.S. Census Bureau. "Miami-Dade County, FL: General Demographic Characteristics: 2005." *American Community Survey 2005*. Available at <http://factfinder.census.gov.2005>.

B. Characteristics of Refugees Served in Miami

During the period of this study, over 50,000 adult refugees arrived in Miami-Dade County, according to arrival data supplied by the state refugee office for federal fiscal years 2000 through 2004. Key characteristics of these refugees are highlighted below.

Most refugees in Miami do not come to the country under Section 207 of the Immigration and Nationality Act (INA). The refugee population in Miami is unique in that most of the “refugees” are not granted refugee status prior to entering the country and assigned to a Volag for R&P services. Instead, they are granted asylum under Section 208 of the INA or are admitted as Cuban/Haitian entrants under the Refugee Education Assistance Act in accordance with the requirements in 45 CFR § 401.2, adding some complexity to their resettlement process, including lawful employability and their efforts to establish legal residence status. While some Cubans do arrive in the United States under INA Section 207 as refugees, many Cubans and some Haitians arrive in the United States in undocumented status, and are permitted to enter. About 20,000 Cuban parolees enter annually as part of the Cuban lottery program. Some Cubans and Haitians are paroled into the United States after arrival, and some Cubans and Haitians apply for asylum. Some Cubans who were being detained but can no longer be detained indefinitely are released. An example of the last group is Mariel boatlift criminals who are slowly being released into the community after over 20 years in detention. Colombians and Venezuelans are largely asylees.

About half of the refugees in Miami are married and most have small families. Males comprise slightly more than half of the arrivals in Miami, and just over 70 percent of arrivals range in age from 26 to 45. About half are married, and 40 percent are single. Among the refugees surveyed for this study, the average household size is about three. In 46 percent of cases, the refugee lives with a spouse and 59 percent live with one or more sons or daughters. Almost all households with minors have one or two minors; less than five percent of households have three or more minors.

Most refugees in Miami have relatively high educational attainment. Over 70 percent of arrivals from federal fiscal year 2000 - 2004 completed 12 years of education. Data from the sample of RSS and TAG clients surveyed also show a highly educated population, with about one-fourth of respondents reporting a college or university degree, as well a professional degree reported by more recent arrivals (7 percent of those entering in 2003 and 10 percent in 2004). Educational attainment is very similar to that of Miami-Dade county’s population overall, with 25.2 percent reporting a bachelor’s degree or higher on the 2005 American Community Survey.

Most refugees in Miami speak Spanish, but English speaking ability has increased. The number of refugees served by RSS and TAG programs that speak English has been increasing in Miami. While the percentage of refugees speaking English declined somewhat between federal FY 2003 to FY 2004 (from 28.7 percent to 23.6 percent), in FY 2000, only 8.4 percent of refugees spoke English. Over 90 percent of refugees speak Spanish and about 9 percent speak Creole or Creole and French. The survey data provides more detail on English language skills. One quarter of respondents indicated that they speak English well or very well, and similar percentages were reported for writing in English. A higher percentage of respondents report that they are able to understand English and read English materials well or very well. While almost

all RSS and TAG clients surveyed indicated that they can read and write well or very well in their native language, only a few indicated limited reading and writing skills in their native language. Service providers did note literacy problems in the Haitian population.³

C. Services Delivered to Refugees in Miami

Miami offers a large network of services for refugees. The State Office of Refugee Services in the Department of Children and Families (DCF) receives discretionary funds for a variety of services that support refugees and promote their self-sufficiency. In addition to the RSS and TAG funding for employment, education, employability services (e.g., legal services needed to obtain work authorization), and youth services (through ORR approval), Miami also receives a discretionary grant through the State from ORR for services to Cuban and Haitian entrants. Youth and Family Services and employability services are funded by both Social Services and Cuban/Haitian funds. Targeted Assistance funds in Miami-Dade County are spent only on employability services. Through a refugee coalition that meets monthly, organizations that serve refugees in Miami-Dade County share information and coordinate activities.

There is a strong focus on employment among all of the RSS and TAG service providers. All refugees must enroll with an employment services provider to receive refugee benefits and services. Cash assistance intake workers at DCF, as well as education, social services, and legal services providers, refer clients to employment services providers and check that they are enrolled. All RSS and TAG employment services are delivered through a contract between the state and South Florida Workforce (SFW). SFW in turn subcontracts with 14 providers across the county to deliver employment services. The contracts with SFW are performance-based, with payments for intake, initial placements, and retention at 90 days and 180 days.

Employment services providers pre-screen clients for barriers (including the need for legal documents) and offer job search, job readiness, referrals, and case management, and monitor participation, employment, and earnings. Services are generally provided by a team of case managers and job developers.

When the client obtains work authorization, then he/she can begin the job search process and the intake information is sent to SFW. Providers conduct follow-ups at 30 days, 90 days, 120 days, and 180 days. Administrative data on RSS and TAG participation clearly document this employment focus. Over the study period, over two-thirds of all refugees had received employment services, and over 40 percent had received these services within 120 days after entering the country.

Miami offers a career laddering program for refugees who have professional or technical credentials from their native country. The Career Laddering initiative was introduced by the state to help the many refugees who come to Florida with training and credentials from their native countries. Four SFW subcontractors offer career laddering services. The program serves mostly refugees who had been professionals in their home country, such as professors, health

³ Haitian Creole has only recently been promoted as a written language. French had been the sole language of instruction in Haiti until 1987, when Haitian Creole was recognized as an official language of Haiti.

care providers (mostly doctors), engineers, architects, or accountants. The job developer assists clients with credentialing, training, and obtaining employment in a field consistent with the client's career goal. The career laddering program provides the client with a voucher that pays the cost of obtaining their diploma from their home country and having the credentials translated. The job developer explains the need for vocational training in this country, and, as an interim plan, may suggest the client try an entry level certification program (e.g., certified nursing assistant) and move up from there. For other professions, the career laddering program helps clients use the Internet to research the rules for their profession and obtain monetary support from various sources to assist with fees for exams, relevant training, and other requirements.

Clients must have attained an English for Speakers of Other Languages (ESOL) level of three or above for career laddering. To improve their English skills for professional-level jobs, these individuals may be sent to intensive English conversation courses or medically oriented English classes. For employment, the goal is a placement that is as close as possible to the field in which they worked when in their home country. They may have to start with entry-level work in the same field.

ESOL and Vocational Classes are offered through the public school system and Miami-Dade College. The most common educational service received by refugees is ESOL, with 22.8 percent of refugees having ever received this service. Participation in other education and training is much lower— 4.2 percent of refugees received adult basic education and 5.7 percent received vocational training. Consistent with the employment focus of the refugee program in Florida, only a small percentage of education or training services were received in the first 120 days after entry into the country.

The Miami-Dade Public Schools program serving refugees is known as SAVES (Skills for Academic, Vocational and English Studies). The Miami-Dade College program is called REVEST (Refugee/Entrant Vocational Education Services Training). SAVES and REVEST offer two different models for the provision of ESOL and vocational training for refugees, one that is more community-based and one that is more compatible with a college setting. SAVES attracts more vocational level clients and offers open-entry/open-exit programs in many locations. REVEST, which attracts more professional level clients, offers set schedules in a smaller number of locations. Each student enrolling in SAVES or REVEST takes a standardized assessment and works with a staff advisor or counselor to determine the appropriate placement and education plan.

Many service recipients pursue higher education. Almost one-fourth (23 percent) of the refugees surveyed in Miami indicated that they have pursued a degree, diploma, or certificate in the United States. Of this group, over half (55 percent) were pursuing a vocational certificate or license. Further supporting evidence of higher educational attainment among refugees in Miami, 14 percent of those pursuing a degree were pursuing an associate degree, 14 percent were pursuing a Bachelor's degree, and 9 percent were pursuing a Master's or Doctorate degree. Of the group that reported ever pursuing a degree, diploma, or certificate in the United States, 36 percent had obtained a degree or certificate.

Many refugees receive work authorization services. The Florida Office of Refugee Services uses RSS funds to contract with four legal service providers for legal services needed to obtain

employment authorization; 37 percent of refugees have received these services, with about 22 percent of this group receiving such services within the first 120 days after entry into the United States. RSS funds for legal services must be used to support economic self sufficiency, which means that the key RSS-supported services provided by legal services organizations consist of helping refugees and other eligible populations obtain work authorization. The primary way legal services providers help Cubans and Haitians get documented proof of work authorization is by helping them obtain parolee status or, particularly for Haitians who are unable to get parole status, asylee status.

There have been a number of challenges slowing or impeding the process of helping Cubans and Haitians receive the following statuses or documented proof of work authorization, including backlogs in the issuance of alien numbers, backlogs in court procedures, difficulties in obtaining asylum status for Haitians, and addressing problems created by misleading advice that refugees receive from other (often predatory) sources.

D. Outcomes and Statistical Analysis

Employment is high among refugees in Miami. The analysis of UI wage records and the survey of RSS and TAG participants in Miami present a consistent picture of high work participation among Miami refugees, with most finding jobs in their first year in the United States. In the 2000-2004 period, 91 percent of all refugees had been employed at some point during their first four years after entry. Just over 60 percent were employed during their first year, increasing to over 75 percent of refugees by their second year in the country. Forty percent of refugees were employed within their second quarter after entry, and over half were employed by their third quarter after entry.

Employment rates were even higher for refugees responding to the survey. Almost all (97 percent) survey respondents reported being employed at some point since arriving in the United States, and 86 percent were employed at the time the survey was administered in July 2006-March 2007

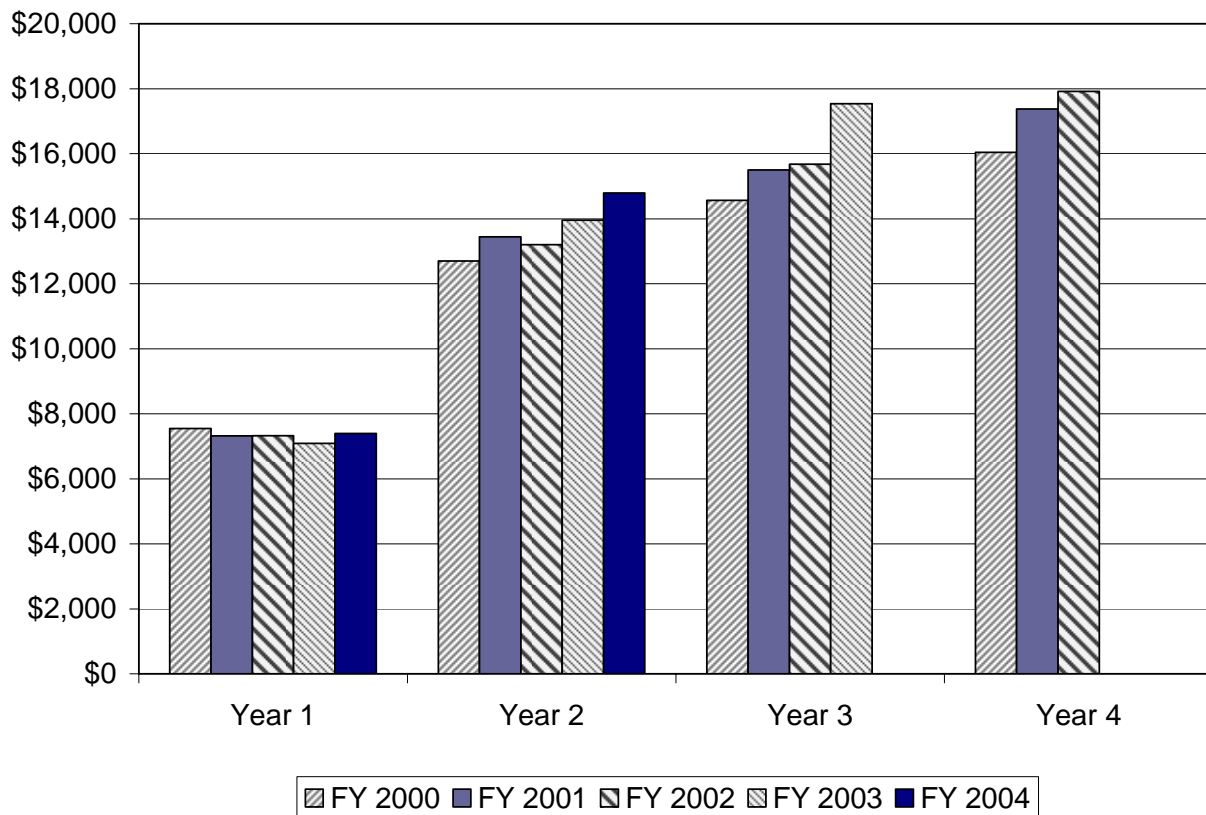
Refugees see advances at the lower wage levels, but overall wage progress is limited. At the time of the survey (2006-2007), the median wage in the current or most recent job, as reported by refugees, ranged from \$8 to \$10 an hour for respondents in all entry cohorts, 2000 through 2004, with a median of \$9 across all years. The median wage for the first job in the United States was \$7 across all cohorts, indicating only a \$2 an hour wage increase, even for refugees arriving in 2000 and 2001. Over 60 percent of refugees were earning under \$10.30 an hour in their current or most recent job, while one-third of refugees were earning between \$10.30 and \$25 an hour. Three percent of refugees in Miami were earning more than \$25 an hour in their current or most recent job.

Comparing reported earnings in the current or most recent job to wages in the first job, there is evidence of substantial wage progression, especially from the lowest wage category (\$0 to \$5.14 an hour) to the next wage category (up to \$7.74 an hour). The UI data indicates an upward progression in earnings each year, but it is small after the first year. Refugees arriving between FY 2000 and FY 2004 had average earnings of just over \$7,000 in their first year after entry. Average earnings rose to \$13,600 in the second year; \$15,600 in the third year; and just over

\$17,000 in the fourth year. Thus, although average annual earnings more than double in four years (in part because of more calendar quarters in which refugees worked after their first year), even four years after entry, refugees only earn an average of \$17,000 a year, which is lower than the federal poverty threshold for a family of four in 2006 (\$20,614).⁴

Figure ES.1 shows this wage progression. There is some evidence that the percentage of refugees attaining higher incomes increases each year: in the first year after entry, only 1 percent of refugees were earning over \$25,000; in the second year almost 9 percent were earning over 25,000; increasing to 12 percent, and over 15 percent, in the third and fourth years, respectively.

Figure ES.1: Average Annual Earnings Among Those Working, by Year After Entry



Source: Florida unemployment insurance wage records
 Sample size: 40,563
 Note: Earnings in constant 2006 dollars

The industries that most commonly employ refugees are education and health services, wholesale trade, leisure and hospitality, and construction. In their current or most recent job, 17 percent of survey respondents were employed in the education and health services industry and 14 percent were employed in the wholesale and retail trade industry. Based on site visit

⁴ U.S. Census Bureau, "Poverty Thresholds 2006", available at <http://www.census.gov/hhes/www/poverty/threshld/thresh06.html>.

information, the education and health industry jobs are most likely jobs such as nurse aides, home health aides, licensed practical nurses, and pharmacy aides and technicians. Refugees' first jobs, as reported in the survey, were more likely to have been in wholesale and retail trade (28 percent), leisure and hospitality (19 percent), and manufacturing (13 percent). Occupationally, the most common types of jobs that refugees hold are in service occupations (30 percent). Other jobs held by refugees are well distributed among a number of occupations, most notably transportation and materials moving (13 percent), installation, maintenance, and repair (11 percent), and professional and related (10 percent).

Employer benefits are offered to less than half of employed refugees. About one-third of refugees receive health insurance through their employers. Only 36 percent of the refugees surveyed were offered health coverage through their employers. The most common benefit offered to survey respondents by their current employers was paid vacation (45 percent). The following other benefits were offered to less than one-third of refugees: sick days with full pay (30 percent), dental coverage (26 percent), and retirement (25 percent). The share of respondents insured through employers or other private sources at the time of the survey was 35 percent. Over half of respondents (54 percent) were uninsured at the time of the survey, and only 15 percent received coverage through Medicaid or other sources.

Child care assistance is not heavily used by refugees in Miami, but transportation assistance is quite common. Over one-third (37 percent) of survey respondents with young children had ever placed their children in non-parental care, and 31 percent had used child care on a regular basis, despite the fact that most were working. When they did use child care, the vast majority of respondents paid for their own child care (72 percent). About 90 percent of refugees surveyed had a valid driver's license, access to an automobile, and had received transportation assistance.

Monthly income for refugee families responding to the survey—including income from the respondent's spouse—was just over \$1,740 in 2006-07, or about \$20,800 annually. This was slightly over the federal poverty threshold for a family of four in 2006 (\$20,614) and just about half of the median family income (\$42,499) in Miami Dade County in 2005.⁵ Most of the income reported came from earnings; only about \$60 came from public sources such as cash assistance, Food Stamps, unemployment insurance, or disability benefits.

Despite low wages and incomes, 30 percent of refugees responding to the survey owned their own homes in 2006-07. Home ownership rates exceed 40 percent for the two survey cohorts that had been in the United States the longest, FY 2000 and 2001. Very few Miami refugees responding to the survey received any type of public housing assistance.

Cubans are more likely to have received job search assistance than other groups. Statistical analysis of program administrative data indicate that, all else equal, Haitians were 35 percentage points less likely than Cubans to have received job assistance since their arrival. The administrative data regressions also revealed that Colombians were 22 percentage points, and other non-Cuban groups were 14 percent points less likely than Cubans to have received job

⁵ U.S. Census Bureau. "Miami-Dade County, FL: General Demographic Characteristics: 2005." *American Community Survey 2005*. Available at <http://factfinder.census.gov>.2005.

assistance within two years of entry, though both groups were more likely to have received employment assistance than the Haitians.

Analysis of administrative data show that those who spoke English at entry were considerably less likely to seek job assistance than non-English speakers. Those who had taken ESOL classes were also less likely to have received employment assistance within the first two years. Those who entered the country in FY 2003-2004 were considerably less likely than those who entered during FY 2001-2002 to have received job services.

Males and those who are married are more likely to be employed. Analysis of the survey data found that being male and being married/cohabitating made one considerably more likely to be currently employed than women and those who did not reside with their spouse/significant other. In the regression analysis using administrative data, high school completion, being male, speaking English at entry, receiving educational assistance and taking an ESOL course all exerted positive effects of roughly the same magnitude on the probability of being employed. Haitians were more likely to be employed than Cubans, when these other elements (high school completion, being male, speaking English at entry, receiving educational assistance and taking an ESOL course) are equal. Married clients were slightly more likely to be employed.

Earnings are related to gender and country of origin. In the survey-based regression, being male and being in the “other, non-Cuban” category (i.e., not Haitian or Colombian) had the largest positive influence on wages, with current employment, English proficiency and age each having smaller, but positive effects on wages. The largest statistically significant factor that decreased wages in the survey regression was Haitian origin. Among the statistically significant results in the regressions using administrative data, being male, speaking English at entry, high school completion, taking an ESOL course and receiving educational services had the largest positive impacts on wages.

I. INTRODUCTION

This case study is one of several reports presenting the findings of the Evaluation of Refugee Social Service (RSS) and Targeted Assistance Formula Grant (TAG) programs. The RSS and TAG programs provide services to refugees and members of certain other eligible groups with the objective of helping them achieve economic self-sufficiency soon after entering the country. The Office of Refugee Resettlement (ORR) within the U.S. Department of Health and Human Services (DHHS) administers these programs and sponsored the evaluation, which was conducted by The Lewin Group and its partners, the Urban Institute, Johns Hopkins University, National Opinion Research Center (NORC), and Southeast Asia Resource Action Center (SEARAC). The evaluation focuses on the delivery of the program's services and outcomes of its participants in three sites: Houston, Texas; Miami, Florida; and Sacramento, California. This report presents the study's findings from Miami. Separate reports present findings from the other sites, overall themes from the evaluation, and recommendations for ongoing evaluation of the programs.

A. Background

1. Definition of "Refugee"

A refugee, as defined by the Immigration and Nationality Act (INA), is a person who is outside his or her country of nationality or of last habitual residence and faces in his or her own country "persecution or a well-founded fear of persecution on account of race, religion, nationality, membership in a particular social group, or political opinion."⁶ Each year, the United States admits a certain number of refugees from among groups determined by the president, in consultation with members of Congress, public and private groups, and the United Nations High Commission on Refugees (UNHCR), to be of special humanitarian concern. From 2000 to 2004, the average annual number of refugees admitted by the United States was approximately 50,000. The number varies from year to year, with 73,147 refugees admitted in FY 2000 and 27,110 admitted in FY 2002.⁷

In addition to refugees, a number of other humanitarian categories are eligible for the same benefits and services for which refugees are eligible, including those funded through RSS and TAG. These groups include the four listed below:

- **Asylees:** Individuals who enter the United States or arrive at a port of entry in any immigration status, undocumented, or unlawfully present (and without refugee status) and who are then determined to meet the definition of a refugee. Refugees and asylees differ in that refugee status is conferred overseas and thus refugees enter the country as refugees, while asylees apply for asylum at a port of entry or after entering the country. Asylees and refugees must meet the same statutory definition of refugee and requirements in the INA.

⁶ 8 USC § 1101(a)(42).

⁷ Data from table entitled "Cumulative Summary of Refugee Admissions" in U.S. Department of State, Bureau of Population, Refugees, and Migration, *Summary of Refugee Admissions for Fiscal Year 2006*, October 3, 2006. Available at <http://www.state.gov/g/prm/refadm/rls/85970.htm>, accessed August 22, 2007.

- ***Cuban/Haitian entrants:*** (a) Any individual granted parole status as a Cuban/Haitian Entrant (Status Pending) or granted any other special status subsequently established under the immigration laws for nationals of Cuba or Haiti, regardless of the status of the individual at the time assistance or services are provided; and (b) Any other national of Cuba or Haiti (1) Who: (i) Was paroled into the United States and has not acquired any other status under the Immigration and Nationality Act; (ii) Is the subject of exclusion or deportation proceedings under the Immigration and Nationality Act; or (iii) Has an application for asylum pending with the Immigration and Naturalization Service; and (2) With respect to whom a final, nonappealable, and legally enforceable order of deportation or exclusion has not been entered.⁸
- ***Amerasians:*** Certain Amerasians from Vietnam who are admitted to the United States as immigrants pursuant to Sec. 584 of the Foreign Operations, Export Financing, and Related Programs Appropriations Act, 1988 (as contained in Sec. 101(e) of Public Law 100-202 and amended by the 9th proviso under Migration and Refugee Assistance in title II of the Foreign Operations, Export Financing, and Related Programs Appropriations Acts, 1989 (Public Law 100-461 as amended) and “was born in Vietnam after January 1, 1962 and before January 1, 1976 and was fathered by a citizen of the United States.” Amerasians are admitted to the United States as immigrants, rather than refugees.
- ***Victims of a severe form of trafficking:*** Individuals who are subjected to (1) sex trafficking, which is the recruitment, harboring, transportation, provision, or obtaining of a person for the purpose of a commercial sex act,⁹ in which a commercial sex act is induced by force, fraud, or coercion, or in which the person forced to perform such an act is under the age of 18 years; or (2) labor trafficking, which is the recruitment, harboring, transportation, provision, or obtaining of a person for labor or services, through the use of force, fraud, or coercion for the purpose of subjection to involuntary servitude, peonage, debt bondage, or slavery.

For ease of reference, this document generally uses the term “refugees” to refer to all such groups that qualify for RSS- and TAG-funded services.

2. ***Services Provided to Refugees***

Refugees are offered a myriad of benefits and services to help them successfully transition to life in the United States and gain economic self-sufficiency as soon as possible. These services include the following:

- ***Reception and placement (R&P) services:***¹⁰ Individuals brought into the country as refugees receive help upon their arrival from voluntary agencies (Volags) for the first 30 days. The services provided by Volags include help with refugees’ immediate food, clothing, and shelter needs, an introduction to the new culture in which they will be

⁸ Refugee Education Assistance Act of 1980, Pub. L. No. 96-422.

⁹ As defined by the Trafficking Victims Protection Act of 2000, the term “commercial sex act” means any sex act on account of which anything of value is given to or received by any person.

¹⁰ R&P services are not available to asylees, entrants, and victims of a severe form of trafficking.

living, and help accessing resources and services available to them. Volags receive funding to provide R&P services through the U.S. Department of State.

- **Cuban Haitian Entrant Program (CHEP):** U.S. Citizenship and Immigration Services (USCIS) administers CHEP, a program that ensures the orderly migration of Cubans and Haitians paroled into the United States. Through agreements with national non-governmental organizations, USCIS coordinates the structured reception, processing and community placement of Cubans and Haitians who are paroled into the United States from various ports-of-entry or Department of Homeland Security (DHS) Processing Centers. Cubans are also paroled into the United States directly from Havana through the Cuban Special Migration Program, and Cubans and Haitians have been paroled from Offshore Safe Havens such as the Guantanamo Bay, Cuba Naval Base. Services under CHEP may include family reunification or placement in a free case site for individuals with no family or other ties in the United States. Family reunification cases may receive services for 30 days for adults and 90 days for unaccompanied minors, while free cases may receive services for 180 days.¹¹

The Matching Grant Program

The Matching Grant program is an alternative to public cash assistance and is offered through the Volag network. The principle goal of the program is to obtain economic self-sufficiency within six months without accessing public cash assistance. Participating Volag affiliates are required to provide employment services, case management, maintenance assistance (which includes provision of food or food subsidies, housing, and transportation) and cash allowance. Enrollment in Matching Grant services must be within the first 31 days of eligibility, with maintenance assistance provided for at least four months, and case management/employment services continuing for 180 days (six months).

Refugees who participate in Matching Grant are eligible for RSS and TAG employability services after the Matching Grant period has expired. In Houston, the Matching Grant Program is an integral part of employability services for refugee families. In order to get a complete picture of the services refugees receive, it is included as part of the Houston case study.

- **Cash and medical assistance:** Refugees with dependents can receive Temporary Assistance for Needy Families (TANF) and Medicaid as long as they meet the same eligibility requirements U.S. citizens must meet. Refugees ineligible for TANF or other federal assistance (e.g., those without dependents), and who meet income limits and other program criteria, are eligible to receive Refugee Cash Assistance (RCA) for up to eight months following their entry.¹² Similarly, refugees ineligible for Medicaid can receive Refugee Medical Assistance (RMA) over that period.¹³

¹¹ This program affects both Miami and Houston.

¹² For refugees and entrants, this is based on their date of arrival (as recorded on the I-94 record of arrival). For asylees, it is the date of final grant of asylum (recorded on the asylum approval letter). For victims of trafficking, it is the date of certification or eligibility (on the certification or eligibility letter).

¹³ General eligibility requirements for RCA are listed under 45 CFR §400.53. General eligibility requirements for RMA are listed under 45 CFR §400.100.

- **RSS and TAG programs:** These state-administered and Wilson/Fish¹⁴ programs provide services to help refugees obtain employment and achieve economic self-sufficiency quickly following their entry into the United States.
- **Matching Grant program:** An alternative to the public cash assistance programs, this program also aims at helping refugees achieve self-sufficiency. The Matching Grant program provides matched funds to Volags for intensive case management and employment services during the first four to six months of a refugee’s eligibility.
- **Other:** A variety of other ORR-funded discretionary programs exist to aid refugees and related populations, such as discretionary grants to communities receiving a large number of refugees or to target specific needs, or special programs to help survivors of torture.

3. Overview of the RSS and TAG Programs

RSS and TAG are primarily employability programs. The Immigration and Nationality Act specifies that in providing refugee assistance, “employable refugees should be placed on jobs as soon as possible after their arrival in the United States.” ORR uses RSS and TAG formula funds to fulfill this intent of the law, subject to federal regulations governing the administration of the programs.¹⁵

a. Types of services provided with RSS and TAG

RSS and TAG services are aimed at addressing barriers to employment and integration into the United States. Refugees are eligible for employability and other services funded through the formula RSS and TAG programs during their first five years of residence in the United States.¹⁶ Employability services are meant to enable refugees to obtain employment within one year of enrollment and to achieve economic self-sufficiency as quickly as possible. The services that can be provided through these programs include

- employment services such as the development of a family self-sufficiency plan and individual employability plan, job orientation, job development, job referral, job search, placement, and follow-up;
- employability assessment services, including aptitude and skills testing;
- on-the-job training (expected to result in full-time, permanent, unsubsidized employment with that employer);
- English language training (emphasizing English needed to obtain and retain a job); and

¹⁴ Wilson/Fish programs, funded through RSS and Cash and Medical Assistance (CMA) funding, provide integrated services and cash assistance to refugees. They represent an alternative approach to a publicly-administered program or a public/private partnership. None of the sites studied as part of the evaluation are located in Wilson/Fish states or communities.

¹⁵ ORR makes the text of the relevant legislation and regulations available on its web site at <http://www.acf.hhs.gov/programs/orr/policy/legislative.htm> and http://www.acf.hhs.gov/programs/orr/policy/orr_regulations.htm, respectively (accessed August 22, 2007). The legislative citation is Section 412(c)(2)(B)(i) of the INA. The INA also establishes an additional statutory requirement for TAG that funds be used “primarily for the purpose of facilitating refugee employment.” (Section 412 (a)(1)(B)(i).) Regulations governing the use of RSS and TAG funds are found in 45 CFR Part 400.

¹⁶ Regulations governing employability services (and support services related to employability services) can be found in 45 CFR §400.154.

- short-term vocational training, including driver's education and training as part of an employability plan. (RSS and TAG funds cannot be used for long-term training lasting more than one year or for general education not intended to lead to employment within one year.)

A number of employability support services can also be provided to refugees, including

- skills recertification;
- assistance in obtaining work-related documentation (e.g., employment authorization documents);
- day care for children whose parents are participating in employability services or are employed;¹⁷
- transportation, when necessary for participation in employability services;
- translation or interpreter services related to employment or employability services; and
- employment-focused case management.

In addition, in recognition of the challenges facing refugees in integrating and adjusting to a new country, regulations allow the use of RSS and TAG to provide a number of other services.¹⁸ Examples include

- information, referral, and outreach to facilitate refugees' access to available services;
- social adjustment services such as emergency response to families in crisis, health-related information, referral, and assistance in scheduling appointments, counseling regarding physical and mental health needs, and home management services;
- citizenship and naturalization preparation services;
- day care and transportation to support participation in services other than employability services; and
- translation, interpretation, and case management, other than what is provided in support of employability services.

Beyond these services, states can use RSS or TAG funding to provide additional services only if they acquire ORR's approval. Further, the only RSS- or TAG-funded services a refugee can receive 60 months after his or her date of entry are referral, interpreter, and citizenship and naturalization preparation services.

b. Rules, restrictions, and principles

The regulations governing RSS, TAG, and other refugee services establish numerous rules and restrictions that programs must conform to in using the funding to provide services. These rules are important parts of the context in which to understand how programs in different states or

¹⁷ Day care can be provided if no other publicly funded child care funding is available. Day care for working refugees is only available for up to one year after the refugee becomes employed.

¹⁸ The regulations governing these other services are in 45 CFR §400.155.

counties serve refugees. For example, programs using RSS and TAG funds must develop with the refugee family a coherent family self-sufficiency plan and individual employability plans to address the family's needs from time of arrival until attainment of economic independence.¹⁹ RSS and TAG's primary focus in providing English language training is to reduce the barrier that lack of English proficiency creates to employability, and the rules require that programs using RSS or TAG funds for English language training must provide it concurrently, not sequentially, with employment or employment-related activities.²⁰ Similarly, employable refugees must participate in employability services as a condition of receiving RCA unless exempt.²¹

Social services must be provided in a manner that is culturally and linguistically compatible with a refugee's language and cultural background, to the maximum extent feasible. States are encouraged to contract services to public or private nonprofit agencies such as resettlement agencies, faith-based and community or ethnic service organizations, particularly considering the special strengths of mutual assistance associations (MAAs). (In official documents related to the awarding of TAG grants, ORR states that it "believes it is essential for refugee-serving organizations to form close partnerships in the provision of services to refugees in order to be able to respond adequately to a changing refugee environment."²²)

States must ensure that women have the same access as men to training and instruction and must endeavor to include bilingual/bicultural women on service agency staff to encourage adequate service access by refugee women. RSS and TAG programs must attempt to obtain child care services, preferably subsidized, to assist parents with children to participate in employment services or to accept or retain employment.

The regulations set an order of priority for delivering services. For RSS, this order is as follows:

- a) newly arriving refugees during their first year in the United States;
- b) refugees receiving cash assistance;
- c) unemployed refugees not receiving cash assistance; then
- d) employed refugees in need of services to retain employment or to attain economic independence.

TAG services target refugees with difficulty in securing employment beyond their initial resettlement, and therefore the services use a slightly different order of priority that does not include newly arriving refugees. TAG priorities specify that providers first serve long-term cash assistance recipients.²³

¹⁹ 45 CFR 400.79 and 400.156(g).

²⁰ 45CFR400.156(c).

²¹ 45CFR400.76

²² See, for example, Office of Refugee Resettlement, "Final Notice of Fiscal Year 2006 Final Formula Allocations for Targeted Assistance Grants to States for Services to Refugees," September 15, 2006, available at <http://www.acf.hhs.gov/grants/open/HHS-2006-ACF-ORR-TA-0116.html> (accessed August 22, 2007).

²³ The order of priority for TAG is established at 45 CFR §400.314. The order for RSS is established at 45 CFR §400.147.

c. *Determination of RSS and TAG grant amounts*

ORR awards RSS and TAG formula funds to publicly-administered programs, public/private partnerships (PPPs), and Wilson/Fish alternative programs. RSS provides funding to states with allocations based on the most recent three years of refugee arrivals. In federal fiscal year (FY) 2005, about half the funding went to the four states with the largest service populations: Florida, California, New York, and Minnesota. In contrast, TAG assists counties “highly impacted” by large numbers of refugees. Allocations are based on the most recent five years of refugee arrivals. TAG was enacted to address very high rates of cash welfare use by refugees in the early 1980s, especially in California. The states receiving the most TAG funding in FY 2005 were Florida, California, New York, and Texas.

B. The Evaluation of the Refugee Social Services and Targeted Formula Assistance Grants Programs

1. Overview of the Evaluation

This evaluation of the RSS and TAG programs examines the programs’ effectiveness in improving refugees’ employment and income over time. Its key research questions include these three:

- How are RSS- and TAG-funded services delivered to refugees? To what extent do refugees receive these services?
- What are the employment and income outcomes of refugees served by the RSS and TAG programs?
- Do different refugee groups have different outcomes? If so, what factors are associated with this variation?

There are three components to the evaluation:

- ***An implementation study*** examining how the programs operate in different settings and what types of services are provided to refugees. This analysis relies on information obtained from site visits, including interviews with program staff and refugees, and analysis of program data.
- ***An outcome study*** examining refugees’ receipt of services and employment and public benefit outcomes over time. This component of the study relies on administrative data and a survey of refugees.
- ***A continuous evaluation design study*** that presents to ORR a range of options it might consider to complement its existing performance and evaluation strategies.

The study began in October 2004. Stages in the study included preliminary visits to various communities to identify the sites on which the evaluation would focus, collection of program and administrative data, visits to the three sites, focus group discussions with refugees who had received RSS or TAG services, and a survey of more than 900 refugees in the three sites.

This and the other case study reports describe the findings of the implementation and outcome studies, and a synthesis report analyzes overarching themes from the three sites. A separate, stand-alone report to ORR addresses potential plans for continuous evaluation.

2. Research Methodologies

a. Site selection

ORR, in consultation with the project team, identified several potential communities that could serve as the focus of the study. Based on the project team findings from preliminary phone conversations and site visits, ORR selected Houston, Miami, and Sacramento based on the following criteria:

- caseload size;
- high levels of RSS and TAG support;
- the availability of complete and accessible program data for research purposes;
- the cooperativeness of the local resettlement agencies and of the state and local administrators; and
- diversity among the sites, including diversity of service delivery strategies, geography, and population served (e.g., variation in the countries of origin; native languages and English language speaking abilities; education levels; family structure; age at entry; and entry as refugees, Cuban-Haitian entrants, or asylees).

b. Implementation study

The purpose of the implementation study is to understand how the RSS and TAG programs operate in different settings and how RSS and TAG funds are used to provide services to help refugees achieve economic success and social adjustment. The study examines what factors influence the structure, organization, and management of the programs in each site.

Two types of information collection were conducted for the implementation study: interviews with program administrators, partners, and employers at each of the three sites; and focus groups with program participants in each site. In addition, analysis of program data and the client survey—discussed in the section on the outcome study—help inform the analysis performed as part of the implementation study.

i) Site visits

The team conducted intensive site visits at each site. During the visits, project team members met with program staff at the agency coordinating RSS and TAG funding, RSS and TAG service providers, local welfare offices, employers of refugees, and staff of other organizations providing services to refugees. Topics covered included program goals, organization, staffing, services provided, population served, community and economic context, coordination among agencies and other organizations, and data systems. The team asked employers about their experiences employing refugees and the employers' involvement with refugee service providers.

During the visits, the project team members also reviewed documents provided by the agencies and organizations they were interviewing, such as client flow charts and memoranda of understanding (MOUs), and conducted case review discussions. During the case review discussions, service providers walked through selected individual case files, discussing the process the client went through, the services provided, the case management involved, and the client's progress toward achieving participant goals.

The site visits occurred in spring 2006.

ii) Focus groups

SEARAC conducted three focus groups in each site with recipients of RSS- and TAG-funded services. Seven to 20 individuals participated in each group. Participants were recruited with the help of local service providers; some had entered the country as recently as 2006. Questions were open-ended and designed to elicit detailed responses, including anecdotal material. Key topics included services received, agencies visited, satisfaction with services and providers, employment experiences, other service needs or gaps in services, and the refugee's adjustment to his or her new community. Within the basic format and topical areas, focus group questions were tailored to the circumstances of each site and of particular refugee groups, and moderators allowed the direction of the conversation in each particular group to develop flexibly within the framework set by these questions.

The focus group discussions occurred in June and July 2006.

c. Outcome study

The outcome study includes two components: (1) a descriptive analysis of services refugees received and employment and other economic outcomes since coming to the United States, and (2) a statistical analysis that shows associations between refugee characteristics and services and their outcomes.

i) Research sample and period of focus

The evaluation focuses on working-age adult recipients of RSS and TAG services who entered the country in federal fiscal years 2000 through 2004 (or, for asylees, who were granted asylum status during that period). The research sample was identified using service data from the providers of RSS- and TAG-funded services in each site, and included working-age adults, defined for the purposes of the sample as those between the ages 18 and 55 at the time of entry.

The period over which outcomes are analyzed varies by data source. NORC administered the survey between September 2006 and March 2007; it measured outcomes at the time of the survey, as well as earlier periods for selected outcomes. The outcome study uses unemployment insurance (UI) wage data to measure employment outcomes through the end of FY 2006. The period over which there is administrative data on public assistance receipt varies by site.

ii) Data sources

Data for the outcome study come from various sources:

- **Refugee entry data.** ORR provided the project team with data from the Refugee Arrival Data System (RADS) database. It includes basic demographic information on all refugees and somewhat more limited information on entrants. RADS data provided to the research team did not include information on asylees due to restrictions contained in an Attorney General Waiver of 8 CFR 208.6(a) that allows ORR to receive asylee information from USCIS and the Department of Justice’s Executive Office for Immigration Review (EOIR), but prevents ORR from sharing these data except as aggregate statistics.
- **Program data.** At each site, the agency administering RSS and TAG services provided data on recipients of RSS and TAG services. The data kept by each site differs, but each data set contains at least some demographic information on the recipients and data on which RSS and TAG services the refugee received.
- **Matching Grant data.** In Houston, most families with children in the research sample are first placed into the Matching Grant program instead of immediately receiving RSS and TAG services. (Some later receive RSS and TAG services when their eligibility for Matching Grant ends.) National and local Volags provided enrollment data and basic demographic information on Matching Grant participants in Houston.
- **Welfare administrative data.** State welfare departments provided data recorded in the welfare system on individuals in the research sample. Information provided include various demographic characteristics, TANF and RCA cash benefits received, and Food Stamp benefits received.
- **UI wage records.** State labor departments provided administrative data on wages earned in each quarter by individuals in the research sample. The data come from UI wage records.²⁴
- **Survey of refugees.** As part of this study, NORC conducted a survey of RSS and TAG clients in each site randomly selected from the research sample. The project team designed the survey instrument, which asked respondents about their receipt of the services provided through the RSS and TAG programs, their income, their employment histories, their program participation, and other characteristics that could influence their ability to achieve self-sufficiency through employment such as education level, English language skills, and their health status.

When the respondent spoke English sufficiently well, interviews were conducted in English. For other respondents, the interviews were conducted in the respondent’s own language. This was done using a translated version of the

²⁴ UI wage records do not capture work in a small number of sectors. Overall, it is estimated that about 98 percent of non-farm wage and salary employment is covered by unemployment insurance. Certain occupations and wages, however, are not captured by these data. Many employees not covered are agricultural workers, state and local governmental employees, domestic workers, and those in the Armed Forces. See Bureau of Labor Statistics, BLS Handbook of Methods, Chapter 5, “Employment and Wages Covered by Unemployment Insurance,” April 1997, available on the BLS web site at <http://www.bls.gov/opub/hom/pdf/homch5.pdf>. Informal or “off-the-books” employment will not be captured in the UI wage records.

instrument and bilingual reviewers for five languages: Arabic, Russian, Spanish, Ukrainian, and Vietnamese. Interviewers in other languages used interpreters provided through an over-the-phone interpretation service.

The survey was administered through a “mixed mode” method that involved both telephone and in-person interviews. NORC began by attempting to interview each respondent by phone; if that was not successful within a reasonable period, NORC later attempted to interview the respondent in the field. Interviews were attempted with a total sample of 1,488 refugees, and 955 were completed. Sample sizes, completed interviews, and response rates for each site are shown in *Table I.1*.

Table I.1: Sample Sizes and Response Rates in the Survey of Refugees

Size	Houston	Miami	Sacramento
Total sample	509	537	402
Number of interviews completed	315	334	306
Response rate (%)	62	62	76

Note: Total sample excludes “out-of-scope” cases such as deceased individuals or individuals found not to fit the criteria that defined the research sample (e.g., were not working-age adults).

The survey was fielded between July 2006 and March 2007. Analysis of the data for each site began when sufficient data were received and continued through the summer of 2007.

C. Environmental Context in Miami

1. Overview

Miami-Dade County was selected for intensive study because it serves the largest population in the country of individuals qualified to receive refugee services such as those funded through RSS and TAG, and has continuously served large numbers of refugees since the inception of the refugee assistance program in 1980. Consequently, there is an extensive network of experienced service providers and community support, particularly for Cuban refugees, who have the longest history in the Miami area. The vast majority of refugees (88 percent) in Miami are Cubans; Colombians (6.5 percent) and Haitians (4.5 percent) are the other large refugee groups in Miami. More recently, beginning in 2003, larger numbers of Venezuelans have come to Miami.

Unlike other locations in the country, most of the refugees served in Miami arrive as entrants or asylees and have not been assigned to a Volag for R&P services prior to entering the country. A smaller number are “refugees” as defined by the Immigration and Nationality Act. The latter group are identified before entry into this country and admitted under Section 207 of the Immigration and Nationality Act. In this report, the term “refugee” refers to all groups qualified to receive refugee services and “Section 207 refugee” refers to those that are admitted based upon determination of their refugee status prior to entry into this country.

With regards to Section 207 refugees, Miami does not accept free cases who arrive without an anchor family or friend in the area. However, as most individuals served are entrants or asylees instead of Section 207 refugees, a large number of individuals served in Miami are unattached. Miami's refugee program is state-administered.

2. The Miami Economy

Consistent with the national economy, unemployment in the Miami area increased from 2000 through 2003 and then began declining. However, Miami's recovery surpassed that of the nation overall, and at the time that the site visit was conducted (April 2006), Miami's unemployment rate was 3.6 percent.²⁵ Local service providers described the local economy as strong, but reported that there were some problems with the types of jobs available as well as limited opportunities for non-English speakers. Most respondents were of the opinion that anyone who wanted a job could find one. Construction, the service sector, and health care (nurses, medical assistants, technologists) were some of the "hot" job markets identified. The construction sector, in particular, had a high demand for workers because of an outflow of workers to New Orleans after Hurricane Katrina. It was reported that, as a result, more companies were willing to hire refugees and offer on-the-job training.

Job opportunities in the service industry and in manufacturing were reported to be more problematic, however, with entry-level jobs being harder to find and a lot of competition for those jobs. Respondents noted that a number of manufacturers, large distributors, and at least two large hotels had either announced closings or major layoffs in the Miami area in spring 2006.

Despite overall economic growth and a low unemployment rate, refugees still face language barriers. Spanish is widely spoken in Miami, easing adjustment and placement in a first job for Spanish-speaking refugees, but bi-lingual skills are important for moving ahead in the job market. For certain kinds of work—clerical, white collar, etc.—English is required. Several site visit interviewees noted that employers now require both English and Spanish for jobs.

D. Organization of this Report

Chapter II of this report describes the major groups of refugees served in Miami and presents findings from the survey and other data on their characteristics. Chapter III describes how refugee services are delivered in Miami and presents data on which services program participants receive. Chapter IV discusses descriptive statistics on outcomes of program participants in the research sample, including receipt of public assistance, employment outcomes, and income. Chapter V presents the results of statistical analysis of associations between services received, program outcomes, and participant characteristics. Appendices include a list of programs visited, a list of South Florida Workforce (SFW) refugee services contractors and contract specifications, and service eligibility rules for Cubans and Haitians.

²⁵ Bureau of Labor Statistics, Local Area Unemployment Statistics, <http://www.bls.gov/lau/>, accessed August 23, 2007. The national unemployment rate for April 2006 was 4.7 percent. <ftp://ftp.bls.gov/pub/news.release/History/empst.05052006.news>, accessed September 17, 2007

II. POPULATION SERVED

A. Major Refugee Populations

As shown in *Table II.1*, the vast majority of refugees in Miami are Cubans, ranging from a low of 77.3 percent in FY 2003 to a high of 93.9 percent in FY 2004. Haitians, although a small percentage of the annual refugee arrivals, make up a substantial portion of those served through refugee services. More recently, larger numbers of Colombians and Venezuelans have come to Miami and been granted asylum.

Table II.1 Annual Arrivals by Region of Origin and Entry Cohort

Country (%)	Year of Entry					Total
	FY 2000	FY 2001	FY 2002	FY 2003	FY 2004	
Colombia	4.2	8.1	9.3	11.4	2.7	6.5
Cuba	89.9	85.3	85.6	77.3	93.9	87.6
Haiti	4.6	5.4	4.1	8.1	2.1	4.5
Venezuela	0.1	0.1	0.3	2.2	1.1	0.6
Other	1.2	1.1	0.7	1.0	0.3	0.8
Total	16,027	14,763	14,120	7,557	16,180	68,647

Source: State refugee office

The refugee population in Miami is unique in that most of the “refugees” are not granted refugee status prior to entering the country and assigned to a Volag for R&P services. Instead, they are granted asylum under Section 208 of the INA or are admitted as Cuban/Haitian entrants under the Refugee Education Assistance Act in accordance with the requirements in 45 CFR § 401.2, adding some complexity to their resettlement process, including lawful employability and their efforts to establish legal residence status. Some Cubans arrive in the United States under INA Section 207 as refugees. Many Cubans and some Haitians arrive in the United States in undocumented status, and are permitted to enter. About 20,000 Cuban parolees enter annually as part of the Cuban lottery program. Some Cubans or Haitians arrive at a Port of Entry and are paroled into the United States, or are apprehended in the interior, and then paroled into the United States;²⁶ some Cubans or Haitian apply for asylum. Some Cubans or Haitians are subject to an Order of Removal (even though the United States does not remove them to Cuba), and some of these apply for asylum as a defense against removal. Some Cubans who were being detained but can no longer be detained indefinitely are released. An example of the last group is Mariel boatlift criminals who are slowly being released into the community after over 20 years in detention. Colombians and Venezuelans are largely asylees.

*Table II.2*²⁷ shows that the percentage of individuals receiving RSS and TAG services who are classified as “refugees” (e.g., Section 207) is indeed quite small (an average of 7 percent), and has been decreasing over the period FY 2000-2003, with a small increase in 2004. Over four-

²⁶ Under the Cuban Adjustment Act (CAA) of 1966, any Cuban who is admitted or paroled into the United States for more than a year (a year and a day) may apply for adjustment to Legal Permanent Resident (LPR). This applies only to Cubans.

²⁷ Note that this table excludes individuals over the age of 55 at entry.

fifths of those served in Miami are Cuban-Haitian entrants, and about 10 percent are asylees.²⁸ In 2003 and 2004, there is a notable increase in the percentage of entrants, as well as a decrease in the number of refugees.

The gender distribution, age at entry, and marital status of refugees in Miami has remained fairly constant over the periods FY 2000-2004, with males comprising slightly more than half of the arrivals and just over 70 percent of arrivals ranging in age from 26 to 45. About half are married, and 40 percent are single.

²⁸ The definition of entrants (page 1) includes parolees, but the RSS and TAG program data report parolees separately. Cuban and Haitian entrants need to apply for parole in order to become eligible for work authorization; refugees and asylees are eligible to work simply by virtue of their status.

Table II.2 Characteristics by Entry Cohort

Characteristic	Year of Entry					Total
	FY 2000	FY 2001	FY 2002	FY 2003	FY 2004	
Gender (%)						
Female	49.0	45.7	46.2	43.6	45.3	46.0
Male	51.0	54.3	53.8	56.4	54.7	54.0
Age at entry ^a (%)						
18 to 25	15.0	15.7	15.8	17.5	16.3	16.0
26 to 35	43.0	42.1	41.0	40.6	38.5	41.0
36 to 45	28.4	28.7	30.3	29.2	31.9	29.7
46 to 55	13.6	13.6	12.9	12.8	13.3	13.3
Marital status (%)						
Married	46.2	50.1	46.8	39.8	45.0	46.0
Single	43.4	35.0	38.0	45.6	39.3	39.7
Separated	5.7	7.4	6.8	4.7	4.9	6.0
Divorced	4.2	6.9	7.7	9.5	10.5	7.8
Widowed	0.5	0.7	0.7	0.5	0.4	0.5
Immigration status (%)						
Asylee	7.3	10.8	11.5	12.0	7.5	9.7
Cuban-Haitian entrant ^b	78.8	78.7	80.4	84.1	87.8	81.9
Refugee	13.0	9.6	5.9	1.4	3.8	7.0
Other ^c	0.9	0.9	2.3	2.5	1.0	1.4
Education level at entry (%)						
0 years	0.8	0.3	0.6	1.8	1.0	0.8
1 to 9 years	19.8	15.7	12.5	11.5	10.7	13.8
10 to 11 years	6.3	5.6	3.8	5.6	5.1	5.2
12 years	64.5	72.7	76.8	67.6	74.8	72.2
13 to 15 years	5.1	3.4	2.9	6.1	4.8	4.3
16 years or more	3.4	2.4	3.3	7.4	3.6	3.7
English speaking (%)						
No	91.6	89.9	85.4	71.3	76.4	83.7
Yes	8.4	10.1	14.6	28.7	23.6	16.3
Language spoken other than English (%)						
Creole or Creole / French	7.7	8.7	7.7	14.1	7.7	8.9
Spanish	92.0	90.7	92.1	85.5	92.0	90.7
Other	0.4	0.6	0.3	0.4	0.4	0.4
Sample size	9,722	12,951	10,317	7,418	11,766	52,174

Source: RSS and TAG program data provided by the state

^a For asylees, "entry" refers to when the individual was granted asylum status

^b Includes those identified within the data as "C-H Asylum Applicant," "C-H Parolee," "C-H Removal Proceedings," and "Entrant"

^c Includes those identified within the data as "Amerasian," "Citizen," and "Other"

B. Household Composition

Table II.3 describes the household characteristics of RSS and TAG clients in Miami, based on the survey conducted as part of this study. Household characteristics are similar for refugees arriving in any of the five years included in the study (FY 2000-FY 2004). The average household size is about three. In 46 percent of cases, the refugee lives with a spouse and in 59 percent lives with one or more sons or daughters. Almost all households with minors have one or two minors; less than five percent of households have three or more minors.

Table II.3 Household Characteristics by Entry Cohort

Characteristic	Year of Entry					Total
	FY 2000	FY 2001	FY 2002	FY 2003	FY 2004	
Average number of individuals in household	3.2	3.2	3.1	2.4	2.9	3.0
Average number of working individuals in household	1.7	1.8	1.7	1.5	1.7	1.7
Number of adults (%)						
1 adult	19.0	11.0	28.1	26.7	24.7	21.2
2 adult	42.9	50.0	40.6	57.8	45.7	46.9
3 or more	38.1	39.0	31.3	15.6	29.6	31.9
Number of minors (%)						
1-2	60.3	46.3	59.4	35.6	54.3	51.9
3-5	*	*	*	*	*	2.7
6 or more	0.0	0.0	0.0	0.0	0.0	0.0
Percentage of respondents living with:						
Spouse	50.8	45.1	50.0	46.7	39.5	46.0
Parent(s)	14.3	20.7	15.6	*	12.3	14.0
Son/Daughter(s)	71.4	57.3	70.3	46.7	49.4	59.1
Grandparent(s)	*	0.0	0.0	0.0	*	*
Grandchild(ren)	*	*	0.0	0.0	*	2.7
Sibling(s)	7.9	8.5	9.4	*	*	7.5
Other relative(s)	7.9	9.8	*	*	8.6	7.2
Non-relative(s)	14.3	29.3	12.5	15.6	19.8	18.8
Sample size	63	82	64	45	81	335

Source: Refugee Assistance Survey

*Indicates a category that contains fewer than five individuals

C. Education and Language Skills

Refugees served by RSS and TAG programs (*Table II.2*) in Miami arrive in the United States already having relatively high educational attainment, with an average of over 70 percent of arrivals from FY 2000- FY 2004 having completed 12 years of education. About 15 percent entered with between no years and nine years of education, but the percentage of refugees arriving with low education attainment has been declining from FY 2000 to FY 2004. The population of refugees served in Miami includes a high number of professionals (almost 4 percent with 16 years or more of education), and some RSS and TAG providers in Miami offer specialized services aimed at this group. Data from the sample of RSS and TAG clients surveyed (*Table II.4*) also show a highly educated population, with about one-fourth of respondents reporting a college or university degree, as well as professional degrees reported by more recent arrivals (7 percent of those entering in 2003 and 10 percent in 2004). Educational attainment is very similar to that of Dade county's population overall, with 25.2 percent reporting a bachelor's degree or higher on the 2005 American Community Survey.²⁹

The number of refugees served that speak English has been increasing in Miami. While the percentage of refugees speaking English declined somewhat between federal FY 2003 to FY 2004 (from 28.7 percent to 23.6 percent), in FY 2000, only 8.4 percent of refugees spoke English. Most refugees speak Spanish (about 91 percent) and about 9 percent speak Creole or Creole and French (*Table II.2*). The survey of RSS and TAG clients provides more detail on English language skills (*Table II.4*). One quarter of respondents indicated that they speak English well or very well, and a similar percentage was reported for writing in English. A higher percentage of respondents reported that they are able to understand English and read English materials well or very well. While almost all RSS and TAG clients who were surveyed indicated that they can read and write well or very well in their native language, only a few indicated limited reading and writing skills in their native language. Service providers did note literacy problems in the Haitian population.³⁰

²⁹ U.S. Census Bureau. "Miami-Dade County, FL: Selected Social Characteristics: 2005." *American Community Survey 2005*. Available at <http://factfinder.census.gov>.

³⁰ Haitian Creole has only recently been promoted as a written language. French had been the sole language of instruction in Haiti until 1987, when Haitian Creole was recognized as an official language of Haiti. For further documentation of literacy problems, see *The Haitian Community in Miami-Dade*. 2005. Brookings Institution Metropolitan Policy Program.

Table II.4 English Ability and Education by Entry Cohort

Measure	Year of Entry					Total
	FY 2000	FY 2001	FY 2002	FY 2003	FY 2004	
Education						
Education level on arrival (%)						
None	0.0	0.0	0.0	0.0	0.0	0.0
Primary	0.0	2.5	4.7	0.0	4.9	2.7
Some secondary school	12.9	16.0	10.9	11.1	9.9	12.4
High school diploma	45.2	29.6	29.7	33.3	32.1	34.1
Some college or university	16.1	17.3	17.2	22.2	14.8	16.9
College or university degree	24.2	27.2	29.7	24.4	24.7	26.3
Professional degree	0.0	4.9	3.1	6.7	9.9	5.1
Other degree or certificate	1.6	2.5	4.7	2.2	3.7	2.4
English Language Skills						
Understand English (%)						
Very well	*	*	*	*	7.5	6.0
Well	22.6	35.4	35.9	31.1	31.3	31.5
Not well	48.4	40.2	50.0	46.7	43.8	45.3
Not at all	22.6	20.7	7.8	15.6	17.5	17.1
Speak in English (%)						
Very well	*	0.0	*	0.0	*	2.7
Well	16.1	29.3	21.9	22.2	21.3	22.5
Not well	37.1	41.5	46.9	46.7	40.0	42.0
Not at all	41.9	29.3	25.0	31.1	36.3	32.7
Read English materials (%)						
Very well	11.3	*	9.4	*	*	7.8
Well	25.8	34.1	25.0	31.1	31.3	29.7
Not well	27.4	32.9	40.6	37.8	32.5	33.9
Not at all	35.5	28.0	25.0	22.2	30.0	28.5
Write in English (%)						
Very well	8.1	*	*	*	*	5.1
Well	16.1	25.6	28.1	31.1	22.5	24.3
Not well	33.9	30.5	29.7	35.6	30.0	31.5
Not at all	41.9	40.2	35.9	28.9	43.8	39.0
Native Language Skills						
Read and write in native language (%)						
Very well	80.6	79.3	68.8	86.7	76.3	77.8
Well	19.4	19.5	28.1	*	22.5	20.4
Not well	0.0	*	*	*	*	1.8
Not at all	0.0	0.0	0.0	0.0	0.0	0.0
Sample size	63	82	64	45	81	335

Source: Refugee Assistance Survey

* Indicates a category that contains fewer than five individuals

D. Health Conditions

Most RSS and TAG clients surveyed reported their health status to be good or very good (52 percent), and one-quarter reported their overall health status to be excellent (25 percent). About one-fifth of those surveyed reported that their health was fair or poor, which is nearly twice the national average for adults 18 and older (12 percent) as reported in the 2005 National Health Interview Survey (NHIS).³¹ The reported incidence of disabilities was low (*Table II.5*). Site visits, which included discussions with health and mental health providers, identified a number of chronic conditions, including high blood pressure, diabetes, and childhood asthma. Health providers also noted the need for TB screening and therapy. It was noted that Cuban refugees are often well-versed in medicine because of the way they access health care in their own country. On the other hand, it was reported that, because of reliance on traditional cultural health remedies, Haitians typically do not seek out preventive care and are often extremely ill by the time they seek health services.

Mental health issues reported by service providers include chronic mental illness (generally diagnosed prior to arrival in the United States and treated with medication); adjustment disorders; and special counseling needs for victims of torture and domestic violence.

Table II.5 Self-Reported Health and Disability Status by Entry Cohort

Measure	Year of Entry					Total
	FY 2000	FY 2001	FY 2002	FY 2003	FY 2004	
Respondent's health status (%)						
Excellent	21.0	24.7	10.9	35.7	32.1	24.5
Very good	11.3	11.1	12.5	11.9	7.4	10.6
Good	43.5	40.7	53.1	35.7	34.6	41.5
Fair	22.6	19.8	23.4	16.7	22.2	21.2
Poor	*	*	0.0	0.0	*	2.1
Disability (%)						
Has work-preventing disability	*	*	*	0.0	0.0	3.3
Has disabled family member (adult)	*	*	*	*	*	2.7
Has disabled family member (minor)	*	*	0.0	*	*	3.3
Sample size	63	82	64	45	81	335

Source: Refugee Assistance Survey

* Indicates a category that contains fewer than five individuals

³¹ National Center for Health Statistics. "Summary Health Statistics for U.S. Adults: National Health Interview Survey, 2005." *Vital and Health Statistics Series 10*, Number 232. Hyattsville, MD: U.S. Centers for Disease Control. December 2006. Page 9. Unlike the Refugee Assistance Survey, the NHIS figure includes the elderly.

E. Plans to Apply for Citizenship

Almost all refugees surveyed in Miami reported that they are planning to apply for citizenship, ranging from 95 percent of refugees that entered in FY 2003 to 100 percent of refugees that entered in FY 2000. Cuban entrants can apply for legal permanent residency once they have been present in the United States for at least year, which then starts them on the path to citizenship.

III. SERVICE DELIVERY

A. Client Flow from Entry to RSS and TAG

1. Overview

Miami offers a large network of services for refugees, and many of the staff providing services are former refugees themselves. The Volags provide resettlement and Matching Grant services, while the Florida Department for Children and Families (DCF) provides RCA, TANF, Food Stamps, and Medicaid. The State Refugee Office in the DCF is responsible for distributing all RSS and TAG funds. The State receives discretionary funds for a variety of services that support refugees and promote their self-sufficiency. In addition to the RSS and TAG funding it uses for employment, education, employability services (e.g., legal services needed to obtain work authorization), and youth services (through an ORR waiver), Miami also receives a discretionary grant through the State from ORR for services to Cuban and Haitian entrants, which is also distributed through DCF. In addition, some local organizations have applied for and received discretionary grants directly from ORR. Youth and Family Services and employability services are funded by both Social Services and Cuban/Haitian funds. Targeted Assistance funds in Miami-Dade County are spent only on employment services. There is a strong focus on employment among all of the RSS and TAG service providers, but providers also address many social adjustment issues faced by refugees. Appendix A provides a summary of the service providers included in site visit interviews.

Work programs for refugees are administered through a state contract to SFW. Education services are provided through state contracts with Miami Dade College and Miami-Dade Public Schools. The state also funds four legal service providers to address employability status for refugees. Through a refugee coalition that meets monthly, organizations that serve refugees in Miami-Dade County share information and coordinate activities. Appendix B provides a list of SFW Providers and subcontractor performance specifications.

2. Reception and Placement

Volags provide resettlement services for people who are identified as refugees prior to entry into the United States and admitted under Section 207 of the Immigration and Nationality Act. The Volag is notified in advance of the expected arrival of these refugees. Individuals resettled by Volags must have an anchor family in the area, and that family generally helps with immediate food and shelter needs as well as taking the refugee to DCF and appointments at other agencies as needed.

Cuban/Haitian entrants, asylees, and others who are qualified for refugee services do not receive R&P services, and service providers do not know in advance when, or how many, individuals will be seeking their services. Appendix C summarizes RSS and TAG service and eligibility rules for Cubans and Haitians.

In addition, Volags provide Matching Grant services to some refugees (and other groups eligible for refugee services) during the first six months after their date of arrival. Because they are limited, these are generally provided to those individuals seen as most employable. In general,

these services are provided separately from RSS and TAG services. SFW has to obtain a release letter from the Matching Grant provider stating that they have completed Matching Grant before enrolling them in SFW. Since the Matching Grant providers are often the same as the SFW subcontractors, this is usually a very smooth transition.

3. Cash Assistance, Food Stamps, and Medical Assistance

RCA is provided to single individuals or couples with no children, while TANF (called WAGES in Florida) is provided to families with children. Both are administered by the DCF/Economic Self-Sufficiency Office. Refugees may receive RCA for up to eight months from their date of entry. (For asylees, the 'date of entry' is either the day on which asylum was granted or, if they had entrant status before receiving asylum, the date on which they were granted parole.) Matching Grant clients may still qualify for RCA if they are not employed after six months. Refugees may receive TANF following receipt of Matching Grant up to the normal program time limits.³² Refugees may apply for Food Stamps and Medicaid if they are receiving a Matching Grant. One person with no income and no shelter obligations will receive a monthly RCA benefit of up to \$180. If the individual has income, the RCA amount will be less or nothing. Refugee Medical Assistance (RMA) or Medicaid stays in place all eight months notwithstanding increase in income. While exemptions differ, the basics of the asset test and benefit structure are the same for RCA and TANF. Key service components of these assistance programs for refugees are intake, work registration, and case management.

a. Intake

DCF uses an Internet-based intake, which was part of an overall modernization model that involved substantial downsizing (reducing the number of local offices and staff). There are workstations in the DCF office, or applicants can complete the application in a community agency. (Online applications can also be prepared from home if the applicant has a computer, but usually this is not the case.) DCF staff cannot fill out the application for the applicants, but they do provide assistance. There are three to four workers who can help applicants use the computers in the waiting area to complete an online application. It was reported that the Internet model can be a problem for refugees, who need training on using the on-line application and seem to need the personal contact. For example, a respondent described that most of the Cubans are unfamiliar with the Internet, so learning the Internet is an additional barrier to accessing services. DCF staff often rely on partners, such as Matching Grant providers, to assist refugees in applying.

Applying by web can lead to an interview on the same day. If the applicant completes the application on a computer in the DCF office, they will be called on for an interview by an intake worker. Intake is conducted in English, Spanish, and Haitian Creole. At the intake interview, the client is asked about living arrangements, current expenses, and resources. The intake worker also explains the benefits system to the applicant, including telling the applicant about the Medicaid program (or RMA), and showing the applicant how Electronic Benefit Transfer cards work.

³² Under Florida's TANF rules, there is a lifetime limit of 48 months of TANF receipt. In addition, families can receive TANF only 24 out of 60 months, and 36 out of 72 months.

Many applicants who were assisted by a refugee service agency come to DCF with all of the papers required because the agency explains the documentation needed. Other refugees usually need to provide additional documentation, so the intake worker will tell them to return with paperwork. There is a drop box for this purpose so that applicants do not necessarily have to wait or see someone again. For applications completed elsewhere, a DCF interviewing clerk takes the applications from the Internet and prints them out. This worker writes down what needs to be done with each application, and then passes the application to the eligibility unit, where a worker contacts the client, tells the client what information is needed, and sets up an interview. For all applications, the interviewing clerk checks the Social Security Number (SSN) in a separate data system. If a refugee is without a SSN, the interviewing clerk prepares a letter for the refugee to take to the Social Security Administration (or if the application was done in the office, hands it to the intake worker).³³

b. Work registration

DCF intake workers explain TANF and RCA work requirements to applicants. While the processes differ somewhat for RCA and TANF clients, all clients must enroll with an employment service provider in order to receive benefits. Referrals to providers are made in one of two ways. RCA clients choose from a list of service providers while TANF clients are assigned by SFW through the computer system to the nearest provider (by zip code). The client goes to the provider and registers there. Once registered, the client returns to DCF to begin receiving benefits.

c. Case management

Once a client is registered with a SFW subcontractor, that subcontractor monitors participation, employment, and earnings; DCF just has to know that the client is complying. If a subcontractor finds someone out of compliance, the information will reach DCF through the computer, and they have to apply the sanction. Mostly, the sharing of information about cases is done through the computers, with occasional personal contact between DCF and the employment service provider. After eight months, an RCA client is informed that their cash assistance is ending and that they must reapply if they need Medicaid or TANF. Food Stamp eligibility continues (so long as the individual follows through with recertification every six months). Recertification is an easier process since there is no need for a face-to-face interview—recertification can be prepared online and dropped off in a recertification drop box. Recertification workers will call and check in with clients who have had complications or changes in their case, and may set up a face-to-face meeting if needed.

When Matching Grant benefits end, some refugees apply for TANF. DCF interviewees indicated that this often occurs because a recipient gets a job and subsequently loses it, and then applies for public assistance again. There are also cases where a father comes and signs up for RCA, and when his family arrives later, the case becomes a TANF case.

³³ Food Stamp, TANF, and Medicaid regulations require that refugees apply for their SSNs as a condition of eligibility for federal public benefits. An original letter on DCF letterhead is provided to refugees, indicating the client's imminent approval for these benefits, save absence of a Social Security number to take to SSA. When an SSA official signs off and confirms that the refugee has applied for a SSN, the letter is returned to the eligibility specialist for benefit approval.

B. RSS and TAG Services

1. Employment Services

Employment is clearly the focus of the RSS and TAG program. As shown in *Table III.1*, RSS and TAG administrative data indicate that over two-thirds of all refugees had received employment services, and over 40 percent had received these services within 120 days after entering the country. All RSS and TAG employment services are delivered through a contract between the state and SFW, which was a not-for-profit corporation, but is now part of the Miami-Dade County government. SFW in turn contracts with 14 providers across the county to deliver employment services. Their subcontractors include One-Stop Career Centers; however, refugee services are provided separately from other services the subcontractors may provide, and the refugee services are generally not provided at the One-Stop Career Centers. The contracts with SFW are performance-based, with payments for intake, initial placements, and retention at 90 days and 180 days.

Table III.1 Receipt of RSS and TAG Services by Entry Date

Service Type (% receiving)	Within 30 days after entry	Within 60 days after entry	Within 90 days after entry	Within 120 days after entry	Within 365 days after entry	Ever received service
Education or Training						
Adult basic education	0.2	0.5	0.7	0.9	1.8	4.2
English as a second language	1.5	3.4	5.4	7.0	13.9	22.8
On the job training	0.1	0.3	0.4	0.6	1.2	1.6
Vocational training	0.2	0.5	0.8	1.0	2.3	5.7
Employment services	23.4	32.3	37.4	41.6	58.6	67.9
Other						
Legal services (related to employment)	18.3	20.6	21.8	22.4	30.2	36.7
Citizenship services	0.0	0.0	0.0	0.0	0.1	0.6
Any service	39.6	51.1	57.7	62.5	83.9	100.0
Sample size	52,174	52,174	52,174	52,174	52,174	52,174

Source: RSS and TAG program data provided by the state

a. Enrollment

All refugees that are eligible for services are required to register with one of the SFW employment services providers, whether they are applying for cash assistance, registering for English for Speakers of Other Languages (ESOL) classes, or seeking social adjustment services. SFW serves three main categories of refugees:

- **Welfare Transition caseload:** Families on cash assistance (TANF, called WAGES in Florida).
- **RCA recipients:** Individuals and childless couples who arrived recently enough to still be eligible for RCA and meet other RCA eligibility criteria.
- **Non-cash assistance caseload:** Primarily individuals who have been in the country for longer periods of time and are no longer eligible for RCA; also, individuals and families who do not meet the eligibility criteria for TANF or RCA.

Intake for employment services occurs at the subcontractor level. The provider is alerted about referrals from DCF through the computer system and staff at the employment service provider send the client a letter asking them to come in. In addition, there are walk-ins. Many of the walk-in clients fall into the third group of recipients listed above—they are not receiving cash assistance.

Employment services providers pre-screen clients for barriers, including the need for legal documents. After the pre-screening, the providers refer the clients to RCA if they are eligible and have not already applied, and refer them to legal services if necessary. The pre-screening takes place before “official” intake. As some clients cannot begin job search right away because of a lack of a work permit, the service provider opens a file and manages the case—working with the client to obtain pre-employment skills, enroll in ESOL classes, obtain legal/immigration services for work authorization, and participate in community service activities (if needed to meet WAGES participation hours). When the client obtains the work authorization, then he/she can begin job search and the intake information is sent to SFW. Clients who are receiving TANF or RCA come to the employment service provider’s office monthly to obtain transportation assistance (bus vouchers), and to report participation for TANF. Providers conduct follow-ups at 30 days, 90 days, 120 days, and 180 days.

b. Service provision

Based on interviews and case reviews with the three largest of the 14 refugee employment services providers (Miami-Dade County Department of Human Services, Youth Co-op, and Jobs for Miami), it appears that all of the SFW subcontractors follow a similar approach for enrollment and follow-up, as described above. Similar challenges were noted by the three providers as well. All of the employment service providers offer services in the language of the client, and workers are culturally and linguistically competent. Based on the case reviews, case managers and job developers go beyond providing the standard support services funded by their contract, and provide a wide range of referrals as well as moral support and coaching. Refugees served by all of the providers are mostly Cuban, Haitian, Colombian, and Venezuelan. The

programs vary in their organizational affiliation and their service locations, and each described ways in which they felt they were unique in tailoring their services to refugees.

Miami-Dade County's Department of Human Services (M-D DHS) is a county office with a mission to provide holistic and comprehensive services. Being a county program, staff find that they can easily refer clients to other needed services that are offered by their agency, including child care, elderly care, substance abuse treatment, and services for victims of domestic violence, homelessness, and other at-risk situations. Refugee services are provided in five neighborhood centers, while refugee employment services are provided at only two. Youth Co-op provides RSS and TAG services, Matching Grant, R&P, and immigration services. They have three offices in Miami-Dade County: Little Havana (the main office), Hialeah, and Westchester. Youth Co-op also manages three One-Stop Career Centers. Jobs for Miami describes its overall mission as advocating for underserved populations. Most of their work is focused on economic self-sufficiency. In addition to the refugee employment program, they operate a One-Stop Career Center, youth services, and family empowerment services.

Refugee employment service at these three organizations are provided by teams of social workers who conduct assessments and serve as case managers, and job developers who work with employers and with clients specifically on employment and job search activities. The case managers complete enrollment, develop the individual employment plan and work with clients until they have their work authorization. Clients receive a listing of all refugee education programs and attend employability skills classes. Some case managers specialize in working with TANF clients. RCA clients generally have a shorter orientation and work with the job developer sooner because they need to find work right away.

As one program director noted, the job developers do most of their work "the old fashioned way," meaning mostly through personal contacts and networking rather than electronic communication. The job developers' activities include client recruitment, client assessment, job placement, and recruiting employers. The job placement goals are: first, survival, and then improvement once the client has a better background in English. Job developers interview clients to help match them with the best job, and they also explain to clients about work life in the United States (e.g., punctuality, dress, applications, Internet job search and applications). Job developers also call employers; set up interviews with employers; and make sure that the client is prepared for their interview. Job developers make face-to-face visits with employers and visit job sites.

The job developer and the case manager work together as a team for providing service, monitoring client participation (for TANF clients), and following up on employment, including working on job advancement as clients gain employment experience and English language skills improve. Each office has a supervisor whose job includes: monitoring placement to comply with the SFW contract, serving clients, checking job developers' and case managers' reports, reviewing participation reports for TANF clients, sending information to their organization's management information system, analyzing numbers, and meeting with staff regularly so that they can make their targets every month.

c. *Career Laddering program*

The Career Laddering initiative was introduced by the state to help the many refugees who had been professionals in their native country become credentialed in a related field in Florida. It offers them more intensive services to help them become professionals in the United States. Originally, career laddering was included in all SFW contracts for refugee employment services. Now only four SFW subcontractors, including the three subcontractors visited for this study, offer career laddering because it is a more intensive service. To be eligible for this program, an individual must:

- have parole status, or be a Cuban/Haitian entrant, or an asylee, or refugee, Amerasian, or Certified Victim of Trafficking
- have been in the United States less than 5 years
- be working
- have some English proficiency
- have a professional degree, experience, or a certificate from native country

The program serves mostly refugees who had been professionals in their home country, such as professors, health care providers (mostly doctors), engineers, architects, or accountants. Each of the programs visited has one team that focuses on career laddering. First, the client is assessed by the job developer, including discussing long-term career goals; developing a career plan; and discussing barriers and how to address them. The job developer assists clients with credentialing, training, and obtaining employment in a field consistent with the client's career goal. The career laddering program provides the client with a voucher that pays the cost of obtaining their diploma from their home country and having the credentials translated. There is a private company that does the translation and reviews the credentials against state requirements. The company provides an official letter of review that indicates what the client needs to do to become licensed in the United States. A second option may be to send the individual's information to the Florida Board of Medicine to get an official assessment of the degree and the requirements needed to obtain an equivalent degree in Florida. The job developer explains the need for vocational training in this country, and, as an interim plan, may suggest the client try an entry level certification program (e.g., certified nursing assistant) and move up from there. For other professions, the career laddering program helps clients use the Internet to research the rules for their profession and obtain monetary support from various sources to assist with fees for exams and other requirements. They will also pay for relevant training, such as a QuickBooks class for those with accounting backgrounds.

The programs visited only accept clients with an ESOL level of 3 or above for career laddering. To improve their English skills for professional-level jobs, these individuals may be sent to intensive English conversation courses or medically oriented English classes (Florida International University and Miami Dade College were mentioned as sources for such classes). These English classes are small (six to eight people) and most of the students attending are professionals. For employment, the goal is a placement that is as close as possible to the field they worked in when in their home country. They may have to start with entry-level work in the

same field. The career laddering contract will pay for bus passes, but not gas cards; the program can provide vouchers that cover full tuition and books for all courses that are less than one-year.

The career laddering contract can also pay for on-the-job training (OJT) and “employed worker training contracts,” which can be used for clients to obtain training where the client is already employed. The job developer can negotiate a six to eight week training period and the employment service provider can pay up to one-half of the training cost.

Box 1: Examples of career laddering

- A Cuban with a B.A. in economics—started in a minimum wage job transporting corpses; Youth Co-op paid to have his credentials translated and he took ESOL classes; now he earns \$14 an hour as an accountant.
- A Venezuelan architect—enrolled in AutoCAD (drawing program) class at Miami-Dade Public Schools—got a job at an engineering company.
- Medical Doctor from Colombia—was on TANF and got a sales job; had his credentials translated—now he is a health information technician at Victoria Rehabilitation Center.

d. Service receipt and client experiences

Three sources of data provide some insights into client experiences: the survey of RSS and TAG participants, focus groups conducted in Miami, and case reviews conducted with service providers.

Table III.2 shows the results of the survey questions regarding services received by refugees. The survey asked about types of services received, but did not ask respondents to identify whether the services were delivered under RSS and TAG or under some other program. As a result, the figures shown in **Table III.2** may not necessarily reflect RSS and TAG services in particular. Both the survey and program data show a consistent pattern of service receipt for employment services and legal services, but survey respondents report a much higher receipt of English language training than indicated in the program data. English language training is the most common service received by survey respondents, reported by over 60 percent of respondents, but program data indicate that less than 25 percent of refugees received this service. Over half of the survey respondents reported receiving job services, and program data show that 68 percent of refugees received RSS and TAG employment services. Legal services are reported by 29 percent of survey respondents, consistent with the RSS and TAG data showing that 37 percent of refugees received RSS and TAG-funded legal services related to employment. The reason for the difference in reported receipt of ESOL services is not clear, but one possibility is that individuals receive English language training through programs other than those funded by RSS and TAG. The receipt of employment and legal services is consistent with the employment-

focused structure of Florida’s contracts with refugee service providers and with the information gathered in during site visit interviews.

The survey asked a single “customer satisfaction” question, asking the respondent to rate how he or she felt about all services received to help with resettlement, adjustment, and self-sufficiency. Over 80 percent of survey respondents in Miami rated the services as excellent or good. This high degree of satisfaction was reported by all cohorts.

Three focus groups conducted in Miami (two conducted Spanish and one conducted in Creole) provide some information on client experiences with employment services. The two Spanish-speaking groups were generally positive about the employment services they received, noting assistance in completing forms, arranging for child care and transportation, job search, and job placement. One respondent said the following about the employment service provider that she used: “They do all the things here that they have to do to help you—day care for the children, the hours you can work, what your skills are.” The Haitian group had primarily been referred to employment services through education providers (English as a Second Language and vocational training). Some had received job readiness training (how to present oneself in an interview, etc.), but most remained unemployed and were uncertain about the process of working with an employment services provider. Refugees’ adjustment to the work environment in the United States varied. One respondent commented that, “We have to learn how capitalism in the U.S. operates. We start by getting credit and getting jobs.”

Case reviews conducted with workers at the three employment services providers visited provided additional detail on individual client situations and service received. The accompanying text boxes provide illustrative examples.

Box 2: Sample trajectory for a family on TANF

A family of four (father, mother, and two children) arrived from Cuba in 2004. When they first came to the employment services provider, they did not have work permits, so they were enrolled in REVEST for 30 hours a week. The REVEST program faxes attendance information to the case manager in order to document compliance with TANF requirements. The case manager also helps the family arrange for day care and after school care assistance, as well as bus passes.

It took about 3 months for the father and mother to obtain work permits. At that point, both adults were transferred to the job developer. They each were hired into jobs after their first interviews and were happy with their jobs. The case manager believes that taking ESOL classes for the first 3 months helped them in getting a job because their English improved considerably. The employment services program gave the father an incentive payment of \$500 in recognition of 6 months of consecutive work with the same employer (the current incentive amount is less because of budget constraints).

The family purchased a car and the case manager helped them obtain assistance with car insurance, car repairs, and car registration. They received gas cards monthly. Every 6 months, the family has an appointment with child development to redetermine their child care subsidy amount. The family reports back to the case manager if there are changes in their job situation, a raise, etc. The case manager also follows up with the employer monthly by telephone to update information. This family has now transitioned off of TANF cash assistance because their income is too high, but they continue to receive transitional benefits (e.g., gas card, child care) for two years. They can receive employment services for five years, so the case manager will continue to follow the case and talk to them about advancement opportunities.

Box 3: Sample case of a Haitian client on RCA

A married Haitian came to this country alone. She is currently staying with family members. She has been granted asylum and is receiving RCA. In a year she will be able to apply for her husband to come to the United States. She is a high school graduate. She has typing skills, has studied business administration, and worked as a secretary in Haiti. She came to this country in May 2005 and came to this program in November 2005, but she had been to another employment service provider prior to this and is already enrolled in the REVEST program.

The job developer has had some difficulty placing this woman because of schedule constraints. She is very religious and cannot work on Sundays. The job developer referred her to a Haitian telephone company that was looking for sale representatives, but the job conflicted with her schedule at REVEST (she attends English classes every weekday morning). The job developer plans to refer this woman to airport services because they have afternoon positions. He also sent the woman to a hotel, but the employer was hesitant because she does not have U.S. work experience. In this case, the job developer also feels that pride may have gotten in the way – the woman may have felt the job was beneath her and did not make a good impression. The job developer is continuing to work with this woman. He notes that Haitian businesses tend to be smaller and have fewer resources so there is less of a network for employment than there is for Cubans.

Table III.2 Receipt of Any Services by Entry Cohort

Measure	Year of Entry					Total
	FY 2000	FY 2001	FY 2002	FY 2003	FY 2004	
Ever received services (%)						
Job search	46.0	43.9	54.7	66.7	56.8	52.5
Subsidized employment	*	0.0	*	0.0	*	2.1
Vocational skills training	11.1	22.0	18.8	17.8	13.6	16.7
GED/ABE instruction	*	8.5	*	*	*	5.7
ESOL/English language training	60.3	59.8	68.8	68.9	53.1	61.2
Legal services	22.2	20.7	35.9	35.6	34.6	29.3
Translation/Interpretation services	14.3	9.8	10.9	*	16.0	11.9
Assessment of services and assistance received to help settle, become adjusted, and support oneself (%)						
Excellent	23.7	30.0	32.8	31.1	40.5	32.1
Good	57.6	52.5	50.8	53.3	43.0	50.9
Fair	11.9	10.0	13.1	13.3	11.4	11.7
Poor	*	*	*	*	*	4.0
Don't know	*	*	0.0	0.0	*	*
Sample size	63	82	64	45	81	335

Source: Refugee Assistance Survey

* Indicates a category that contains fewer than five individuals

2. Education and Training

The state refugee office contracts with Miami-Dade Public Schools and Miami-Dade College to provide adult education, including ESOL and vocational training for refugees, using RSS funds and discretionary funds for Cuban and Haitian entrants.³⁴ The Miami-Dade Public Schools program serving refugees is known as SAVES (Skills for Academic, Vocational and English Studies). The Miami-Dade College program is called REVEST (Refugee/Entrant Vocational Education Services Training). The most common educational service received by refugees is ESOL, with 22.8 percent of refugees having ever received this service (*Table III.1*). Participation in other education and training is much lower—4.2 percent of refugees received adult basic education and 5.7 percent received vocational training. Consistent with the employment focus of the refugee program in Florida, only a small percentage of education or training services were received in the first 120 days after entry into the country.

Both SAVES and REVEST have the same eligibility rules and benefits. Both programs are located in educational institutions that provide free adult education classes to anyone, but the programs provide RSS and TAG-funded benefits to refugees that are not available to other students. The state provides the eligibility rules as well as updates for any changes or clarifications concerning refugee eligibility. Benefits for refugees include targeted ESOL classes; tuition for one year of vocational training; free books, supplies, and software for classes; more

³⁴ Refugees are also referred to Florida International University (FIU) for more advanced English and training classes, but this is not funded by RSS and TAG.

intensive educational guidance; free child care; employment referrals; and bus passes.³⁵ REVEST staff also reported that they provide reimbursement for a refugee to obtain a copy of their degree from their home country and reimbursement for degree translation and evaluation services.

Students are asked about employment at intake, and both SAVES and REVEST refer students to SFW refugee employment services providers. Students are required to enroll with an employment provider in order to receive the additional benefits noted above. SAVES administrative staff reported that, in general, with the extra services and supportive environment for refugees, SAVES performs better than the district average for adult education programs.

a. Outreach

For the SAVES Program, refugees call a well-publicized general number and are referred to the closest school for eligibility and intake. SAVES also has radio talk shows in Spanish and Haitian Creole. Updated information is discussed regarding SAVES program eligibility requirements and benefits. SAVES school staff, students (including “success stories”), and agencies providing services to refugees/asylees are prominently featured on the radio shows. REVEST recently opened a community-based office and classrooms in Hialeah as an outreach strategy. Program staff reported that REVEST does little advertising; most referrals are word of mouth.

b. Service delivery

SAVES and REVEST offer two different models for the provision of ESOL and vocational training for refugees, one that is more community-based and one that is more compatible with a college setting. SAVES attracts more vocational level clients and offers open-entry/open-exit programs in many locations. REVEST, which attracts more professional level clients, offers set schedules in a smaller number of locations. Most of the teachers in SAVES and in REVEST are part-time. Each student enrolling in SAVES or REVEST takes a standardized assessment and works with a staff advisor or counselor to determine the appropriate placement and education plan. Students start at ESOL levels 1, 2, or 3. SAVES students are seen by staff monthly when they pick up bus passes. In SAVES, students are advised for vocational programs when they attain level 3. The REVEST program uses the Comprehensive Adult Student Assessment System (CASAS) for assessment and placement. Advisors are assigned by class, and they have five to six classes each. The student’s plan is updated at least three times a class cycle—at intake, mid-term, and end of term.

SAVES operates in 15 schools in Miami-Dade County (some of which have satellites), and serves about 7,000 people annually. Some SAVES locations are free-standing adult schools, and some SAVES programs are housed in high schools. The main differences between locations are the class schedules and vocational program offerings. The Miami site visit included two SAVES locations, the English Center and the D. A. Dorsey Adult Educational Center. Both are free-standing adult schools that are open year-round seven days a week, mornings, afternoons, evenings, and weekends. There is a trimester system at these two centers with 16 weeks for each

³⁵ Participants must be full-time students and have good attendance to receive the child care and transportation benefits. Full-time means attending class three to four times per week.

session -- because they are free-standing adult centers, they are not tied to the public school schedule; most other schools that share with high schools have to follow the public school schedule. Both centers offer the SAVES program, general adult education classes, and vocational classes. ESOL is open enrollment, open entry, open exit. All classes are standardized—they use the same book and have the same tests so that students can go to any class that fits their schedule. Refugees can attend vocational classes at any of the adult schools. Classes offered include computer-related skills, cosmetology, allied health (including pharmacy technician, patient care assistant, and nursing), agronomical science, and auto mechanics. The Dorsey School has an arrangement with Wal-Mart to train students for their garden center.

REVEST provides education and support services for refugees at two campuses of Miami-Dade College and at one community-based location. REVEST serves about 3,000 students annually. There are three components to REVEST: VESOL (vocational English for speakers of other languages); GED (General Educational Development) classes; and PSAV (post secondary adult vocational education). The VESOL classes are only for refugees. REVEST offers levels 1-4 of VESOL and some conversation classes. The programs have set enrollment periods. Each level is 16 weeks, split into two eight-week segments (e.g., 1A, 1B). Students have three to three and a half hours of English every day. REVEST offers three schedules for VESOL classes—weekday mornings, weekday evenings, and all day Saturday. VESOL classes include one week of employability skills as part of the curriculum in each class, tailored to the level of the class; there is a computer training component in the curriculum as well.

Respondents reported that there is an 80 to 85 percent retention rate in VESOL classes, and they noted that splitting the classes into eight week segments has dramatically improved retention because students have a feeling of accomplishment sooner. Students can repeat a level twice—REVEST provides tutoring if needed. Not many of the REVEST students need GED classes since many have high school degrees from their home country, so these classes are used to prepare students for the Test of Adult Basic Education (TABE), which is required for PSAV. A student must be Level 3 or higher in VESOL and score 11 or above on the TABE test to enroll in PSAV. REVEST offers only 20-25 PSAV courses because they are only allowed to fund one year of vocational training for refugees. The college has many more vocational programs, but most are longer than one year.

c. Coordination with employment providers

Respondent views varied regarding the extent of coordination with employment providers. Some SAVES staff say they do not have as much contact as they would like with employment providers; others noted good relationships with those who have staff that speak Haitian Creole. Sometimes employment service providers will come to the school to register students; sometimes employment providers hold job fairs at the schools; and once a month they all attend the refugee task force meeting. REVEST asks employment services providers to return forms to them indicating the completion of a referral and enrollment of the student, but feedback from providers has been limited. There is contact between REVEST and the employment services provider if there are issues, such as if the individual is not granted asylum or if there are concerns about a student's job placement. REVEST also offers similar services to career laddering and they refer back and forth to employment service providers as needed for these services.

d. Special programs

Both SAVES and REVEST are continually looking at ways to improve participation and levels of accomplishment for ESOL students. Beginning two years ago, SAVES set up special classes called targeted ESOL. These classes are smaller (ten to 12 students in a class), with specially trained SAVES teachers; all students in class are at the same level. They find that students advance faster in these smaller classes of just refugees. They will place students in targeted ESOL classes if it works for their level and schedule; the majority of refugees are in targeted classes. They currently have targeted ESOL classes at ten centers.

REVEST staff indicated that they are planning to add levels 5 and 6 VESOL as well as a Business English class, and that they would also like to add a Medical English class.

e. Challenges

Challenges noted by both education providers include accountability, personal barriers of students, and resource limitations. The CASAS test was recently instituted in Florida's adult education system and SAVES staff found the adjustment to be challenging.³⁶ Tests are taken centrally and SAVES staff track students' progress on the CASAS. ESOL teachers report that CASAS is frustrating to the students—they have had problems with the listening section, especially, because the test is not designed for speakers of other languages. For REVEST, data entry problems occur because they have to enter data into their own data system at REVEST, the college system, and the state's Refugee Service Data System (RSDS). They are working on batch data entry into the RSDS from the REVEST system, which will reduce duplication.

Personal barriers faced by students also create a tension between ESOL goals and employment goals. Barriers to employment reported by SAVES staff include low literacy, the high cost of housing and transportation, and lack of employment authorization documents. Because of the expense of living in Miami, people are working two or more jobs and have no time for school. REVEST staff noted that they would like to know more about what happens to the students in the longer term, but it is hard to follow-up after the student leaves school; many move and they lose contact.

Limited resources are also a challenge. Prices are increasing for books and software. REVEST staff salaries and fringe benefits are controlled by the college, so if these go up, they have to cut costs elsewhere in the contract. Respondents at SAVES noted that there is some competition with the local community college system. Both offer vocational programs—for example, Dorsey has an unarmed security program; the community college can train licensed police officers. However, the community college is invited to career fairs at the adult schools, so that students can be exposed to other opportunities.

f. Client experiences and education achieved in the United States

All of the respondents in the three focus groups held in Miami were aware of English and vocational education programs available to refugees, and many had participated in such

³⁶ REVEST was already using the CASAS.

programs. However, many focus group respondents still felt there was not enough assistance in learning English, and indicated that they could have benefited from more information (flyers, brochures, etc.) directing them to English classes. Respondents also noted that, even with ESOL classes, it is hard to fully embrace the use of the English language because they live in communities where Spanish or Haitian Creole remains the main means of communication. Focus group participants had also taken classes in computer skills and nursing, and would welcome more information about additional training opportunities. Some respondents were disappointed that private classes that would be helpful for refugees to pass their certification exams could not be paid for with refugee program funds.

Almost one-fourth of the refugees surveyed in Miami indicated that they have pursued a degree, diploma, or certificate in the United States (*Table III.3*). Of this group, over half (55 percent) were pursuing a vocational certificate or license. Further supporting evidence of higher educational attainment among refugees in Miami, 14 percent of those pursuing a degree were pursuing an associate degree, 14 percent were pursuing a Bachelor's degree, and 9 percent were pursuing a Master's or Doctorate degree. Of the group that reported ever pursuing a degree, diploma, or certificate in the United States, 36 percent had obtained a degree or certificate.

Site visit respondents provided additional insights regarding student educational achievement. SAVES staff reported that their pharmacy technician program has been very successful—97 percent pass the board and obtain jobs. About 10 percent of REVEST students go on to vocational programs after VESOL. Respondents indicated that security guard training is very popular—many graduates of that program work at the college in security. Child care training and computer training programs are also popular. The one-year limit on vocational training and the college schedule were identified as barriers, especially for medical programs. While REVEST can refer students to other financial aid resources in the college, individuals who already have a bachelor's degree (even one from their home country) are not eligible for this assistance. REVEST refers students with professional degrees to regular English classes in the college to prepare for licensing exams; some students go into the honors college at Miami-Dade College.

Table III.3 Education and Training Achieved in the United States

Measure	FY 2000	FY 2001	Year of Entry		FY 2004	Total
			FY 2002	FY 2003		
Have pursued a degree, diploma, or certificate in United States (%)	14.3	26.8	27.0	31.1	18.5	23.1
Of those pursuing a degree:						
Type of degree or certificate (%)						
Vocational certificate or license	-	-	-	-	-	54.5
High school diploma or GED	-	-	-	-	-	*
Associate degree	-	-	-	-	-	14.3
Bachelor's degree	-	-	-	-	-	14.3
Master's or Doctorate degree	-	-	-	-	-	9.1
Professional school degree	-	-	-	-	-	0.0
Other degree, diploma, or certificate	-	-	-	-	-	*
Obtained degree or certificate (%)	-	-	-	-	-	36.4
Sample size	63	82	64	45	81	335

Source: Refugee Assistance Survey

- Not calculated due to small sample size

* Indicates a category that contains fewer than five individuals

3. Work Authorization

The Florida Office of Refugee services uses RSS funds to contract with four legal service providers for legal services needed to obtain employment authorization; 37 percent of refugees have received these services, with about 22 percent of this group receiving such services within the first 120 days after entry into the United States. RSS funds for legal services must be used to support economic self sufficiency, which means that the key RSS-supported services provided by legal services organizations consist of helping refugees and other eligible populations obtain work authorization. The site visit for this study included three legal services providers. These visits provided the opportunity to learn in-depth about some of the eligibility issues particular to Cuban and Haitian entrants. Appendix C summarizes some of these issues. The legal service organizations also provide other services funded through non-RSS sources.

The primary way legal services providers help Cubans and Haitians get documented proof of work authorization is by helping them obtain parolee status or, particularly for Haitians who are unable to get parole status, asylee status. The legal service providers interviewed for this study described several challenges slowing or impeding the process of helping Cubans and Haitians receive particular statuses or documented proof of work authorization:

- **Backlogs in the issuance of alien numbers:** There have been computer problems surrounding the increased length of some Alien Numbers to nine digits. DHS started issuing longer numbers because they were running out of numbers, but the

technology locally cannot handle these numbers.³⁷ As a result, there was a backlog in processing nine-digit alien numbers, although it was reported to be improving. The backlog only applies to nine-digit numbers (whether one gets an eight-digit or nine-digit number is randomly assigned). When it was handled locally, the wait for work authorizations was at maximum eight weeks. Under the new system, some of the applications with nine-digit numbers took seven to eight months or longer. One provider noted that part of the problem is that Immigration Services is trying to centralize processing for efficiency, but Miami faces specific situations not easily handled by the centralized system.

- **Backlogs in court procedures:** Legal services providers indicated that application fees now have to be mailed to the USCIS Texas Service Center months in advance, while in the past, the fees could be dropped off at the local immigration office.³⁸ This requires more lead time for the client to bring in money for the fee and for the legal services provider to submit the fee. Clients also need to make appointments for fingerprinting, and fingerprints need to be run through the FBI. This all takes time. Another source of delay is that Social Security Numbers (SSNs) and the Systematic Alien Verification for Entitlements (SAVE) Program are not always updated properly.
- **Difficulties in obtaining asylum status for Haitians:** As described in Appendix C, many Haitians are ineligible for parole and must instead be approved for asylum before obtaining work authorization. All of the legal service providers interviewed indicated that it is very difficult for Haitians to obtain asylum (although some providers have had more success with the courts than others).
- **Misleading advice given from other sources:** Poor advice—in some cases malicious and in other cases simply incorrect—can be a barrier to the provision of legal services. One example is “Notarios” who help asylum applicants fill out DHS forms without the applicant understanding what he or she has filled out; in many cases the applicant later gets charged with fraud. Notarios also file false asylum applications to help individuals get driver’s licenses in the short term, but that causes problems when the asylum application is processed. One respondent felt that people are more vulnerable to scams now because they are more desperate about the immigration situation. Legal services providers and others interviewed during the site visit reported that state and local law enforcement officials have raided churches checking peoples’ papers and are picking people up when they are renewing their driver’s licenses if they do not have proper documentation. Since about three years ago, a green card or pending receipt notice with immigration is required to obtain a driver’s license. Service providers were of the opinion that, with Real ID to be implemented by 2008, the pressure is making people more desperate.

³⁷ At the time of the interviews, legal service providers reported that there were only two places in the U.S with the technology to handle the new numbers.

³⁸ According to one provider, this was part of a USCIS initiative to centralize processing and improve efficiency, but at the time of the site visit in April 2006, the system was not yet running smoothly.

All of the legal service providers visited have bilingual staff (in English and Spanish or English and Creole). Each provides similar services to refugees and encounters similar challenges, but it also appears that these providers have informally developed specialties in particular areas and refer among each other for cases with particular complications. All providers have performance-based contracts that list specific services and benchmarks for payment. For example, benchmarks include: intake; acceptance (date attorney approves service to be done); date filed (applications mailed); and resolution date (legal service providers do not always see this payment because resolution takes longer than the contract period).³⁹ Respondents indicated that asylum and difficult residency issues take the longest because they may involve an appeal. The state does not pay providers for appeals.

The three legal services providers included in the site visit were Catholic Charities Legal Services (CCLS), Human Rights Institute, and Florida Immigrant Advocacy. Catholic Charities Legal Services helps Cuban and Haitian entrants obtain work authorizations and move toward obtaining permanent residence status. Respondents at CCLS estimate that about two-thirds of their clients are Cuban and around 20 percent to 30 percent of their clients are Haitian. The remainder come from other countries and, for the most part, do not receive RSS-funded services. The Human Rights Institute provides legal services related to immigration and operates under the administrative umbrella of St. Thomas University School of Law. The state ORR grant is their main source of funding. The top three services they provide are filing and resolution of work permits, and I-485 (application for “adjustment of status to that of Legal Permanent Resident”), followed by parole cases. Their attorneys provide referrals for other legal issues.

Florida Immigrant Advocacy also serves mostly recently arrived Cuban and Haitians, opening a path to legal status, but tries to take on the more complicated issues, including more criminal cases.⁴⁰ They handle work authorization for all clients, but will not accept a case solely for work authorization. The organization also represents: adults in detention— asylum seekers, or those incarcerated for minor crimes (immigration law interprets even misdemeanors as aggravated felonies); victims of trafficking (60 clients); victims of domestic violence; homeless people (they deal with issues related to benefits); and children who are abused (as the court can rule them as dependents so they receive immigrant juvenile status). Florida Immigrant Advocacy is funded by private foundations, some federal programs (like ORR), and some county funds.

All of the legal services providers work with other organizations that serve refugees. For example, Human Rights Institute staff goes to each of the three REVEST sites twice a month. At information sessions there, they give refugees a written information pamphlet and they explain what refugees need to do to obtain work authorization and the documents they need. Legal services providers also give refugees the toll-free number for immigration court, give warnings about what not to do, and meet with clients individually. In court, judges distribute a list of service providers, and Florida Immigrant Advocacy is on that list. Paralegals and attorneys from Florida Immigrant Advocacy go to detention centers to tell individuals who are detained about their services. They also conduct outreach/orientation throughout Miami-Dade County. One of their Haitian attorneys does a radio show and they also do spots on a Spanish radio station.

³⁹ Some respondents noted that they are still closing 2001 and 2002 residency applications.

⁴⁰ Florida Immigrant Advocacy’s ORR-funded contract with Refugee Services is limited to application filing and resolution. Criminal cases and other legal services are supported by other funding sources.

Both the Human Rights Institute and Florida Immigrant Advocacy mentioned that they work with Sant La (a community organization serving Haitians) and Youth Co-op. Other organizations that legal service providers work with, either for cross-referrals or educational presentations, include the Victims of Torture Center, domestic violence programs, high schools, and Jackson Health. Florida Immigrant Advocacy staff reported that they teach “immigration 101” to providers (social workers, homeless service providers)—the message is, do not send someone to immigration if there is a problem, send them to Florida Immigrant Advocacy.

C. Health, Mental Health, and Other Services

This section discusses services provided through discretionary grants and other community support for refugees. The state applies for and receives discretionary funds for a variety of services that support refugees and promote their self-sufficiency. The state, in turn, provides a discretionary grant to Miami for services to Cuban and Haitian entrants. Miami has a wealth of providers that receive funding, other than RSS and TAG funding, to serve refugees. The site visit for this study included a few of these providers that offer health and mental health services. These programs are described briefly to provide a general sense of the range of services needed by refugees and the resources available. These services contribute to the employability of refugees directly, through referral to employment service providers, and indirectly, by helping clients overcome personal barriers to employment.

1. Miami-Dade County Health Department: Refugee Health Assessment Program

This program provides health assessments in the first 90 days from the time an individual arrives.⁴¹ Those served are 95 percent Cuban, 2 percent Haitian, and 3 percent other nationalities. To be served, Cubans and Haitians need to have obtained entrant status and other groups must have already been granted asylum. The office operates 24 hours, seven days a week, to accommodate irregular maritime arrivals. The Health Department is reimbursed on a fee-for-service basis. Bills are submitted to the state.

Assessments provided by this program go beyond the required immigration physical. For example, when possible health problems are identified, in addition to referrals, they explain to refugees about their right to ask questions about one’s situation and to choose the path of treatment. Other services provided include: school physicals and immunizations; health education to encourage a healthy lifestyle; and tuberculosis (TB) testing and therapy. The health assessments provided by the program are not mandatory for refugees, so clients are recruited through outreach, education, referrals, and other initiatives. The program has a five-minute marketing video (with versions in English, Spanish, and Haitian Creole), which is shown in waiting rooms, Volags, and at the Miami International Airport. The video conveys the idea that “we understand how you feel” and lets refugees know what services are available. The focus is on how hard it is to transition, and the fear and anxiety involved.

⁴¹ The 90 day limit applies to the initial assessment, so, for example, if a Hepatitis inoculation involves a sequence of three applications, the second and third can fall outside the 90 day period without cost to the refugee). However, the refugee is referred elsewhere for any conditions that require further treatment.

The Refugee Health Assessment Program has a partnership with Jackson Health and also works with all other partners on the State Refugee Task Force; they participate in subcommittees and try to forecast future health needs.

2. *Catholic Charities of the Diocese of Miami (Preventive Education Related to Domestic Violence)*

Three years ago, Catholic Charities received a grant from DCF to conduct training in the Haitian community on domestic violence prevention and parenting. The program, staffed by case managers and instructors, is a prevention program. It teaches about laws in the United States (including how immigration issues may affect what can happen to victims who report domestic violence or those accused of committing domestic violence). The classes include domestic violence and parenting. The program serves parents or couples or single adults, but participants must be asylees or entrants. All program participants to date have been Haitian (The classes are taught in Creole).

Classes are offered in several locations and child care is provided on site. The program graduated about 500 people in its first year. A major emphasis of the classes is the different norms of different cultures. Some issues come up related to behavior that is considered normal in Haiti but not legal here. For example, women will say they cannot attend classes because their husbands will not let them. What is considered “child abuse” in the United States is considered “discipline” in Haiti. The class in parenting is aimed at giving people the “tools you need not to get in trouble with the law and to be a successful parent.” Parenting classes also help parents deal with their Americanized children—they learn that they need to talk with the child instead of just saying, “you are a child and so you must listen.”

The classes also address the stress of the transition to the United States that makes couples need to learn new ways to communicate with each other. According to program staff, there is a lot of divorce within the first five years of arrival, because of changing roles, etc. Program staff noted that they have come to understand that self-sufficiency goes beyond employment—clients need a broader set of tools in order to adjust, which helps the entrants know how to advance in this country.

3. *Jackson Health System (JHS)*

This program provides medical services to Cuban and Haitian entrants (referred to as the Entrant program) via a Cuban Haitian Discretionary Grant from the state. Another funding source is Refugee Medical Assistance (RMA). JHS uses RMA to pay for services during the first eight months of the refugee’s arrival and uses refugee discretionary grant funding afterwards and to pay for outreach. The program has been in place for five to six years and serves about 3,000 patients a month. In addition to the main hospital location, JHS has 13 satellite clinics in the Miami area as well as a fleet of mobile healthcare stations that are used to serve populations with limited clinic access.

Four outreach workers are responsible for radio/TV ads as well as other outreach activities at churches, schools, community forums and health fairs, and are evaluated by the volume of entrants who come to JHS because of their outreach efforts. Jackson Health System also receives in-house referrals from Jackson Memorial Hospital and referrals from partner agencies. JHS is a

part of the refugee task force and informs other member organizations on the task force of the programs that are available to qualified refugees.

JHS staff reported that Cubans tend to be easier to recruit, and comprise the majority of the Entrant program's clientele. The program also serves Haitians, but they are often hesitant to participate and generally require more intense outreach efforts than Cubans do. According to JHS staff, this hesitancy is based on a fear of deportation and uncertainty regarding the legality of their immigration status. These fears, combined with a reliance on traditional health remedies (herbal teas, Vodou, etc.), mean that Haitians typically do not seek out preventive care and are often extremely ill by the time they come to JHS. More recent refugees (Colombians, Venezuelans) are not eligible for services under this program, but JHS covers emergency services for foreign-born individuals under a separate program.

4. *New Horizons Community Mental Health Center*

The refugee program at New Horizons Community Mental Health Center (NH) is called the Cuban Haitian Adjustment Program (CHAP). The goals of the program are to prevent emotional deterioration, promote self-sufficiency and facilitate acculturation. This program receives Cuban/Haitian discretionary funds, not RSS and TAG, and serves only Cuban or Haitian refugees, asylees, or parolees, the majority of whom must have been in the country for five years or less. However, they can serve those who have been in the United States longer than the five year limit under this grant. The eligibility requirements for the CHAP program are the same requirements as those for Medicaid. The NH-CHAP program currently serves 135 clients, the majority of whom are Haitian. Cuban clients tend to go to Miami Behavioral Health, a local community mental health clinic that receives Cuban/Haitian discretionary funds and serves about 250 clients. Both programs have Cuban and Haitian therapists who speak Spanish and/or Creole. The agencies share referrals and send clients to the location that is most convenient for the client.

CHAP provides medication, therapy, and case management services, free of charge. The primary ways that clients find out about NH-CHAP are through friendship networks (most Cubans are referred this way), community outreach (ads, flyers, TV/radio and ESOL classes at schools) and unscheduled walk-ins to NH. Most Cuban clients received mental health services before they entered the United States and come to CHAP to continue receiving counseling and medications. NH staff report that it is hard to get Haitians to come in for mental health services; they tend to be reluctant to discuss mental health issues with program staff and often turn to Vodou priests and other religious means to solve psychological problems instead of going to a mainstream mental health provider. In contrast, Cubans tend to be a lot more willing to discuss their mental health issues and even go into detail about what medications they previously took, etc.

NH refers clients to a variety of outside agencies, including educational programs, housing services, medical service providers, and immigration lawyers. Since self-sufficiency is one of the program's primary goals, referrals are also made to employment service providers such as Jobs for Miami (job/interview preparation is also one of the acculturation services that CHAP provides in-house). NH-CHAP also partners with Church World Services (and other similar agencies) and regularly interacts with Florida DCF.

D. Community Support

This section describes other service providers included in the site visit. These are not RSS- and TAG-funded providers, although several do receive other ORR funds. The overall impression from these interviews is an extensive network of service providers, strong community support for refugees (although more so for Cubans than for Haitians or newer arrivals from Colombia and Venezuela), and substantial collaboration and communication among refugee service providers, facilitated by the Refugee Task Force. One respondent noted, “Community support is high in Miami. Everyone has a relative who is a refugee or was a refugee themselves.”

1. *Center for the Survivors of Torture*

Florida Center for the Survivors of Torture, part of Gulf Coast Jewish Family Services, opened its first center in Tampa in 2000. In 2004, ORR approved this organization’s application to serve South Florida as well, and the Miami services began in May 2005. Funding comes directly from the United Nations Voluntary Fund for Victims of Torture in Geneva and from ORR. The program is run in partnership with Church World Service and Jewish Community Services.

The program uses the definition of torture included in the Torture Victims Relief Act.⁴² In accordance with this legislation, the program will serve people regardless of their immigration status or even if they are U.S. citizens. They can serve people regardless of how recently they experienced torture. There is no time limit to the services they can provide, although discharge from the program after two years is typical.

The program’s model is to provide intensive case management and links to community resources, including legal services, public benefits, health services (including the Cuban-Haitian program of the Jackson Health System), and mental health services (Nova Southeastern University provides free psychiatric services to their clients). One benefit of working with Church World Service is that they see new arrivals for R&P and Matching Grant services and staff can look for signs that a person is deeply affected by experiences that could suggest torture and make referrals to the Survivors of Torture program. They note that Church World Service’s provision of mental health services fills a gap left by many of the other Matching Grant and employment providers. It also helps clients feel validated that they are recognized as victims by the program.

The program had served about 45 to 50 clients as of spring 2006. In Miami, their clients are primarily Colombians, followed by Cubans and Haitians. Their clients continue to work with other programs, such as RSS- and TAG-funded employment programs. The Florida Center

⁴² 18 U.S.C. §2340

(1) “torture” means an act committed by a person acting under the color of law specifically intended to inflict severe physical or mental pain or suffering (other than pain or suffering incidental to lawful sanctions) upon another person within his custody or physical control;

(2) “severe mental pain or suffering” means the prolonged mental harm caused by or resulting from—

(A) the intentional infliction or threatened infliction of severe physical pain or suffering;

(B) the administration or application, or threatened administration or application, of mind-altering substances or other procedures calculated to disrupt profoundly the senses or the personality;

(C) the threat of imminent death; or

(D) the threat that another person will imminently be subjected to death, severe physical pain or suffering, or the administration or application of mind-altering substances or other procedures calculated to disrupt profoundly the senses or personality.

screens for other organizations in the intake process so as to avoid duplication of services. They see a strong desire to work on the part of their clients and a great interest in English classes.

2. Sant La Haitian Neighborhood Center

A second example of a community resource is the Sant La Haitian Neighborhood Center, which offers support and advocacy, primarily to Haitians. Sant La has diverse funding sources, including county funds, foundations, corporate contributions, and individual contributions. They currently receive no ORR funding. Sant La's main functions are to: connect people to services and benefits; cut red tape on behalf of clients; and develop and advocate for policy recommendations around programs in order to reduce service barriers for the needy and those in crisis. Sant La gets involved in anything that promotes self-sufficiency and acculturation. They help individuals with letters, forms, and telephone calls. They take clients to appointments and tell clients where the clinics are. They also encourage preventive care and provide health and wellness promotion. The program director explained that this is a population that is not used to all of these services—they find it hard to believe that the services exist, so they need to be encouraged to use them. Sant La tries to harness the systems of support for clients.

A lot of Sant La's work is community education—the Haitian community relies on oral communication; literacy and second language issues are significant, so Sant La has a weekly televised show. They make referrals to RSS and TAG providers; they inform the community about services that are available; and they educate providers so they know what services are available for the Haitian client.

Because of its community-based setting and work connecting clients to services, Sant La is familiar with the issues facing the Haitian community, including the varying legal statuses and eligibility rules for benefits. Entrant status is needed for a lot of benefits. For recent arrivals that have refugee or asylee status, there is a lot in place to help them get on their feet. If a person has regular immigration status (green card), they have to be in the United States for years before they can get any benefits. And, for those with no legal status, they are, according to one service provider, “up a creek.” The asylum application can take a while and very often it is denied, so Sant La tries to identify a pool of nontraditional resources for those with no source of support—they dedicate part of their donations to an emergency fund for this purpose.

Literacy issues are another critical concern for the Haitian community. Adult education programs assume the student has a minimum of a fifth grade education and many of those served by Sant La do not. There is a need for Creole speaking teachers and teachers who are experienced in training the adult illiterate workforce. Sant La is trying to encourage the Workforce Board to place a higher priority on employment of those with low literacy. Even in the service industry, many jobs require reading and writing. For example, housekeepers need literacy, as some hotels are having housekeepers use electronic tools to record their services.

Other barriers in the Haitian community served by Sant La are fear, unfamiliarity with institutions, language barriers, and housing costs (there is gentrification affecting Little Haiti). According to the director, the solidarity among immigrants, at least early on, helps with the housing situation, but then immigrants “Americanize” – they move from the collective mentality to being individualistic. Sant La urges people to let themselves be counted—Haitians are afraid

and this will be a problem for the 2010 census. They have seen the Department of Homeland Security (DHS) raid churches and homes—it was common in this community, and they have seen it happen in Mexican communities in Miami, too, so their clients are exhibiting a “healthy paranoia.” For example, it took three years for Sant La staff to convince people that the EITC (Earned Income Tax Credit) and CTC (Child Tax Credit) were okay.

E. Service Coordination

Overall, there is good service coordination among providers serving refugees in Miami. The refugee task force meets monthly and includes all refugee service providers, both government and community based. Site visit respondents mentioned a number of subcommittees of the task force in which they are actively involved. The number of times respondents mentioned other refugee providers they work with and the refugee task force was notable. One example of very good coordination between an employment service provider, an education provider, and an employer is included in **Box 4**.

Some providers (both employment services and education providers) raised concerns with respect to coordination and communications with DCF, for both cash assistance and child care subsidies. To some extent, this appears to be a function of the highly automated system at DCF. Refugee service providers tend to be very “hands on” in their work with clients—they tend to take a holistic approach and prefer face-to-face contact with clients and with other service providers. DCF has a different organizational culture. Interactions with DCF often rely on voice mail or e-mail and often do not involve feedback.

Box 4: Successful Service Coordination for Employment Services

The Victoria Nursing and Rehabilitation Center offers ESOL class on-site for its certified nursing assistants (CNAs). The class meets Monday through Thursday from 3:30 –6:30 pm. There are 28 CNA students in the class. The first level ESOL class started in January 2006 and ran through April 2006 (this was the first time the class was offered on-site, and Victoria Nursing and Rehabilitation plans to continue the program). This program is accomplished through a partnership that Youth Co-op helped them arrange:

- Victoria Nursing and Rehabilitation Center provides the space for the classroom and paid work time for the CNAs while they attend the class. The employer (Victoria Nursing and Rehabilitation Center) tracks attendance.
- The Lindsay Hopkins Adult School (part of the Miami-Dade Public School system) provides the ESOL teachers.
- Youth Co-op provides books and computers for students.

The program began because Victoria Nursing and Rehabilitation Center hires many refugees that have professional training in health care. Many of their CNAs are overqualified and need to learn English so they can move up to other jobs in health care. Because many of the CNAs have medical training and the clientele is primarily Spanish speaking, they are able to provide better quality for patients. However, the employer recognizes the difficulty of someone who was once a doctor to report to a supervisor with less training, so there is a real commitment to trying to help these workers advance. They try to get them to Level 5 ESOL so that they can take their licensing tests.

An added bonus of this partnership is that the Lindsay Hopkins School is planning to use Victoria Nursing and Rehabilitation Center as a Licensed Practical Nurse (LPN) training site. Since there is a shortage of health care workers, this training is really helpful for the employer as well.

IV. OUTCOMES

A. Receipt of Cash Assistance and Food Stamps

Two-thirds of refugees received either TANF or RCA in the first year after entry (*Table IV.1*). TANF receipt by refugees is consistent with what would be expected in a state with low monthly benefit levels and a low maximum income for eligibility receipt (\$303 a month for a family of three). Overall, one-fourth of refugees received TANF in the first year after entry, with a sharp drop-off after the first year. TANF receipt appears to be very different depending on the country of origin; 28 percent of Cubans received TANF in the first year after entry, but only 5 percent of Haitians and 11 percent of refugees from other countries did.

For the cohort of refugees arriving in FY 2000, the average monthly TANF benefit amount was \$326 (*Table IV.3*) compared with a national average per-family benefit of \$449 in FY 2001 through FY 2003.⁴³ Over the five-year period FY 2000-2004, refugees who received TANF at some point spent, on average, 5.5 months on TANF; the average length of a TANF spell was 3.9 months. Most, 71.5 percent, had only one spell on TANF. Less than 10 percent of refugees had more than two spells on TANF during this period.

Cubans are the primary recipients of RCA—47 percent received RCA as compared with 10 percent for those from Haiti and 11 percent for those from other regions (*Table IV.1*). Overall, 73 percent of Cubans received any cash assistance in the first year after entry, compared with 15 percent of Haitians, and 22 percent of refugees from other regions. For the cohort of refugees arriving in FY 2000, the average monthly RCA benefit amount was \$259 (in 2006 dollars). Over the five year period FY 2000-2004, refugees who received RCA at some point spent, on average, 4.8 months on RCA; the average length of a spell on RCA was 4.1 months, very close to the 3.9 month length of a spell on TANF (*Table IV.3*). Most, 68.9 percent, had only one spell on RCA, but almost 30 percent of refugees had two spells on RCA. Less than 2 percent of refugees had more than two spells on RCA during this period. This pattern is not surprising, since RCA is only available for eight months.

Table IV.4, Cash Assistance Receipt by Immigrant Status, shows that asylees are much less likely (26.8 percent) to receive cash assistance than those with other immigration status codes. Entrants are also less likely to have received cash assistance (40.7 percent) as compared with parolees (77.6 percent) or refugees (65.1 percent).

Food Stamp receipt among refugees is higher than cash assistance receipt, but shows the same pattern of high participation in the first year after entry with a steep drop-off in subsequent years (*Table IV.2*). Food Stamp receipt patterns are fairly consistent for all cohorts arriving from FY

⁴³ Average monthly benefits for each year are adjusted for inflation into 2006 dollars using the CPI, and then averaged across years. National per-family monthly benefits by year from: Office of Family Assistance, Temporary Assistance for Needy Families Program (TANF) Fifth Annual Report to Congress, Table 2:7:c, available at <http://www.acf.hhs.gov/programs/ofa/annualreport5/chap02.pdf>, accessed July 16, 2007; Office of Family Assistance, Temporary Assistance for Needy Families Program (TANF) Sixth Annual Report to Congress, November 2004, Table 1.14, available at <http://www.acf.hhs.gov/programs/ofa/annualreport6/chapter01/App01.pdf>, accessed July 16, 2007; Office of Family Assistance, Temporary Assistance for Needy Families Program (TANF) Seventh Annual Report to Congress, December 2006, table 1.12, available at http://www.acf.hhs.gov/programs/ofa/annualreport7/Appendix/TANF_7th_Report_Appendix_chap01.pdf, accessed July 14, 2007.

2000 through FY 2004. Overall, about 80 percent of refugees received Food Stamps in the first year after entry, declining to 35 percent, 23 percent, and 18 percent in each subsequent year. For the cohort of refugees entering the country in FY 2000, the average monthly Food Stamp benefit was \$249, compared with a national average household monthly benefit in FY 2002 through FY 2004 of \$211 (in 2006 dollars).⁴⁴ Over the five year period FY 2000-2004, refugees who received Food Stamps at some point spent, on average, 14.2 months on Food Stamps; the average length of a spell on RCA for this group was 7.9 months, consistent with the 8 month limit for RCA. (*Table IV.3*). More refugees had multiple spells on Food Stamps than on TANF or RCA, with 19 percent having two spells on Food Stamps, 12 percent having three spells, and over 10 percent having four or more spells on Food Stamps.

Table IV.1 Cash Assistance Receipt by Region of Origin

Measure	Major Region			Total
	Cuba	Haiti	Other	
Received TANF (%)				
In first year after entry	27.8	4.6	10.6	25.4
In second year after entry	7.1	3.9	5.2	6.8
In third year after entry	3.7	2.3	2.9	3.6
In fourth year after entry	2.3	1.8	1.8	2.3
Received RCA (%)				
In first eight months after entry	46.8	10.2	11.2	42.3
Received any cash assistance (TANF or RCA) (%)	72.8	14.9	21.6	66.1
In first year after entry				
Sample size	37,356	2,274	3,003	42,633

Sources: TANF records and Refugee Cash Assistance records

⁴⁴ Average monthly per-household benefits from USDA, "Food Stamp Program: Average Monthly Benefit Per Household," June 26, 2007. Available at [http://www.fns.usda.gov/pd/19fsavghh\\$.htm](http://www.fns.usda.gov/pd/19fsavghh$.htm), accessed July 18, 2007.

Table IV.2 Food Stamp Receipt by Entry Cohort

Measure	Year of Entry					Total
	FY 2000	FY 2001	FY 2002	FY 2003	FY 2004	
Received Food Stamps (%)						
In first year after entry	80.4	82.4	84.0	80.3	81.9	82.0
In second year after entry	35.3	32.1	36.2	33.7	--	34.7
In third year after entry	25.0	22.1	23.8	--	--	22.5
In fourth year after entry	21.6	18.0	--	--	--	18.3
Ever received ^a	86.7	86.2	87.2	82.6	82.8	85.3
Sample size	8,501	10,738	8,750	5,612	9,032	42,633

Source: Food Stamp records

-- Data not available for second, third, and/or fourth year after entry for these cohorts

^a Includes all benefits received through August 2006. This figure will include benefit receipt during partial years in the United States

Table IV.3 Cash and Food Stamp Payments and Spells for FY 2000 Entry Cohort

Measure	TANF	RCA	Food Stamps
Average monthly benefit amount ^a (\$)	326	259	249
Average number of months receiving benefit, FY2000-2004	5.5	4.8	14.2
Average number of spells, FY2000-2004	1.4	1.3	1.8
Number of spells (%)			
One spell	71.5	68.9	57.5
Two spells	19.1	29.8	19.2
Three spells	5.4	1.32	12.4
Four spells	2.6	0.0	7.0
Five spells	0.9	0.0	2.9
Six or more spells	0.6	0.0	1.0
Average spell length (in months)	3.9	4.1	7.9
Average length of longest spell (in months)	4.5	4.5	9.6
Sample size	3,145	3,402	7,370

Sources: TANF records, Refugee Cash Assistance records, and Food Stamp records

Note: Benefit amounts in constant 2006 dollars

^a Average of benefit amounts includes only months where some benefits were received

Table IV.4 Cash Assistance Receipt by Immigrant Status

Immigrant Status ^a	Received cash assistance (%)				
	First year after entry	Second year after entry	Third year after entry	Fourth year after entry	Ever received
Asylee (n=3955)	22.6	6.0	3.2	1.9	26.8
Entrant (n=4144) ^b	38.7	4.3	2.4	2.6	40.7
Parolee (n=30692)	75.9	7.6	3.7	2.3	77.6
Refugee (n=3380)	61.7	7.8	4.9	3.0	65.1
Other (n=462) ^c	67.3	6.8	3.0	0.4	68.6
Number of individuals in analysis sample ^d	42,633	42,069	32,783	27,356	42,633

Sources: TANF records and Refugee Cash Assistance Records

^a Status codes are overwritten when a new status becomes available. Status codes in this table represent status as of February 2006.

^b Entrant includes individuals coded as Entrants and those coded as Cuban-Haitian asylum applicants.

^c Other includes Amerasians, Cuban-Haitian entrants in removal procedures, and those coded as "Other" or "Citizen."

^d For each year after entry, the percentage shown is the percent of only those individuals who have been in the country at least as long as the year shown. (E.g., in the second column, of asylees who have been in the country for two complete years, 6.6 percent received cash assistance during their second year after entry.)

B. Employment Patterns and Job Characteristics

1. Employment Rates and Patterns

The analysis of UI wage records and the survey of RSS and TAG participants in Miami present a consistent picture of high work participation among Miami refugees, with most finding jobs in their first year in the United States. In the 2000-2004 period, 91 percent of all refugees had been employed at some point since entry, according to UI wage records. Nearly 70 percent were employed during their first year, increasing to over 75 percent of refugees by their second year in the country (*Table IV.5*). Forty percent of refugees were employed within their second quarter after entry, and over half were employed by their third quarter after entry. There is no discernable pattern in the variation of employment rates across entry cohorts.

Employment rates were even higher for refugees responding to the survey.⁴⁵ Almost all (97 percent) survey respondents reported being employed at some point since arriving in the United States, and 86 percent were employed at the time the survey was administered in July 2006-March 2007. All entry cohorts reported these high employment rates.

Survey data support the general view of site visit respondents, that most refugees are able to find and maintain steady, full-time employment. Survey respondents averaged about three jobs since arriving in the United States (*Table IV.6*), with little variation by year of entry. Although they

⁴⁵ This could reflect a number of factors: jobs not covered by the UI system, such as informal or "off-the-books" jobs or certain agricultural, governmental, or domestic work; the more recent time period covered by the survey; measurement error in the survey; or characteristics of the survey sample.

held multiple jobs, refugees responding to the survey had fairly long tenures at both their current and first jobs. The average respondent had spent just over two years (25.9 months) working in their current job and about 18 months in their first job. The majority of refugees (62 percent over all arrival cohorts) found their first job through a friend, relative or sponsor.

Survey respondents reported working an average of 45 weeks in the 12 months preceding the survey. Analysis of UI wage records indicates a somewhat lower incidence of employment, with an average of 2.4 to 2.5 quarters of employment after the first year in the country. Survey data show that, of those refugees who are currently working, on average they work just over 40 hours a week. Survey respondents reported that they were working an average of 1.1 jobs, indicating that few are holding down multiple jobs concurrently and that most have jobs that are providing full-time work. However, several service providers interviewed indicated that many refugees were working more than one job because of the high cost of living in Miami.

Table IV.5 Individual Earnings by Entry Cohort

Measure	Year of Entry					Total
	FY 2000	FY 2001	FY 2002	FY 2003	FY 2004	
Ever employed (%)	93.5	90.8	91.8	88.2	90.3	91.1
Quarter of entry	12.9	11.4	11.6	7.7	10.6	11.1
Quarter 2	42.3	38.0	41.4	36.5	46.2	41.1
Quarter 3	54.2	51.4	55.1	53.8	62.2	55.3
Quarter 4	59.6	57.2	60.1	59.7	66.5	60.6
Year 1	68.8	66.5	69.6	67.9	76.5	69.9
Year 2	76.8	73.7	77.3	76.0	81.2	76.9
Year 3	73.0	71.6	74.6	72.5	--	72.9
Year 4	71.6	68.7	71.6	--	--	70.5
Average number of quarters employed ^a						
Year 1	1.7	1.6	1.7	1.6	1.9	1.7
Year 2	2.5	2.4	2.5	2.5	2.7	2.5
Year 3	2.4	2.4	2.5	2.5	--	2.4
Year 4	2.4	2.3	2.4	--	--	2.4
Average earnings ^b (\$)						
Quarter of entry	1,529	1,735	1,566	1,919	1,473	1,616
Quarter 2	2,526	2,422	2,433	2,203	2,277	2,385
Quarter 3	3,291	3,228	3,190	3,126	3,183	3,209
Quarter 4	3,598	3,658	3,579	3,649	3,708	3,641
Year 1	7,549	7,322	7,326	7,087	7,396	7,353
Year 2	12,701	13,441	13,199	13,956	14,789	13,614
Year 3	14,565	15,503	15,673	17,540	--	15,657
Year 4	16,040	17,375	17,917	--	--	17,139
Annual earnings Year 1						
None	31.2	33.5	30.4	32.1	23.5	30.1
\$1 - 4,999	27.5	27.8	28.8	28.9	30.2	28.6
\$5,000 - 9,999	20.7	20.4	21.6	21.9	25.1	21.9
\$10,000 - 14,999	12.9	12.0	12.5	11.1	13.5	12.5
\$15,000 - 19,999	5.3	4.3	4.5	4.0	5.2	4.7
\$20,000 - 24,999	1.8	1.2	1.4	1.2	1.6	1.4
\$25,000 - 29,999	0.5	0.4	0.5	0.5	0.5	0.5
\$30,000 - 34,999	0.1	0.1	0.2	0.2	0.2	0.2
\$35,000 - 39,999	0.1	0.1	0.1	0.2	0.1	0.1
\$40,000 or more	0.0	0.1	0.1	0.0	0.1	0.1

Table IV.5 (continued)

Measure	Year of Entry					Total
	FY 2000	FY 2001	FY 2002	FY 2003	FY 2004	
Annual earnings Year 2 (%)						
None	23.2	26.3	22.7	24.0	18.8	23.1
\$1 - 4,999	17.5	16.1	17.1	15.8	14.5	16.2
\$5,000 - 9,999	14.9	13.2	13.9	13.9	13.5	13.8
\$10,000 - 14,999	17.6	15.2	16.6	15.3	16.9	16.3
\$15,000 - 19,999	12.3	12.7	13.0	12.9	15.3	13.2
\$20,000 - 24,999	7.4	8.6	8.9	8.7	9.5	8.6
\$25,000 - 29,999	3.8	4.4	4.3	4.5	5.6	4.5
\$30,000 - 34,999	1.7	1.8	1.9	2.4	2.7	2.1
\$35,000 - 39,999	0.8	0.8	0.8	1.3	1.5	1.0
\$40,000 or more	0.8	0.9	0.9	1.3	1.6	1.1
Annual earnings Year 3 (%)						
None	27.0	28.4	25.4	27.5	--	27.1
\$1 - 4,999	14.7	13.4	12.9	11.7	--	13.3
\$5,000 - 9,999	11.9	11.2	11.1	9.6	--	11.1
\$10,000 - 14,999	15.0	13.3	15.3	12.7	--	14.2
\$15,000 - 19,999	12.3	12.5	13.0	12.3	--	12.5
\$20,000 - 24,999	8.7	9.4	9.8	10.0	--	9.4
\$25,000 - 29,999	5.0	5.5	5.4	6.3	--	5.5
\$30,000 - 34,999	2.5	3.0	3.4	4.3	--	3.2
\$35,000 - 39,999	1.3	1.5	1.8	2.2	--	1.6
\$40,000 or more	1.7	1.9	2.0	3.5	--	2.1
Annual earnings Year 4 (%)						
None	28.4	31.3	28.4	--	--	29.5
\$1 - 4,999	13.3	11.5	10.7	--	--	11.8
\$5,000 - 9,999	10.7	9.1	9.5	--	--	9.7
\$10,000 - 14,999	13.5	12.0	12.1	--	--	12.5
\$15,000 - 19,999	11.8	11.8	12.6	--	--	12.0
\$20,000 - 24,999	8.9	8.9	9.9	--	--	9.2
\$25,000 - 29,999	5.9	6.3	6.6	--	--	6.3
\$30,000 - 34,999	3.3	3.8	4.0	--	--	3.7
\$35,000 - 39,999	1.9	2.2	2.4	--	--	2.2
\$40,000 or more	2.3	3.2	3.8	--	--	3.1
Sample size	8,777	11,277	9,111	5,952	9,423	44,540

Source: Florida unemployment insurance wage records

Note: All earnings in constant 2006 dollars.

-- Data not available for third and/or fourth year after entry for these cohorts

a Includes individuals who were never employed

b Includes only individuals who were employed during the given time period

Table IV.6 Employment Outcomes in Current or Most Recent Job for Survey Respondents by Entry Cohort

Measure	Year of Entry					Total
	FY 2000	FY 2001	FY 2002	FY 2003	FY 2004	
Ever employed (%)	98.4	96.3	96.9	97.8	97.5	97.3
Average number of jobs had since coming to United States	2.7	3.1	2.9	3.3	2.6	2.9
Average weeks worked in last 12 months	45.0	41.9	45.0	44.9	48.1	45.0
Currently employed (%)	82.5	80.5	89.1	82.2	92.6	85.7
Of those currently working:						
Average number of jobs working	1.2	1.1	1.0	1.0	1.1	1.1
Average months at current job	34.4	32.5	27.1	20.8	16.7	25.9
Average number of hours working a week	40.3	43.9	40.5	40.1	41.8	41.5
Hourly wage in current or most recent job (%)						
\$0 - \$5.14	*	*	*	*	*	3.6
\$5.15 - \$7.74	27.3	26.7	25.9	34.1	21.9	26.5
\$7.75 - \$10.29	30.9	37.3	34.5	34.1	30.1	33.4
\$10.30 - \$15	21.8	21.3	24.1	14.6	20.5	20.9
\$15.01 - \$25	10.9	9.3	*	12.2	20.5	12.3
More than \$25	*	*	*	*	*	3.3
Median (\$)	9	9	9	8	10	9
Average (\$)	11	11	11	11	13	11
Business or Industry of current or most recent job (%)						
Construction	*	18.2	15.0	*	14.3	13.3
Education and Health Services	18.6	22.1	*	23.3	15.6	17.4
Financial Activities	*	7.8	*	*	*	5.7
Government	0.0	*	0.0	*	*	*
Information	*	0.0	*	*	*	3.8
Leisure and Hospitality	13.6	9.1	18.3	14.0	13.0	13.3
Manufacturing	10.2	7.8	*	16.3	10.4	9.5
Natural Resources and Mining	0.0	0.0	0.0	*	0.0	0.3
Other Services	*	7.8	*	*	*	5.7
Professional and Business Services	10.2	*	13.3	0.0	*	6.6
Transportation and Utilities	*	9.1	*	*	15.6	9.8
Wholesale and Retail Trade	23.7	11.7	13.3	11.6	10.4	13.9

Table IV.6 (continued)

Measure	Year of Entry					Total
	FY 2000	FY 2001	FY 2002	FY 2003	FY 2004	
Occupation of current or most recent job (%)						
Management and business operations occupations	*	9.1	11.5	*	*	8.2
Professional and related occupations	11.9	11.7	*	*	13.0	10.4
Service occupations	32.2	23.4	36.1	37.2	24.7	29.7
Sales and related occupations	10.2	7.8	9.8	11.6	7.8	9.1
Office and administrative support occupations	0.0	9.1	*	*	*	3.8
Farming, fishing, and forestry occupations	0.0	0.0	0.0	0.0	0.0	0.0
Construction trades and related workers	*	7.8	*	*	10.4	5.7
Installation, maintenance, and repair occupations	10.2	14.3	9.8	*	10.4	11.0
Production occupations	13.6	7.8	*	14.0	*	8.8
Transportation and material moving occupations	11.9	9.1	13.1	*	19.5	12.9
Job Opportunities in the Armed Forces	0.0	0.0	0.0	0.0	0.0	0.0
How found current or most recent job (%)						
Refugee service agency, mutual assistance association or voluntary resettlement agency	0.0	*	*	*	*	2.5
Welfare or public employment agency	0.0	0.0	0.0	*	*	1.5
Private employment agency	*	*	*	0.0	10.3	4.3
Newspapers or other advertisements	*	*	14.5	*	7.7	8.3
A religious institution	*	0.0	*	*	*	*
A college or job training program	0.0	0.0	0.0	0.0	*	*
A friend, relative or sponsor	66.1	68.4	62.9	70.5	65.4	66.5
Other	17.7	10.1	11.3	*	12.8	12.6
Sample size	59	77	61	43	77	317

Source: Refugee Assistance Survey

* Indicates a category that contains fewer than five individuals

Table IV.7 Employment Outcomes in First Job in United States from Survey by Entry Cohort

Measure	Year of Entry					Total
	FY 2000	FY 2001	FY 2002	FY 2003	FY 2004	
Had Multiple Jobs in United States (%)	79.4	76.8	73.4	77.8	74.1	76.1
Of those ever working:						
Average months spent at first job	22.8	17.8	20.1	18.3	11.3	17.6
Average number of hours working a week at first job	41.6	41.5	42.3	39.8	42.1	41.6
Hourly wage in first U.S. job (%)						
\$0 - \$5.14	12.7	6.8	*	*	*	6.6
\$5.15 - \$7.74	56.4	58.9	56.7	52.4	63.5	58.2
\$7.75 - \$10.29	23.6	20.5	28.3	26.2	14.9	22.0
\$10.30 - \$15	3.6	8.2	*	*	6.8	7.2
\$15.01 - \$25	3.6	*	*	*	8.1	3.9
More than \$25	0.0	*	*	*	*	2.0
Median (\$)	7	7	8	7	7	7
Average (\$)	7	9	9	9	9	8.5
Business or Industry of first job (%)						
Construction	*	18.7	10.5	*	11.8	12.3
Education and Health Services	*	8.0	8.8	*	6.6	7.4
Financial Activities	*	*	*	0.0	*	2.3
Government	0.0	0.0	0.0	0.0	0.0	0.0
Information	*	0.0	*	0.0	*	1.0
Leisure and Hospitality	23.7	14.7	14.0	23.8	21.1	19.1
Manufacturing	18.6	13.3	10.5	*	11.8	13.3
Natural Resources and Mining	0.0	0.0	0.0	0.0	*	0.3
Other Services	*	*	*	*	*	3.9
Professional and Business Services	10.2	*	8.8	*	6.6	7.4
Transportation and Utilities	*	6.7	7.0	*	7.9	5.8
Wholesale and Retail Trade	27.1	26.7	29.8	31.0	25.0	27.5

Table IV.7 (continued)

Measure	Year of Entry					Total
	FY 2000	FY 2001	FY 2002	FY 2003	FY 2004	
Occupation of first job (%)						
Management and business operations occupations	*	*	6.6	*	*	4.7
Professional and related occupations	*	6.7	*	*	9.2	6.8
Service occupations	33.9	21.3	29.8	40.5	34.2	31.1
Sales and related occupations	11.9	16.0	17.5	*	9.2	13.3
Office and administrative support occupations	0.0	6.7	*	0.0	*	2.6
Farming, fishing, and forestry occupations	0.0	0.0	0.0	0.0	0.0	0.0
Construction trades and related workers	*	6.7	*	*	*	5.5
Installation, maintenance, and repair occupations	*	16.0	8.8	*	10.5	9.4
Production occupations	13.6	14.7	*	*	7.9	10.4
Transportation and material moving occupations	20.3	6.7	19.3	16.7	19.7	16.2
Job Opportunities in the Armed Forces	0.0	0.0	0.0	0.0	0.0	0.0
How found first U.S. job (%)						
Refugee service agency, mutual assistance association or voluntary resettlement agency	*	7.6	9.7	18.2	10.1	10.1
Welfare or public employment agency	*	0.0	*	*	*	2.1
Private employment agency	*	*	0.0	0.0	*	1.2
Newspapers or other advertisements	*	*	*	*	7.6	4.9
A religious institution	0.0	0.0	0.0	*	*	1.2
A college or job training program	0.0	0.0	0.0	0.0	*	0.3
A friend, relative or sponsor	61.3	70.9	62.9	50.0	58.2	61.7
Other	*	7.6	12.9	15.9	12.7	10.7
Sample size	56	72	56	41	71	296

Source: Refugee Assistance Survey

* Indicates a category that contains fewer than five individuals

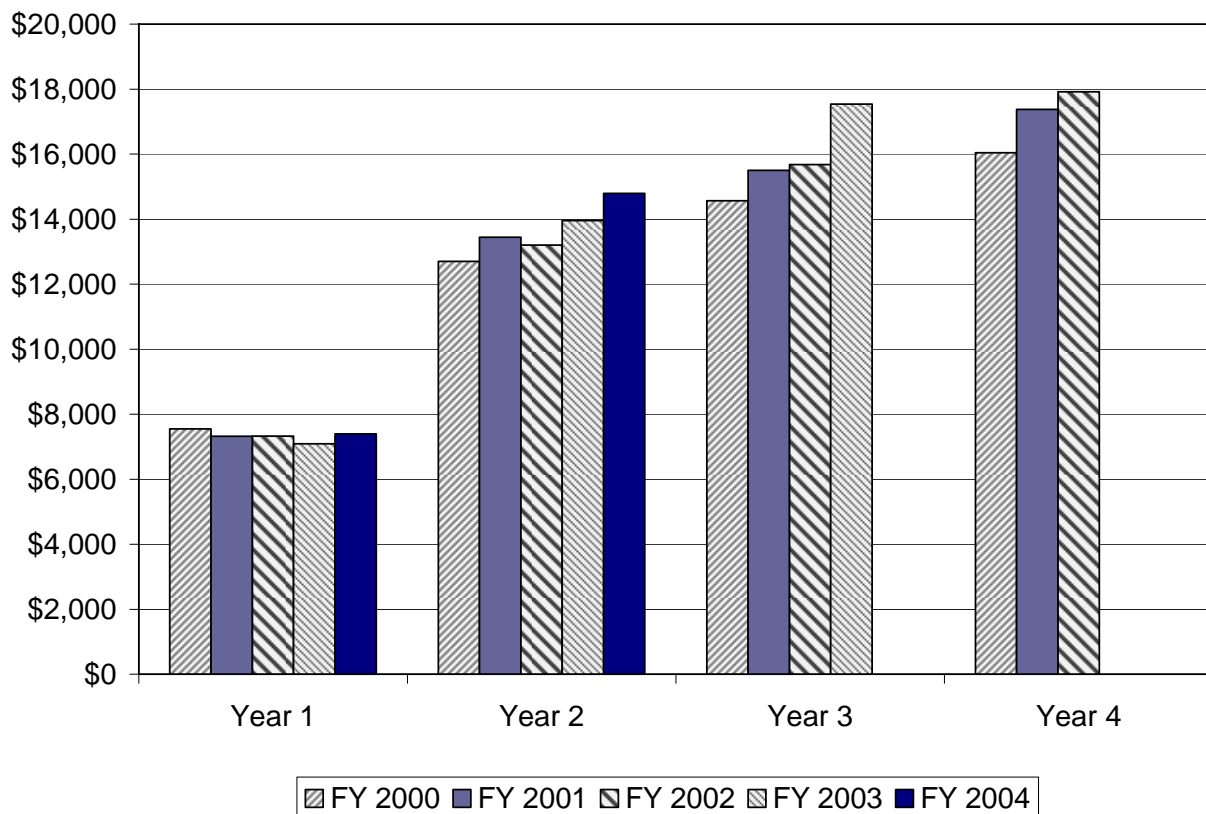
2. Wages and Earnings

At the time of the survey (2006-2007), the median wage in the current or most recent job, as reported by refugees, ranged from \$8 to \$10 an hour for respondents in all entry cohorts, 2000 through 2004 (*Table IV.6*), with a median of \$9 across all years. The median wage for the first job in the United States was \$7 across all cohorts, indicating only a \$2 an hour wage increase, even for refugees arriving in 2000 and 2001. Over 60 percent of refugees were earning under \$10.30 an hour in their current or most recent job, while one-third of refugees were earning between \$10.30 and \$25 an hour. Three percent of refugees in Miami were earning more than \$25 an hour in their current or most recent job.

Comparing reported earnings in the current or most recent job to wages in the first job, there is evidence of substantial wage progression from the lowest wage category (\$0 to \$5.14 an hour) to the next wage category (up to \$7.74 an hour), but progress seems to be limited at higher wage levels (*Table IV.7*).

The pattern of earnings reported in the UI data indicates an upward progression in wages each year, but it is small after the first year. Among those working, refugees arriving between FY 2000 and FY 2004 had average earnings of just over \$7,000 in their first year after entry. Average earnings rose to \$13,600 in the second year, in part because of an increase in the average number of quarters in which working refugees were employed during the year; to \$15,600 in the third year; and to just over \$17,000 in the fourth year. Thus, although average annual earnings more than double in four years, even four years after entry, refugees only earn an average of \$17,000 a year. **Figure IV.1** shows this wage progression. There is some evidence that the percentage of refugees attaining higher incomes increases each year: in the first year after entry, only 1 percent of refugees were earning over \$25,000; in the second year almost 9 percent were earning over 25,000; increasing to 12 percent, and over 15 percent, in the third and fourth years, respectively.

Figure IV.1: Average Annual Earnings Among Those Working, by Year After Entry



Source: Florida unemployment insurance wage records
 Sample size: 40,563
 Note: Earnings in constant 2006 dollars

Site visit interviews offer a possible explanation for this pattern of earnings. Site visit respondents noted the importance of English skills for obtaining higher paying jobs in Miami. The expectation of service providers is that clients start in an entry-level job, attend ESOL classes, improve their English, and then get better jobs. However, service providers pointed to

the challenges of improving English skills when living in a city where daily transactions can easily be conducted in Spanish,⁴⁶ and where the low benefit levels and high cost of living push clients toward working rather than continuing in school.

In terms of wages, site visit respondents reported that without English, individuals can earn from \$4 to \$9 an hour and with English, they can earn \$11 or more an hour.

3. Industries and Occupations of Employment

The industries that most commonly employ refugees are education and health services, wholesale trade, leisure and hospitality, and construction, as reported in the survey and according to site visit respondents. This is consistent with the experience that refugees had prior to coming to the United States. Twenty-three percent of survey respondents reported that they were employed in education or health services prior to entering the United States. The next most common industries for employment prior to entry were professional and business services (11 percent) and transportation and utilities (10 percent).

The 2005 American Community Survey for Miami-Dade County shows that refugee employment experience reflects the general labor market patterns in the county. Industries with the greatest share of employment in Miami Dade county are educational services, health care, and social assistance, and retail and wholesale trade (both at 17-18 percent), followed by professional, scientific and management and administration (at 12 percent). In their current or most recent job, 17 percent of survey respondents were employed in the education and health services industry and 14 percent were employed in the wholesale and retail trade industry (**Table IV.6**). Based on site visit information, the education and health industry jobs are most likely jobs such as nurse aides, home health aides, licensed practical nurses, and pharmacy aides and technicians.

Occupationally, the most common types of jobs that refugees hold are in service occupations (30 percent). Other jobs held by refugees are well distributed among a number of occupations, most notably transportation and materials moving (13 percent), installation, maintenance, and repair (11 percent), and professional and related (10 percent). Over 30 percent of Miami refugees responding to the survey reported that they were employed in management and business operations or professional and related occupations before arriving in this country.

Refugees' first jobs, as reported in the survey (**Table IV.7**), were more likely to have been in: wholesale and retail trade (28 percent), leisure and hospitality (19 percent), and manufacturing (13 percent). The remainder of this section provides additional information on refugee employment from the perspective of employers.

⁴⁶ According to the American Community Survey, over 60 percent of individuals over the age of five in Miami-Dade County speak Spanish at home. Census Bureau. "Miami-Dade County, FL: General Demographic Characteristics: 2005." *American Community Survey 2005*. Available at <http://factfinder.census.gov.2005>.

4. Employer Responses

The site visit included interviews with six employers, referred by the three SFW subcontractors included in the site visit. They represented a range of industries and jobs, including three in the health care industry, and ranged in number of employees from two to 1,400. Accompanying text boxes describe some of the employers interviewed.

Employers work with various agencies for recruitment. For example, the staffing agency employer interviewed works with one-stops, unemployment offices, the Cuban-American National Council, and others. The employers interviewed are trying to develop relationships with agencies—there have been meetings between the agencies and recruiters to help understand their mutual needs and wants. A pharmacy chain works with several agencies, including Adult Mankind Organization, Hispanic Unity in Broward County, Cuban American National Council, Lutheran Services, Youth Co-Op, and Chambers of Commerce in Miami and Miami Beach. The agencies call the employer with specific candidates, knowing the company's profile. Two of the employers interviewed work almost exclusively with Jobs for Miami and with all of the job developers at that organization. One of these employers noted that Jobs for Miami sends referrals that are pre-screened, which saves the employer a lot of time. The employer also visits Jobs for Miami to tell new staff there about the company. One employer recruits by telling Jobs for Miami about openings and also advertises in the newspaper. Another employer works with Youth Co-op in filling job openings and in providing opportunities and implementing the career laddering program. One employer commented that sometimes when they hire walk-in candidates, agencies follow up with paper work so they can get paid, even though they did nothing to help them get the job.

Some employers felt that employment service providers should prepare candidates better, but other employers were quite pleased. Two employers emphasized to the agencies that they should question the candidates more and make sure they are well-prepared before sending them out for interviews. They suggested that employment service providers should help refugees more with applications, tell them about the employer's company and jobs they are applying for. An example of this need was that employers tell agencies what openings are available, including about what shifts they are hiring for, but then the agencies send candidates who cannot work those shifts. One employer mentioned that refugees need more guidance on appropriate dress. Another employer finds that candidates referred by the employment service provider are well-prepared for the job interviews and the job. But, this employer suggested that agencies try to teach prospective candidates more about working in the United States and work relationships. Another employer has had no problems with the workers that have been referred, and reports that they are fully screened.

All employers felt that an advantage of working with agencies was that work authorization papers were in order. Candidates referred by employment service providers always have the right work documents.

Employers noted that refugee candidates are responsive and want to learn. However, there are cultural differences as well as specific barriers to employment. One employer commented that

refugees⁴⁷ have a different mentality and value system. For example, the employer said some refugees are not trusting and will “play the system.” An example the employer gave is that applicants will tell the employer about salary promises that had not actually been made, which the applicants see as bargaining, without understanding that this is not seen as appropriate bargaining in this country. Many try to get a job even though they know they cannot meet the requirements they are already aware of. Another employer indicated that the challenges of working with refugees are not technical ones, but rather concerns that sometimes they are too eager and want to take on too much work, which may hurt quality.

Box 5: Staffing Agency

One employer interviewed is a staffing agency, for permanent placements, temporary placements, and temporary-to-permanent placements. The staffing agency works with many employers, who are charged a fee for the services. Refugee placements are mainly temporary or temporary-to-permanent. If a refugee is relatively competent and does not have problems with punctuality, it is usually easy to move them to permanent placements. Almost all of their placements for refugees have been industrial; there are also some placements in warehouse work and shipping and receiving. There are some clerical placements, but very few upper level placements for refugees because of language barriers. This employer receives 30-40 applications a month from non-citizens for temporary positions. They try to place all of them, though they will drop the applicant if there are drug or criminal problems, or if other large barriers emerge. Some non-citizens apply for permanent jobs, but they are generally longer-standing residents.

Because this employer works with many employers and industries, the respondent had some general comments about employers and the local labor market. This respondent’s opinion was that companies know they can tap the illegal labor pool, and know there is a big supply of non-citizens, and this keeps wages down. Consequently, individuals need or want more than the jobs provide. This leads to low job loyalty, and sometimes after leaving a job for a better, but temporary, job, individuals will come back to the staffing agency without recognizing that their demonstrated lack of job loyalty is a problem. Also, some very highly skilled people do not speak English and only have Latin American experience. Employers use this as a bargaining chip.

Other barriers noted are scheduling, transportation, and child care. One employer mentioned that many candidates are taking English classes at night, which can be a barrier to hiring, since the new staff gets night shift work. Most people need cars. Bus routes are poor and often end in the early evening. Single parents who need child care face problems with night shift work.

⁴⁷ Note: While the respondent seemed to understand the definition of refugees, he sometimes seemed to be referring to non-citizens instead of just refugees. At times, he was specific about referring to non-citizens.

Box 6: Retail Pharmacy Chain

This local chain attracts a large Hispanic clientele. Over half of the company's workforce is non-citizens. Staff falls into four categories:

- Pharmacists and pharmacy technicians (14% of their workforce) – some refugees with higher skills are placed in these jobs; they can be trained internally and promoted to jobs as well.
- Cashiers (60% of their workforce) – preference for prior retail or customer service experience; high school graduate; good demeanor and willing to learn. Candidates need to know Spanish; English is not required, but it is a plus. The employer will provide training for this job. Starting pay is \$6.50 an hour without English and \$7.00 an hour with English. But, since most of their customers are Hispanic, they cannot hire Haitians unless they speak Spanish.
- Stock clerks (10% of their) workforce – no special skills required – \$7.50 an hour
- Warehouse (10% of their workforce) – prefer forklift experience, but will train. \$8.00 an hour – \$8.50 after 30 days.
- Managers (7% of their workforce) – many are promoted from within – do not need to know English

The employer takes applications and conducts interviews every Wednesday. Agencies send their candidates over at that time. The employer gets walk-ins, agency referrals, employee referrals, and applications through retail stores and in the mail. They are welcoming as a company to newcomers to the country. They hire as few as two people a week to as many as 20-30 a week. Staff generally work a five-day week, 8 hours a day. The stores are open 8 am –10 pm Monday through Saturday and 9am –7pm on Sundays. There are some part-time positions.

The employer has some professional people applying who can work in pharmacy. English is needed for pharmacy work because the job requires talking with insurers and vendors. They also use former doctors to work in the over-the-counter department. They can help people select over the counter (OTC) medicines. They are given the job title “staff nutritionist.”

Over half of these employers' managers were refugees. All four assistant managers are refugees. The company has contracted with a private language training organization for a special English class for managers and assistant managers. There were seven individuals attending this class at the time of the site visit. They have found the best retention among workers over age 40. They promote almost exclusively from within and try to accommodate transfers among stores and preferred hours once someone has worked for a while. They upgrade salaries for increased skills.

Box 7: Mortgage Company Telemarketing Department

The telemarketing group of this organization calls people and offers free mortgage estimates. If the person agrees, the caller gets information from the individual and faxes it to their business office. Over the past year (2006), this employer hired 30-35 people from Jobs for Miami, reporting that he hires 99 percent of the referrals they provide to him. The jobs all involve outgoing telephone calls. Workers are trained for a 2-3 week period on a script that is used for the calls. They conduct interviews in English, Spanish, and Creole. Employees must be 18 years of age, have legal resident status or Employment Authorization, and a high school education (they need some ability to discuss financial matters). They must be articulate, but it can be in only one language. Of the 24 interviewers on staff now, eight make calls in Spanish only and the others are bilingual. Their hours are 5:30pm – 9:00pm weeknights and 9am –12 noon on Saturday. These are part-time jobs only. Call center jobs pay \$8 per hour plus bonuses (based on the leads they get); there are no benefits since these are part-time jobs. These jobs are good second jobs or good for someone who is in school—they offer some flexibility in the hours worked.

This company also has opportunities in their main office. If a worker in the call center is reliable and shows good potential to be a loan officer or for another job, they are referred to the main office; there are also opportunities in their title company. In spring 2006, this employer had about ten employees who were from Jobs for Miami. Some had moved up to the main office (three of 12 loan officers are from Jobs for Miami who started as telemarketers). The jobs at the main office are full time with benefits.

Box 8: Medicare Home Health Agency

This employer hires individuals with nursing backgrounds. They have about 120 employees and 90 percent of them are nurses. They also employ certified nursing assistants (CNAs), physical and occupational therapists, and social workers. The employer has hired three people from the Jobs for Miami refugee program in the past year: two Registered Nurses (RNs) and one CNA. The employer has received other referrals from Jobs for Miami, but the licensing/certification for these individuals is not complete yet. The employer reports that there are always job openings in home health care. Their agency covers the entire county, so they can always provide an opportunity. All three refugees hired are still working for the agency and one other will be starting once receiving a license. The two nurses (each has been employed with the agency for 13 months) earn \$20-\$25 per hour. The CNA has been with the agency for six months and earns \$8-10 per hour. All are contract employees and do not receive any benefits.

Most of their recruitment for nurses and aides is word of mouth. Job requirements are: basic English, Spanish, having paperwork in order, and having the right attitude. They provide additional training to employees, and new employees follow a senior employee for a week. The majority of refugees hired have experience in their home country, but the system is different. This employer works closely with Jobs for Miami. As an example, the respondent noted that one time he asked Jobs for Miami for help in reaching an employee they were having trouble contacting. Jobs for Miami talked to the employee, and the employer reported that this helped the situation.

Box 9: Nursing and Rehabilitation Facility

This employer is a nursing and rehabilitation facility, which has been operating at the current site for six years (the building used to be a hospital). Positions they have include: Registered Nurses (RNs), Licensed Practical Nurses (LPNs), Certified Nurses Aids (CNAs), restorative CNAs, occupational therapists, physical therapists, social workers, abuse prevention coordinators, infection control specialists, risk management specialists, and dietary. The vast majority of refugees employed here are hired as nursing assistants. Non-English speaking individuals are hired as CNAs, transporters, porters, housekeepers, dietary aides, and restorative CNAs (higher level than regular CNA). The jobs are full-time, with benefits. Wage rates for CNAs range from \$7.75 to 9.50 per hour depending on skills and experience; LPNs earn \$18 per hour, and RNs earn \$25-\$28 per hour.

At the time of the site visit, this employer had CNA vacancies and they placed an advertisement in the newspaper and contacted Youth Co-op. About 70-80 percent of the refugees they hire are through Youth Co-op. Newspaper advertisements are the only other recruiting they do. The contacts with Youth Co-op go both ways—Youth Co-op calls the employer when they have candidates, and the respondent calls them when there are job openings.

They have had CNAs that were doctors in Cuba, where they are very well-qualified. Three have become RNs. Five employees are in Youth Co-op's career laddering program. They have had good retention. Most of the staff is bi-lingual. Most refugees they have hired are from Cuba, and the area of Miami served by the nursing/rehabilitation facility is primarily Hispanic, so this works well.

C. Employment Benefits and Health Insurance Coverage

Health insurance coverage through employment is one of the standard indicators for evaluating the RSS and TAG program, but only 36 percent of the refugees surveyed reported being offered health coverage through their employers. The most common benefit offered to survey respondents by their current employers was paid vacation (45 percent). The following other benefits were offered to less than one-third of refugees: sick days with full pay (30 percent), dental coverage (26 percent), and retirement (25 percent) (*Table IV.8*).

The share of respondents insured through employers or other private sources at the time of the survey was 35 percent. Over half of respondents (54 percent) were uninsured at the time of the survey, and only 15 percent received coverage through Medicaid or other sources.

Table IV.8 Employment Benefits and Health Care Coverage by Entry Cohort

Measure	Year of Entry					Total
	FY 2000	FY 2001	FY 2002	FY 2003	FY 2004	
Benefits offered from current or most recent job (%)						
Sick days with full pay	33.9	28.2	25.8	20.5	39.0	30.3
Paid vacation	40.3	44.9	46.8	38.6	50.0	44.7
Dental benefits	32.3	16.9	25.8	20.5	32.4	25.7
Retirement plan	29.0	19.5	24.2	18.2	31.6	24.9
Health plan or medical insurance	32.3	33.8	37.7	25.0	45.5	35.8
Health insurance in prior month (%)						
Private health insurance coverage	43.5	37.8	34.4	31.1	29.6	35.3
Public health insurance coverage	14.5	7.3	15.9	13.6	*	10.5
Other insurance coverage	9.5	*	*	0.0	*	4.5
Uninsured	45.2	56.1	48.4	57.8	60.5	53.9
Sample size	63	82	64	45	81	335

Source: Refugee Assistance Survey

* Indicates a category that contains fewer than five individuals

D. Child Care and Transportation

1. Child Care

Over one-third (37 percent) of survey respondents with children under 13 (at some point since arriving in the United States) had ever placed those children in non-parental care, and 31 percent had used child care on a regular basis (*Table IV.9*), despite the fact that most were working. When they did use child care, the vast majority of respondents paid for their own child care (72 percent) and many (23 percent) had free child care provided by relatives or friends. About 28 percent had child care paid by the government. Children were in care an average of 29 hours a week, far less than the 40 hours or more worked by the average refugee respondent.

Table IV.9 Child Care and Transportation by Entry Cohort

Measure	Year of Entry					Total
	FY 2000	FY 2001	FY 2002	FY 2003	FY 2004	
Use of child care						
Families with children under age 13 (%)	63.5	73.2	64.1	42.2	42.0	51.9
Of families with children under age 13:						
Ever placed children in child care (%)	45.0	37.5	43.9	42.1	17.6	37.4
Ever used child care on a regular basis (i.e., at least once a week for at least a month) (%)	33.3	35.0	37.5	31.6	14.7	30.8
Among those with child care:						
Child care paid for by ^a (%):						
Self	-	-	-	-	-	72.3
Government program	-	-	-	-	-	27.7
Employer	-	-	-	-	-	0.0
Community or nonprofit organization	-	-	-	-	-	*
Provided free by friend or family member	-	-	-	-	-	23.4
Hours a week in child care	-	-	-	-	-	29.3
Transportation						
With valid driver's license (%)	93.7	90.2	92.2	91.1	97.5	93.1
Access to car or truck to get to work (%)	92.1	82.9	90.6	88.9	92.6	89.3
Ever received transportation assistance (%)	93.5	82.9	90.6	90.9	92.6	89.8
Sample size	63	82	64	45	81	335

Source: Refugee Assistance Survey

- Not calculated due to small sample size

* Indicates a category that contains fewer than five individuals

^a Categories are not mutually exclusive

2. Transportation

Public transportation was described as poor in most areas of Miami, especially for refugees who may not live near areas where they are able to find jobs. As a result, a driver's license and access to a car are high priorities for refugees. About 90 percent of refugees surveyed had a valid driver's license, access to an automobile, and had received transportation assistance (**Table IV.9**). Transportation assistance is available from DCF and from service providers.

E. Monthly Income

Average monthly income for refugee families responding to the survey—including income from the respondent's spouse—was just over \$1,740 in 2006-07, or about \$20,800 annually (**Table IV.10**). This was slightly over the federal poverty threshold for a family of four in 2006

(\$20,614)⁴⁸ and just about half of the median family income (\$42,499) in Miami-Dade County in 2005.⁴⁹ Earnings was the type of income most commonly reported (by 84 percent of the sample); only about \$60 came from public sources such as cash assistance, Food Stamps, unemployment insurance, or disability benefits. The earliest cohort, arriving in FY 2000, had a higher proportion of income from public sources on average (6 percent) than other cohorts. As with the wage data, there is not much evidence of progression in incomes among the entry cohorts.

Single survey respondents with children had by far the lowest incomes, and a smaller share of this group had earnings than married couples or than single respondents without children. Single respondents with children had average earnings of about \$970 a month and about \$90 in income from public sources. With other income and unemployment compensation, these families had total monthly income of about \$1,100; Food Stamps alone were a significant source of income for this group, at about \$55 monthly (*Tables IV.12*). Singles without children had higher monthly incomes (\$1500 total); 84 percent of this group had earnings.

Couples, with and without children, had the highest incomes—average monthly incomes for both of these groups were about \$2,200, but for those without children, virtually all of their income was from earnings. For couples with children, 3 percent of their income on average was from public sources (*Table IV.12*) The higher earnings for married respondents presumably reflect the fact that in many cases both the respondent and spouse worked in the married families. The average married refugee couple with children had an annual income of about \$26,400, or about 30 percent above the federal poverty threshold for a family of four (though still within income eligibility thresholds for food stamps and many other public support programs).

About 70 percent of refugees reported sending money back to family and friends in their native country, and the percentage of refugees sending such remittances increases after the first year following arrival. Over 40 percent of refugees reported sending home more than \$1,000 since entering the country, and the average total remittance over the five-year period was about \$2100 (*Table IV.14*)

⁴⁸ U.S. Census Bureau, "Poverty Thresholds 2006", available at <http://www.census.gov/hhes/www/poverty/threshld/thresh06.html>. Without food stamp benefits (considered an in-kind transfer rather than income by the Census Bureau, and therefore not generally used in poverty measurements), the total income is \$1,717 a month, or approximately \$20,600 a year.

⁴⁹ U.S. Census Bureau. "Miami-Dade County, FL: General Demographic Characteristics: 2005." *American Community Survey 2005*. Available at <http://factfinder.census.gov.2005>.

Table IV.10 Average Monthly Income by Year of Entry^a

Measure (\$)	Year of Entry					Total
	FY 2000	FY 2001	FY 2002	FY 2003	FY 2004	
Earnings	1,481	1,857	1,746	1,265	1,724	1,653
Cash assistance	33	16	22	0	4	15
Food Stamps	17	28	47	22	11	25
Disability income	25	0	9	0	2	7
Unemployment compensation	17	12	4	25	0	10
Other income	3	46	23	58	30	31
Total income	1,576	1,959	1,851	1,371	1,771	1,742
Sample size	63	82	64	45	81	335

Source: Refugee Assistance Survey

^a Monthly income Includes income of survey respondent and respondent's spouse if spouse lived in the respondent's household

Table IV.11 Share of Individuals Receiving Types of Income, by Year of Entry^a

Measure (%)	Year of Entry					Total
	FY 2000	FY 2001	FY 2002	FY 2003	FY 2004	
Earnings	74.6	80.5	89.1	84.4	88.9	83.6
Cash assistance	*	*	*	0.0	*	2.7
Food Stamps	11.1	12.2	17.2	*	*	11.0
Disability income	*	0.0	*	0.0	*	1.8
Unemployment compensation	*	*	*	*	0.0	2.1
Other income	*	*	*	*	*	4.2
Sample size	63	82	64	45	81	335

Source: Refugee Assistance Survey

* Indicates a category that contains fewer than five individuals

^a Includes income of survey respondent and respondent's spouse if spouse lived in the respondent's household

Table IV.12 Average Monthly Income by Family Type^a

Measure (\$)	Family Type				Total
	Survey respondent was single or spouse was not living in same household		Survey respondent was married and spouse was living in same household		
	Respondent does not have any children living in household	Respondent's child/children live in household	Respondent does not have any children living in household	Respondent's child/children live in household	
Earnings	1,449	977	2,164	2,118	1,653
Cash assistance	15	7	0	26	15
Food Stamps	5	55	0	29	25
Disability income	11	13	0	1	7
Unemployment compensation	0	14	0	20	10
Other income	25	63	0	25	31
Total income	1,504	1,128	2,164	2,219	1,742
Sample size	102	78	35	120	335

Source: Refugee Assistance Survey

* Indicates a category that contains fewer than five individuals

^a Includes income of survey respondent and respondent's spouse if spouse lived in the respondent's household

F. Housing

Despite low wages and incomes, 30 percent of refugees responding to the survey owned their own homes in 2006-07 (*Table IV.13*). Home ownership rates exceed 40 percent for the two survey cohorts that had been in the United States the longest FY 2000 and 2001. Very few Miami refugees responding to the survey received any type of public housing assistance. Only 2 percent lived in public housing at the time of the survey. Housing assistance receipt was slightly higher in the FY 2000 and FY 2002 cohorts.

The most common type of housing was two and three bedroom units, with 60 percent of survey respondents living in such housing units. About 25 percent of survey respondents lived in units with one bedroom. There does appear to be some progression in size of housing units, with early cohorts (FY 2000 through 2002) moving to larger housing units, either from one bedroom to two-three bedrooms, or from two-three bedrooms to four or more bedrooms. And, average monthly housing expenses are somewhat higher for the early cohorts—about \$1000 for those arriving in FY 2000 -2003 and about \$800-\$900 for the two later cohorts. About seven percent of survey respondents lived in crowded housing—defined as more than two people per room (*Table IV.13*).

Table IV.13 Housing by Entry Cohort

Measure	Year of Entry					Total
	FY 2000	FY 2001	FY 2002	FY 2003	FY 2004	
Housing (%)						
Own with mortgage or loan	38.1	36.6	28.1	13.3	14.8	26.9
Own without mortgage or loan	*	*	*	*	*	3.9
Rent	50.8	54.9	67.2	80.0	76.5	65.1
Occupy without payment of cash rent	*	*	*	*	*	3.9
Public programs (%)						
Public housing	*	*	*	0.0	0.0	2.1
Section 8 housing	*	*	0.0	0.0	*	*
Receipt of energy assistance	0.0	0.0	*	0.0	*	*
Number of bedrooms in home (%)						
No bedrooms	*	*	*	13.6	*	6.3
1 bedroom	17.7	15.9	20.3	36.4	40.7	25.8
2-3 bedrooms	66.1	67.1	68.8	47.7	53.1	61.3
4 or more bedrooms	8.1	11.0	*	*	*	6.0
Crowded Housing (%)						
2 or more household members per room	11.7	*	*	15.9	*	7.3
Average monthly housing expenses (\$) ^a	1,000	1,035	982	775	892	949
Sample size	63	82	64	45	81	335

Source: Refugee Assistance Survey

* Indicates a category that contains fewer than five individuals

^a Housing expenses include rent and mortgage payments

Table IV.14 Remittances

Measure	Year of Entry					Total
	FY 2000	FY 2001	FY 2002	FY 2003	FY 2004	
Ever sent remittances to friends or family (%)	63.5	84.1	67.2	71.1	70.4	71.9
Total amount sent since entry:						
\$1 - \$500	47.1	24.2	27.0	32.1	50.0	35.5
\$501 - \$1000	11.8	24.2	21.6	28.6	19.2	21.2
More than \$1000	41.2	51.5	51.4	39.3	30.8	43.3
Average (\$)	1,976	2,728	2,706	1,654	1,245	2,113
Sample size	63	82	64	45	81	335

Source: Refugee Assistance Survey

V. STATISTICAL ANALYSIS OF OUTCOMES

This section outlines the methodology and findings from the statistical analyses performed to analyze administrative data and data from the survey of refugees. The statistical analysis expands on the descriptive analysis discussed earlier in this report through presenting the findings from the multivariate regression analysis. While descriptive analysis illustrates how outcomes vary by participant characteristics and services received, it does not establish clear relationships between participant characteristics, services received and outcomes as the approach controls for only one factor at a time. Regression analysis, on the other hand, examines the partial effect of each parameter on an outcome while holding all other variables constant.⁵⁰ The results of the analysis demonstrate which client characteristics or conditions are statistically associated to various client outcomes, and also how strongly they are related. (See Section C below for limitations of regression analysis.)

A. Data Used

The regression analysis utilizes data from the administrative sources as well as the data from the survey of refugees. The two sources were analyzed separately given different samples and information collected.

Socio-demographic data was provided by both the administrative and the survey data. The socio-demographic variables include:

- year of entry cohort dummies
- age at entry and age at entry squared
- country or region of origin
- sex
- marital status
- education at entry
- number of minors in the household (provided by the survey only)
- asylee status (provided by administrative data only)
- English ability (at time of survey in the survey data; at time of entry in the administrative data)

⁵⁰ Technically, this analysis estimates an equation of the form $Y_i = \beta_0 + \beta_1 X_{1i} + \beta_2 X_{2i} + \dots + \beta_n X_{ni} + \varepsilon_i$, where Y_i is the value of the outcome for person i , the variables X_{1i} through X_{ni} are the explanatory variables for person i in the model that are hypothesized to affect the outcome, ε_i is the error term of the equation accounting for unexplained variation in outcome Y_i across the sample, and the β terms are the coefficients for each explanatory variable which estimate the relationships of X_{1i} through X_{ni} to the outcome Y_i .

Service receipt variables were provided by both the administrative and the survey data. The service receipt variables include⁵¹:

- job assistance (job search, subsidized employment)
- education assistance (vocational skills training, adult basic education, GED)
- supportive services (transportation, subsidized child care, translation)
- language assistance (ESOL)

Labor market outcomes available from the administrative and survey data varied. The outcomes variables include:

- current employment status at time of survey (provided by the survey only)
- current or most recent hourly wage (provided by the survey only)
- employment status one to four years after entry (provided by the administrative data only)
- earnings one to four year after entry (provided by the administrative data only)

B. Regression Models

Ordinary least squares regression analysis was used to determine the relationships between the participant characteristics, services received and outcomes. This approach permits researchers to determine the partial effect of specific characteristics, such as age, while holding constant other characteristics, such as gender. A “linear probability model” was used to estimate the relationship between either receipt of services or employment and wage outcomes and individual characteristics and services received.⁵² The dependent variable is estimated as a linear function of the explanatory variables. An advantage of this model is that the statistical results are easily interpreted; the regression coefficients show what the effect of a one unit change in an explanatory variable has on the outcome variable. The interpretation of coefficients depends on what outcome is being analyzed. If the outcome is binary,⁵³ such as employment in a year or ever received a service, then the coefficients can be thought of as the percentage point change in the probability of the outcome occurring for a one unit change in the explanatory variable. If the outcome is continuous,⁵⁴ as occurs in the case of wages, then the coefficient shows the unit change (dollars in the case of earnings) in the outcome arising from the change in the explanatory variable. If the outcome is the *natural log* of a continuous variable, then the

⁵¹ When analyzing survey data, individuals were excluded from the analysis if they were missing service receipt values because of skip pattern errors.

⁵² In the cases where values were missing for an explanatory variable, and the missing values for that variable were relatively few, a dummy variable was assigned indicating a missing value for the variable. In cases of missing values for continuous explanatory variables, the individual was assigned the mean value for the variable in addition to including the dummy variable indicating a missing value.

⁵³ Binary outcomes are those that have two dichotomous possibilities: 1) the event occurs or 2) the event does not occur.

⁵⁴ Continuous outcomes are those for which, within the limits the outcome ranges, any value is possible. For instance, in the case of earnings, any value greater than or equal to zero is possible.

coefficients represent percentage point change in the value of the outcome (e.g., being male increases earning by 15 percent).

It should be noted that the linear probability models can be inefficient and produce biased estimates when looking at binary outcomes.⁵⁵ However, recent studies suggest that in some contexts linear probability models still produce reliable estimates even when examining binary outcomes.⁵⁶ Given the ease of interpretation of linear probability models, this approach was adopted.⁵⁷

Two different regression models were used to analyze the data. The first model examines services received as a function of the socio-demographic information and other services received. That is, participation in either job-related services or language-related services was predicted based upon individual socio-demographic characteristics (e.g., age, gender) and other types of services received (e.g., education services, supportive services).

The second regression model looks at labor market outcomes as a function of service receipt and socio-demographic information. The regression analysis of the survey data using this model looks at employment status and earnings at the time the survey was administered. The regression analysis of the administrative data using this model looks at long term employment outcomes, specifically employment status and earnings three years after entry.

C. Limitations of Analysis

As with all studies using regression analysis, this analysis has some potential limitations. While regression analysis shows the relationship of independent variables to the dependent variables, this does not necessarily imply causality. Two important conditions that must be met to imply causality are: (1) All relevant independent variables must be included in the analysis, and (2) There is no measurement error in the explanatory variables.

Both types of specification error may be present in these analyses. Subjective qualitative variables, such as knowledge of English, are likely to suffer from measurement error. Another example is that personal motivation may play a significant role in determining employment status, but this characteristic is not measured (and would be difficult to quantify), and thus may lead to specification error. In some cases, receipt of a particular service is likely linked to a variable that is missing or available only with error. In such situations, often referred to as “selection bias,” the estimated coefficient for a characteristic of interest may be biased and give a false impression on the direction of the true relationship. For example, if assignment to ESOL is based on need and the data contain a poorly measured variable on initial English ability, the estimated coefficient for receipt of ESOL in an earnings or wage equation may in part reflect the low level of English among the ESOL participants rather than the course having a small or

⁵⁵ See, for example, William H. Greene (1997) *Econometric Analysis third Edition*. Saddle River, NJ: Prentice Hall, p. 873 and G.S. Maddala (1983) *Limited-Dependent and Qualitative Variables in Econometrics*. New York City, NY: Cambridge University Press, p. 15.

⁵⁶ See Joshua D. Angrist and Alan B. Krueger (2001). “Instrumental Variables and the Search for Identification: From Supply and Demand to Natural Experiments.” *Journal of Economic Perspectives*, Vol. 15, No. 4 pp. 69-85. Angrist and Krueger consider the use of linear probability models in a different context, but their general point, that such models are not necessarily worse than the logit and probit models, is valid in this case.

⁵⁷ Non-linear probability models, specifically probit regressions, were also performed to verify the accuracy of the coefficients obtained from the linear regressions with binary outcome variables. The results were consistent with the coefficients presented in this report, and are available upon request.

negative effect on earnings. Because it is likely that not all of the relevant independent variables are captured in the data, the findings must be interpreted carefully. Although the findings will shed light on what participant characteristics and services are *associated* with various outcomes, the patterns observed are not necessarily causal. To estimate causal models, more sophisticated statistical models must be estimated or participants must be assigned to activities randomly.

D. Findings

1. Service Receipt

Employment Services. Few of the job assistance survey regression results in Miami (*Table V.1*) were statistically significant, but the main important statistically robust conclusion that could be drawn was that, all else equal, Haitians were considerably (35 percent) less likely than Cubans to have received job assistance since their arrival. This result was echoed in the regressions using administrative data. The administrative data regressions also revealed that Colombians were 22 percentage points, and other non-Cuban groups were 14 percentage points less likely than Cubans to have received job assistance within two years of entry, though both groups were more likely to have received employment assistance than the Haitians.

Continuing along with the administrative data regression results, another factor that strongly influenced the likelihood of a refugee receiving employment services was mastery of English. Those who spoke English at entry were considerably less likely to seek job assistance than non-English speakers. Those who had taken ESOL classes were also less likely to have received employment assistance within the first two years. There was also a considerable difference across entry cohorts in the tendency of clients to use job services. Those who entered the country in FY 2003-2004 were considerably less likely than those who entered during FY 2001-2002 to have received job services. The two characteristics that were associated with a higher use of employment services were asylee status and receipt of education services. Age, gender and marital status had negligible effects on the likelihood of receiving job assistance.

English for Speakers of Other Languages. The factor that most positively influenced the likelihood of ESOL service receipt in the regression analysis of survey data was country of birth; Haitians and other non-Cuban refugees were considerably more likely than Cubans to have taken an ESOL class. This finding is particularly interesting in the case of non-Cuban, non-Haitian refugees; these refugees tend to be Spanish speakers and one would presume that they would be just about as likely as Cubans to pursue ESOL services, since their Spanish language ability allows them to blend into the larger community without speaking English well. The coefficient for the non-Cuban/Haitian/Colombian term was slightly positive in the administrative data-based regression, but nowhere near as large as that in the survey regression, so perhaps the survey finding was a statistical anomaly. It could also be that Cubans were more likely to access ESOL in the private sector, which would not be covered in the administrative data. This would be especially likely for Cubans compared with Haitians, since the advertising for these programs is primarily in Spanish. The coefficients for the other groups were not statistically significant in regression analyses of administrative data with respect to ESOL services.

In the regression analyses of the survey data, receiving education services and having at least a high school education asserted a strong, positive influence on the tendency of a refugee to receive ESOL services, while being male and being married reduced the likelihood of refugees taking an ESOL class. All other terms in this regression were not statistically significant.

Table V.1: Regression Results: Miami Service Receipt

Survey Data			Administrative Data		
	Job Assistance Since Arrival	ESOL Since Arrival		Job Assistance Since Arrival	ESOL Since Arrival
Fiscal Year Cohort^a			Fiscal Year Cohort^a		
2001	-0.054 (0.533)	-0.011 (0.894)	2001	0.025 (0.000)***	0.018 (0.000)***
2002	0.061 (0.496)	0.011 (0.897)	2002	-0.051 (0.000)***	0.148 (0.000)***
2003	0.193 (0.049)**	-0.004 (0.965)	2003	-0.176 (0.000)***	0.307 (0.000)***
2004	0.076 (0.387)	-0.119 (0.148)	2004	-0.149 (0.000)***	0.287 (0.000)***
Socio-Demographic Characteristics			Socio-Demographic Characteristics		
Age at Survey	-0.021 (0.410)	-0.024 (0.249)	Age at Entry	0.005 (0.000)***	-0.008 (0.000)***
Age at Survey Squared	0.000 (0.368)	0.000 (0.499)	Age at Entry Squared	-0.000 (0.001)***	0.000 (0.000)***
Male	0.056 (0.339)	-0.101 (0.064)*	Male	-0.006 (0.067)*	-0.029 (0.000)***
Married or Living Together	0.058 (0.316)	-0.095 (0.073)*	Married	-0.008 (0.026)**	0.003 (0.384)
Total Minors in Household	-0.003 (0.921)	-0.055 (0.108)			
Completed High School	0.060 (0.475)	0.132 (0.073)*	Completed High School	0.034 (0.000)***	0.053 (0.000)***
			Speaks English Well at Entry	-0.304 (0.000)***	-0.036 (0.000)***
			Asylee	0.089 (0.000)***	0.081 (0.000)***

Table V.1 (cont'd)

Survey Data			Administrative Data		
	Job Assistance Since Arrival	ESOL Since Arrival		Job Assistance Since Arrival	ESOL Since Arrival
Country of Birth^b			Country of Origin^b		
Haiti	-0.354 (0.001)***	0.368 (0.000)***	Haiti	-0.370 (0.000)***	-0.009 (0.188)
			Colombia	-0.228 (0.000)***	0.018 (0.128)
Other, non-Cuban	-0.037 (0.737)	0.426 (0.000)***	Other, non-Cuban	-0.144 (0.000)***	0.065 (0.001)***
Service Receipt Since Arrival			Service Receipt in First Two Years		
Education	0.065 (0.356)	0.138 (0.024)**	Education	0.036 (0.000)***	0.333 (0.000)***
Job Assistance		0.059 (0.238)	Job Assistance		-0.072 (0.000)***
Supportive Services	-0.046 (0.612)	0.062 (0.498)			
ESOL	0.071 (0.239)		ESOL	-0.091 (0.000)***	
Constant	0.765 (0.150)	1.181 (0.005)***	Constant	0.789 (0.000)***	0.201 (0.000)***
Observations	335	335	Observations	52266	52266
R-squared	0.072	0.199	R-squared	0.413	0.287

Sources: Refugee Assistance Survey, RSS and TAG program data provided by the state

Notes: Robust p values in parentheses: * significant at 10%; ** significant at 5%; *** significant at 1%

^a 2000 is the excluded category; ^b Cuba is the excluded category

The administrative data regressions were consistent with the survey regressions in their finding that receipt of educational services made clients more likely to have received ESOL services. They resembled the job assistance administrative regressions in that latest two cohorts (FY 2003, 2004) differed significantly from the two earlier cohorts (FY 2001, 2002) in their tendency to receive the service (in this case ESOL). The latter two cohorts were considerably more likely to take an ESOL class than the two earlier cohorts. The effects of age at entry and marriage were negligible; being male only made one slightly less likely to have received ESOL services within two years. Asylee status and completing high school made clients more likely to take an ESOL class; surprisingly, speaking English at entry only had a slightly negative effect on whether or not a refugee took ESOL. Among the service related variables, receiving educational services made a refugee considerably more likely to have received ESOL services, while receiving job assistance services modestly decreased the likelihood of taking an ESOL course.

2. Job Outcomes

Employment. Only four of the coefficients in the survey-based regression for current employment were statistically significant. Being male and being married/cohabitating made one considerably more likely to be currently employed than women and those who did not reside with their spouse/significant other. Age had a slight positive influence on one's probability to have a job, while those who entered in fiscal year 2004 were more likely to be employed (relative to the 2000 cohort) than those in the three cohorts that immediately preceded it.

In the regression analysis using administrative data, high school completion, being male, speaking English at entry, receiving educational assistance and taking an ESOL course all exerted positive effects of roughly the same magnitude on the probability of being employed. A surprising finding was that Haitians were more likely to be employed than Cubans, all else equal. Based on site visit information about the large Cuban presence and the extensive Cuban social/employment network in the Miami area, one would expect that Cubans would be more likely to be employed than Haitians. The coefficient for the job assistance term was surprisingly small, but it was not statistically significant. Married clients were slightly more likely to be employed, while refugees who entered between FY 2001-2003 were all less likely to be employed than those in the 2000 cohort.

Wages and Earnings. In the survey-based regression, being male and being in the "other, non-Cuban" category had the largest positive influence on wages, with current employment, English proficiency and age each having smaller, but positive effects on wages. While age did have a positive effect on earnings, the slightly negative coefficient on age-square meant that the "turning point" at which age began to have a diminishing effect on wages occurred rather early, at approximately 25 years old, which seems rather early and may be an artifact of low sample size. The largest statistically significant factor that decreased wages in the survey regression was Haitian origin.

Table V.2: Regression Results: Miami Employment Outcomes

Survey Data			Administrative Data		
	Currently Employed	Hourly Wage (natural log)		Employment in Year 3	Earnings in Year 3
Fiscal Year Cohort^a			Fiscal Year Cohort^a		
2001	-0.013 (0.844)	-0.023 (0.771)	2001	-0.032 (0.000)***	497.662 (0.002)***
2002	0.083 (0.203)	-0.098 (0.257)	2002	-0.015 (0.037)**	690.018 (0.000)***
2003	0.004 (0.962)	-0.085 (0.375)	2003	-0.048 (0.000)***	1,142.884 (0.000)***
2004	0.111 (0.058)*	0.048 (0.596)			
Socio-Demographic Characteristics			Socio-Demographic Characteristics		
Age at Survey	0.038 (0.058)*	0.049 (0.037)**	Age at Entry	-0.001 (0.549)	242.871 (0.000)***
Age at Survey Squared	-0.000 (0.067)*	-0.001 (0.027)**	Age at Entry Squared	0.000 (0.948)	-3.645 (0.000)***
Male	0.119 (0.007)***	0.319 (0.000)***	Male	0.049 (0.000)***	5,808.121 (0.000)***
Married or Living Together	0.109 (0.009)***	0.014 (0.792)	Married	0.014 (0.005)***	728.579 (0.000)***
Currently Employed		0.198 (0.026)**			
Total Minors in Household	-0.029 (0.243)	0.016 (0.623)			
Completed High School	0.102 (0.115)	-0.071 (0.409)	Completed High School	0.057 (0.000)***	1,618.267 (0.000)***
Speaks English Well at Survey	0.028 (0.531)	0.116 (0.074)*	Speaks English Well at Entry	0.072 (0.000)***	2,208.088 (0.000)***
			Asylee	0.002 (0.868)	425.904 (0.213)

Table V.2 (continued)

Survey Data			Administrative Data		
	Currently Employed	Hourly Wage (natural log)		Employment in Year 3	Earnings in Year 3
Country of Birth^b			Country of Origin^b		
Haiti	-0.036 (0.708)	-0.233 (0.014)**	Haiti	0.048 (0.000)***	-672.162 (0.014)**
			Colombia	-0.014 (0.374)	682.980 (0.092)*
Other, non-Cuban	-0.069 (0.330)	0.316 (0.006)***	Other, non-Cuban	-0.016 (0.572)	693.513 (0.403)
Service Receipt Since Arrival			Service Receipt in First Two Years		
Education	-0.025 (0.602)	0.040 (0.516)	Education	0.042 (0.000)***	1,322.132 (0.000)***
Job Assistance	-0.045 (0.250)	0.023 (0.668)	Job Assistance	0.009 (0.162)	718.987 (0.000)***
Supportive Services	0.132 (0.117)	-0.193 (0.207)			
ESOL	0.032 (0.469)	0.096 (0.118)	ESOL	0.033 (0.000)***	1,497.907 (0.000)***
Constant	-0.238 (0.546)	1.180 (0.007)***	Constant	0.693 (0.000)***	807.577 (0.320)
Observations	335	302	Observations	35117	35117
R-squared	0.135	0.208	R-squared	0.011	0.076

Sources: Refugee Assistance Survey, RSS and TAG program data provided by the state

Notes: Robust p values in parentheses: * significant at 10%; ** significant at 5%; *** significant at 1%

^a 2000 is the excluded category; ^b Cuba is the excluded category

Among the statistically significant results in the regressions using administrative data, being male, speaking English at entry, high school completion, taking an ESOL course and receiving educational services had the largest positive impacts on wages. Characteristics that positively affected earnings on a lesser scale were being married and receiving job assistance in the first two years. Age at entry also positively affected earnings, although the age-squared term indicated that there began to be decreasing returns to age at entry around age 33. Entry cohort also positively affected earnings, with refugees entering during FY 2001-2003 out-earning their peers from FY 2000. Haitian origin had the largest negative impact, while Colombians slightly out-earned Cubans, all else equal. The results indicate that, while Haitians were more likely to be employed, they were also more likely to earn less than Cubans or Colombians.

APPENDIX A: SUMMARY OF SITE VISIT INTERVIEWS

Organization	Services	Funding ⁵⁸	Case Reviews
Miami Dade-Public Schools SAVES Program-2 school sites	Adult Education: ESOL Vocational Education	RSS CH	N/A
Miami Dade College REVEST Program	Adult Education: ESOL Vocational Education	RSS SSSA (Elderly) CH	N/A
South Florida Workforce	Oversees employment Services	RSS TAG CH	N/A
Youth Co-op	Employment services	RSS and TAG/CH	7
Miami-Dade County Dept. of Human Services	Employment services	RSS and TAG/CH	6
Jobs for Miami	Employment services	RSS and TAG/CH	10
Jackson Health System	Health services	CH	N/A
Refugee Health Assessment Program (FL Dept. of Health)	Health services		N/A
Center For the Survivors of Torture	Case management	ORR discretionary	N/A
New Horizons Community Mental Health Centers	Mental health and social adjustment	CH	N/A
Catholic Charities Legal Services	Employability Status	RSS/SSSA (Elderly)/TA (Broward Co) ORD (Miami)	N/A
St. Thomas University Human Rights Institute	Employability Status	RSS/ORD	N/A
Florida Immigrant Advocacy Center	Employability Status	RSS	N/A
Catholic Charities of the Diocese of Miami	Domestic violence Prevention and parenting	CH	N/A
DCF, Economic Self Sufficiency	RCA, Medicaid, TANF		N/A
Sant La	Community advocacy	None	N/A
Spherion	Employer	N/A	N/A
Navarro Discount Pharmacies	Employer	N/A	N/A
Blue Door Fine Arts	Employer	N/A	N/A
Victoria Nursing & Rehab	Employer	N/A	N/A
One Plus One Florida	Employer	N/A	N/A
First Financial Home Mortgage	Employer	N/A	N/A

⁵⁸ RSS =Social Services Grant; CH= Cuban Haitian Discretionary Grant; TAG = Targeted Assistance Formula Grant; ORD = Older Refugee Discretionary Grant; SSSA = Social Services Set-Aside Grant (funds services to assist clients in the citizenship process. Catholic Charities Legal Services providers services in Miami-Dade, Broward and Palm Beach counties. For services in Broward, they use TA funds allocated to Broward County. In Palm Beach RSS funds are used and in Miami-Dade, RSS and Soc. Ser. Set Aside and Older Refugee Discretionary Grant funds are used to serve the elderly refugee population.

APPENDIX B: SFW PROVIDERS CONTRACTOR PERFORMANCE SPECIFICATIONS

Service Provider	Project Director	Address
Adult Mankind Organization	Ana Someillan	4343 W Flagler St., Miami 33134
Adult Mankind Organization	Ana Someillan	1685 SW 107 Ave, Miami 33165
Cuban American National Council	Roberto Valdes	300 SW 12th Ave, 3rd Floor Miami, 33130
Cuban American National Council		3800 W. 12th Ave, Hialeah, 33012
City of Hialeah	Delia Milian	240 E. 1st Ave # 222, Hialeah 33010
Community Coalition	Elsa Someillian	2100 Coral Way, Suite 402
Jobs for Miami	Laura Iglesias	4355 W 16th Ave, Suite 209 Hialeah 33012
Jobs for Miami	Laura Iglesias	5870 SW 8th St., Suite # 4, Miami 33144
Little Havana Activities Center	Angel Alvarez	700 SW 8th St., 2nd Floor, Miami, 33130
Lutheran Services	Mary Jane Gonzalez	9750 Coral Way, Miami 33165
UNIDAD of Miami Beach	Raymond Adrian	1701 Normandy Drive, Miami Beach FL 33141
Miami Beach Latin Chamber	Grace Calvani	1620 Drexel Ave Miami Beach, FL 33139
Miami-Dade Human Services	Maritza Alonso	5040 NW 7th St. Miami, 33135
Miami-Dade Human Services	Maritza Alonso	10700 Caribbean Blvd # 101 Miami,33189
Ser Jobs for Progress	Howard Himmelbaum	5600 NW 36 St. Suite 561 Miami 33166
Ser Jobs for Progress	Howard Himmelbaum	494 Palm Ave, Hialeah 33010
ARBOR E & T, LLC.	Cesar Candelario	2750 W 68th St. Hialeah Gardens 33016
Youth Co-op	Alicia Sante/ Jorge Costas	3525 NW 7th St., Miami 33125
Youth Co-op	Alicia Sante/ Jorge Costas	9766 SW 24th St., Suite #6 Miami, 33165
Youth Co-op	Alicia Sante/ Jorge Costas	1800 W 49th St., Suite #100 Hialeah, 33012

SFW Contractor Performance Specifications

- 1. Performance Measures for employment services.** The performance standards for refugee employment services shall also apply to all Welfare Transition Program participants served under this contract. The performance standard are calculated based on the federal fiscal year (FFY).

The **minimum acceptable performance standards** are:

- a. Sixty percent (60%)** of the active caseload of unemployed clients shall be placed into full-time employment during the contract period.
 - b. Seventy percent (70%)** of the eligible full-time employed clients will still be employed at the 90-day follow-up.
 - c. Fifty percent (50%)** of the eligible full-time employed clients will still be employed at the 180-day follow-up.
 - d. Fifty percent (50%)** of clients entering the program as employment authorized RCA recipients awaiting job placement shall receive at least one job placement.
 - e. Thirty-eight percent (38%)** of full-time job placements shall have health insurance access.
 - f. Eighty percent (80%)** of Career Laddering (CL) placement-eligible clients shall receive at least one job placement related to their CL plans as a result of CL services received.
 - g. Ninety percent (90%)** of career laddering clients will complete one (1) upgrade service as identified in their career laddering plan.
- 2. Description of Performance Measurement Terms.** All measures are based on unduplicated clients within the previous twelve (12) months.
 - a. Career Laddering (CL) Active Caseload.** The number of eligible clients for whom a CL case record was open.
 - b. CL Upgrade Service completion.** The number of CL clients who completed a job upgrade service, such as academic credentials, short-term training, OJT, professional re-certification, etc. as identified in their career laddering plans.
 - c. CL Placement-eligible.** The number of active career laddering clients eligible for CL job placement. A CL client is declared “placement-eligible” by the vocational counselor, when specified barriers to employment have been overcome and the client is prepared to work in his/her chosen field as delineated in the career laddering plan.
 - d. Carryover Active Caseload.** The number of clients whose case records were not closed under the previous year’s contract and were carried over to the new contract.
 - e. Employed Active Caseload.** The number of clients placed by the provider into employment.

- f. **Employment Authorized Awaiting Job Placement.** A client that is employment authorized and:
 - i. for whom a new intake was conducted during the contract period;
 - ii. in the carryover caseload and never received a job placement;
 - iii. in the carryover caseload that lost their job before the contract start date.
- g. **90-Day Follow-up Placements.** The number of clients with at least one full-time job placement during the previous quarter.
- h. **180-Day Follow-up Placements.** The number of clients with at least one full-time job placement during the quarter before the previous quarter.
- i. **Full-Time Job Placements.** The number of clients in the unemployed active caseload placed into full-time employment.
- j. **Job Placements with Health Insurance.** The number of clients in the employed active caseload placed into jobs with access to health insurance.
- k. **RCA Full-Time Job Placements.** The number of clients in the RCA unemployed active caseload placed into full-time employment.
- l. **RCA Unemployed Active Caseload.** The number of clients in the unemployed active caseload who were RCA recipients.
- m. **Successfully Employed at Ninety (90)-day Follow-up.** The number of clients successfully employed in a full-time job on the 90th day from placement at any unsubsidized job.
- n. **Successfully Employed at One hundred-eighty (180)-day Follow-up.** The number of clients successfully employed in a full-time job on the 180th day from placement at any unsubsidized job.
- o. **Unemployed Active Caseload.** The number of clients for whom a case record was open, the number of clients in the carryover active caseload never placed in a job and the number of clients in the carryover active caseload that lost their jobs before the contract start date.

3. **Performance Evaluation Methodology.** Evaluations shall be based on the performance specifications as described in **Figure B**, compliance with contract and programmatic requirements. The calculation of the performance rates shall be determined quarterly and annually using the following:

a.

# of Clients with First Job Placements	≥	60%
# of Employment Authorized Clients Awaiting Job Placement		

b.	# of Clients Employed at 90-Day Follow-up	≥	70%
	# of 90-Day Follow-ups Due to be Completed		
c.	# of Clients Employed at 180-Day Follow-up	≥	50%
	# of 180-Day Follow-ups Due to be Completed		
d.	# of RCA Recipients with First Job Placements	≥	50%
	# of Employment Authorized RCA Recipients Awaiting Job Placement		
e.	# of Full-Time Job Placements with Health Insurance Access	≥	38%
	# of Full-Time Job Placements		
f.	# of CL Clients Placed into Jobs Related to CL Plans	≥	80%
	# of CL Placement-Eligible Clients		
g.	Total # of CL Clients that Complete an Upgrade Service	≥	90%
	Total # of CL Active Caseload		

Performance Standards Statements. By execution of this contract, the contractor hereby acknowledges and agrees that its performance under the contract must meet the standards set forth above and will be bound by the conditions set forth in this contract. If the contractor fails to meet these standards, SFW Refugee Office, at its exclusive option, may allow up to six months for the provider to achieve compliance with the standards. If performance deficiencies are not resolved to the satisfaction of SFW Refugee Office within the prescribed time, and no extenuating circumstances can be documented by the contractor to the SFW Refugee Office's satisfaction, SFW Refugee Office's must cancel the contract with the contractor. The determination of the extenuating or mitigating circumstances is the exclusive determination of the department. **All contractors must meet a minimum requirement of 100 first placements to be monitored on a quarterly basis subject to de-obligation.**

APPENDIX C: SERVICE AND ELIGIBILITY RULES FOR CUBANS AND HAITIANS

This appendix summarizes some of the rules that apply to the eligibility for refugee services, the eligibility for work authorization, and the processes to obtain permanent residency of Cuban-Haitian entrants. Both Cubans and Haitians enjoy special privileges with regards to their eligibility for refugee services as compared with individuals from other national origins. Cubans also enjoy special privileges with regards to status and path to residency that Haitians do not share, and which have implications for their ability to obtain work authorization.

Definition of Cuban-Haitian entrant status

Legally, Cuban-Haitian entrants include Cuban and Haitian parolees, asylum applicants, and individuals currently in removal proceedings. It is not a permanent designation – asylum applicants and those in removal proceedings will lose their status as Cuban-Haitian entrants if a final, executable removal order is issued for them. In practice, this loss of entrant status applies to Haitians and not Cubans; there is no repatriation of Cubans from the United States to Cuba, so removal orders issued for Cubans are not executable.⁵⁹

Since this definition does not include all individuals from Cuba and Haiti, there are Cubans and Haitians who do not receive the same privileges as Cuban-Haitian entrants. Examples of categories of Cubans and Haitians in the United States who do not fall under the definition of Cuban-Haitian entrant include:

- *Undetected individuals:* Cubans and Haitians who arrive undetected do not obtain Cuban-Haitian entrant status until they become parolees⁶⁰, apply for asylum, or are undergoing removal proceedings.
- *Individuals arriving with visas:* Cubans or Haitians who enter the United States as tourists, students, or with other non-immigrant visas do not receive the privileges of Cuban-Haitian entrants unless they later apply for asylum or otherwise change their status.
- *Refugees and those already granted asylum:* In general, these categories of individuals already receive all the privileges, such as eligibility for refugee services and work authorization, conferred upon those with Cuban-Haitian entrant status.

Status issues and path to residency

Cubans: Under the Cuban Adjustment Act (CAA), Cubans can apply for legal permanent residency in the United States once they have been present in the United States for at least one year. This applies to Cubans, regardless of how they arrive, so long as they are either admitted directly to the United States, or granted parole.

⁵⁹ By policy, the United States does not generally repatriate non-criminals to Cuba. In addition, Cuba refuses to allow the repatriation of criminals.

⁶⁰ In practice, undetected Cubans are able to get parole, but Haitians are not.

In the late 1990s and early 2000s, all Cubans held by Immigration were released with a parole. Immigration has stopped doing this in some cases, and obtaining parole now requires an extra step for Cubans who were not apprehended at entry. (Cubans apprehended at entry are by and large released with parole.) For those Cubans to whom it is not automatically granted, the process of obtaining parole can be lengthy and complicated. As a result, it is one of the processes that legal services providers will aid Cuban arrivals with. Factors such as a criminal background can lead to the rejection of parole. In addition, Cubans may undergo lengthy questions about their membership in the Communist Party. Individuals who were “meaningful” members of the Communist Party in the past five years are not allowed to officially enter the United States (“Non-meaningful” members may include people who joined the party only in order to work or study.) Parole applicants will also be questioned at length about espionage. Nonetheless, parole applications for Cubans supported by legal services are almost always granted.

Individuals who enter the United States with a visa cannot obtain parole. As discussed below, this can impact a Cuban’s ability to get work authorization, though under the CAA he or she can still become an LPR after one year. In addition, parole can be revoked for reasons such as committing a crime.

Since Cubans cannot be repatriated to Cuba, Cubans who commit nonviolent crimes or are denied or lose parole for other reasons that do not allow for their detention are released under an “order of supervision.” Facing a non-enforceable order of deportation, these individuals can still have Cuban-Haitian entrant status. If in the future it becomes possible to repatriate them, they will lose this status and may be sent back.⁶¹

Haitians: Unlike Cubans, Haitians do not have a direct path to residency on the basis of their national origin. Haitians who obtain legal permanent residency do so instead through the usual paths of immigration law. One way is to have family members petition for them. Another is to apply for asylum. Most asylum applications are rejected (all of the legal service providers interviewed indicated that it is very difficult for Haitians to obtain asylum, although some providers have had more success with the courts than others), and in general most Haitians who are detected in the United States are denied residency and eventually receive a final order of deportation.

As a result, many Haitians enter the country undetected and attempt to remain undetected. (As one respondent described the differences between the situations for Cubans and Haitians: “By and large, Haitians run away from immigration and Cubans run to immigration.”) Haitians who enter the country undetected are not granted parole. Haitians who enter with a visa are also not granted parole. As a result, many Haitians with Cuban-Haitian entrant status have it by virtue of applying for asylum (in hopes of being able to permanently remain in the United States) rather than having obtained parole.

Eligibility for Refugee Services

Cuban-Haitian entrants are eligible for RCA or TANF and RSS and TAG or Match Grant services by virtue of being Cuban-Haitian entrants. In this regard, they are privileged over

⁶¹ In addition, under a Supreme Court decision, even Cubans who have committed relatively serious crimes cannot be detained indefinitely. Some are therefore released with an order of supervision and are eligible for refugee services.

arrivals of other nationalities. Non Cuban/Haitian asylum applicants, parolees, or aliens in removal proceedings are not similarly eligible for these services unless and until their asylum request is granted. In contrast, Cuban or Haitian asylum applicants are eligible for benefits and services, as are Cubans served with a “Notice to Appear” (NTA).

Cubans and Haitians have the same conditions of eligibility for refugee services. However, because of the risk of getting deported, Haitians may choose to remain undetected rather than apply for the asylum or parole status needed to access the services.

Eligibility for Employment Authorization

Eligibility for employment authorization is more complicated for Cuban-Haitian entrants than for refugees and asylees. Refugees and asylees are eligible to work incident to their status as refugees or asylees, and are not required to make application for an Employment Authorization. Refugees and asylees are eligible for unrestricted Social Security cards that do not have the inscription “valid for work only with DHS authorization,” and thus serve as legally sufficient proof of work authorization. Cuban-Haitian entrants, on the other hand, need to apply for and be granted employment authorization before they may work legally in the United States. The primary avenue for Cubans or Haitians to become eligible to apply for work authorization is to apply for and be granted parole, as Cuban and Haitian parolees are eligible to apply for work authorization. Asylum applicants are not eligible to receive employment authorization until 180 days after the date of application for asylum.⁶²

The implications of this are different for Cubans and Haitians. As described above, applications for parole by Cubans are usually approved. Further, Cubans will receive legal permanent residency after a year under the CAA, and so do not need to fear deportation or applying for asylum. Therefore, once they have gone through the process of applying for parole, Cubans can easily gain work authorization. (There are some exceptions, such as individuals who entered the United States with a visa, who are not eligible for parole and therefore cannot get work authorization until they become permanent residents.)

Haitians, on the other hand, are often not paroled because they chose to enter the United States undetected (without inspection) and seek to avoid contact with Customs and Border Protection and Immigration and Customs Enforcement to minimize the likelihood of removal. In many cases Haitians apply for asylum to gain Cuban-Haitian entrant status and eligibility for refugee services. However, as applicants for asylum they are not eligible to apply for employment authorization until 180 days after date of application for asylum. Consequently, many of the Haitians accessing refugee services are without work authorization. Other Haitians simply remain undetected and therefore do not access refugee services or obtain work authorization.

⁶² Individuals whose asylum application is pending for 150 days become eligible for work authorization. Various circumstances may extend this length of time. In practice, many applications are heard before the applicant becomes eligible to apply for work authorization.

GLOSSARY

Amerasian: Certain Amerasians from Vietnam who are admitted to the U.S. as immigrants pursuant to Sec. 584 of the Foreign Operations, Export Financing, and Related Programs Appropriations Act, 1988 (as contained in Sec. 101(e) of Public Law 100-202 and amended by the 9th proviso under Migration and Refugee Assistance in title II of the Foreign Operations, Export Financing, and Related Programs Appropriations Acts, 1989 (Public Law 100-461 as amended) and “was born in Vietnam after January 1, 1962 and before January 1, 1976 and was fathered by a citizen of the United States.” Amerasians are admitted to the United States as immigrants, rather than refugees. They and their immediate relatives are entitled to ORR-funded refugee services and benefits to the same extent as refugees.

Asylee: Under Section 208 of the Immigration and Nationality Act, individuals who meet the legal definition of refugee, but who apply for asylum status after they are already present in the U.S. or at a port of entry. Asylum applicants can have any (or no) immigration status when they apply. Asylum status can be granted by either a USCIS asylum officer or by an Immigration Judge with the U.S. Department of Justice’s Executive Office of Immigration Review. Asylees are eligible for ORR-funded refugee benefits and assistance beginning on the date of their final grant of asylum.

Cuban/Haitian Entrant: (a) Any individual granted parole status as a Cuban/Haitian Entrant (Status Pending) or granted any other special status subsequently established under the immigration laws for nationals of Cuba or Haiti, regardless of the status of the individual at the time assistance or services are provided; and (b) Any other national of Cuba or Haiti
(1) Who: (i) Was paroled into the United States and has not acquired any other status under the Immigration and Nationality Act; (ii) Is the subject of exclusion or deportation proceedings under the Immigration and Nationality Act; or (iii) Has an application for asylum pending with the Immigration and Naturalization Service; and (2) With respect to whom a final, nonappealable, and legally enforceable order of deportation or exclusion has not been entered. (Refugee Education Assistance Act of 1980, Pub. L. No. 96-422)

Economic Self-Sufficiency: For the purposes of programs administered by the ORR, earning a total family income through unsubsidized employment at a level that enables a family unit to support itself without receipt of a cash assistance grant.

Date of Entry: An ORR term for the date on which individuals become eligible for ORR benefits and services. For refugees this is their date of arrival in the U.S. (as recorded on the Form I-94 Arrival/Departure Record). For Cuban/Haitian entrants this is the date they were granted Cuban/Haitian entrant status, which is typically the date of their parole into the U.S. For asylees this is the date of final grant of asylum (as noted on the approval letter or immigration court order). For victims of a severe form of trafficking it is the date of certification or eligibility (as noted on the certification or eligibility letter), or date they were granted a T visa.

Legal Permanent Resident (LPR): A non-U.S. citizen (i.e., alien) who has been given permission to remain permanently in the U.S., subject to continued compliance with the Immigration and Nationality Act. LPRs are sometimes called “immigrants” and the I-551 which is evidence of LPR status is commonly known as a “green card”. After five years in LPR status

and if otherwise not ineligible an LPR is eligible to apply for naturalization to become a U.S. citizen. LPRs who obtained LPR status by marriage to a U.S. citizen are eligible to apply for naturalization in three years.

Matching Grant: The ORR discretionary Matching Grant program is an alternative to public cash assistance offered through the voluntary agency (Volag) network. ORR provides matched funds to participating Volag affiliates that are required to provide employment services, case management, maintenance assistance (which includes provision of food or food subsidies, housing, and transportation) and cash allowance. Enrollment in Matching Grant services must be within the first thirty-one days of eligibility, with maintenance assistance provided for at least four months, and case management/employment services continuing through 180 days (six months). Services are designed to assist refugees enter employment, achieve self-sufficiency, and not access public assistance.

Medicaid: Medicaid is a state administered program, jointly funded by the states and federal government that provides medical coverage to eligible persons based on age, income, and/or disability status. Eligible groups include children, adults with dependent minors, and SSI recipients. Each state sets its own guidelines regarding eligibility and services.

Mutual Assistance Associations (MAA): A non-profit, community-based organization promoting successful refugee resettlement comprised of refugee populations. Generally, MAAs are small grass-roots organizations that work in specific communities and geographic areas. ORR encourages states to give special consideration to MAAs in contracting refugee services.

Parolee: An alien permitted entry to the U.S. for humanitarian reasons or when determined to be for significant public benefit. Parole does not constitute a formal admission to the United States and confers temporary status only. Absent a change in or adjustment of status, parolees must depart the U.S. when the conditions supporting their parole cease to exist. There are several types of parole, including parole authorized as part of an overseas parole program (such as the U.S. has with Cuba), port-of-entry parole, deferred inspection parole, advance parole, humanitarian parole, or public interest parole.

Public-Private Partnership (PPP) Program: States have the option of entering into a partnership agreement with local resettlement agencies for the operation of a public/private refugee cash assistance (RCA) program. The partnerships facilitate the successful resettlement of refugee 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.

Reception and Placement Program: Upon arrival, refugees are provided initial resettlement services through cooperative agreements to voluntary agencies (Volags) by the Department of State. These initial "nesting" services cover basic food, clothing, shelter, orientation, referral, and other services for the first 30 days after the refugee's arrival in the U.S.

Refugee: Any person who is outside any country of such person's nationality or, in the case of a person having no nationality, is outside any country in which such person last habitually resided,

and who is unable or unwilling to return to, and is unable or unwilling to avail himself or herself of the protection of that country because of persecution or a well-founded fear of persecution on account of race, religion, nationality, membership in a particular social group, or political opinion. The term “refugee” is distinguished from “asylee” in that “refugee” refers to individuals admitted into the U.S. under Section 207 of the Immigration and Nationality Act and determined to be refugees before arriving in the U.S., while asylees are aliens in the U.S. who are determined to meet the legal definition of “refugee” and are granted asylum in the U.S.

In this report, the term “refugee” is often used inclusively to refer to anyone eligible for ORR benefits and services (such as RSS or TAG), including refugees, asylees, Cuban-Haitian entrants, Amerasians, victims of a severe form of trafficking, and Lawful Permanent Residents (LPRs) who have held one of these statuses in the past.

Refugee Cash Assistance (RCA): A short-term need-based cash benefit available to ORR-eligible populations for up to eight months from their date of entry. Refugees who meet the income and resource eligibility standards of TANF or SSI, but are not otherwise eligible for those programs, such as single adults and childless adults, and meet other eligibility requirements may receive benefits under RCA.

Refugee Medical Assistance (RMA): Short-term need-based medical insurance available to ORR eligible populations for up to eight months from their date of entry. Refugees who meet income limits and other eligibility requirements, but are not eligible for Medicaid or the State Child Health Insurance Program (SCHIP), may receive benefits under RMA. All recipients of Refugee Cash Assistance but not Medicaid or SCHIP, are eligible for RMA.

Refugee Social Services (RSS): Intensive social services provided to help refugees obtain employment, achieve economic self-sufficiency, and realize social adjustment. Programs that administer RSS services are funded through the Office of Refugee Resettlement, which provides both state grants and direct-service grants. The programs provide employability and other services which may include employment assistance, job training, English language training, and social adjustment. Refugees and other ORR eligible populations are only eligible for this program for the first 60 months from their date of entry.

Section 8 Vouchers: Federal housing assistance for low-income renters provided under the Housing Choice Voucher Program. Assistance is in the form of direct payments to private landlords and limits the monthly rent payment paid by the tenant.

Supplemental Security Income (SSI): Federally-administered program that provides assistance for individuals who are aged, blind, or disabled and have limited income and resources as established under title XVI of the Social Security Act.

Targeted Assistance Formula Grant (TAG): The targeted assistance program funds employability and other services for refugees who reside in areas of high need. These localities are defined as counties or contiguous county areas with unusually large refugee populations, high refugee concentrations in relation to the overall population, or high use of public assistance among refugees. Targeted assistance services are similar to refugee social services except targeted assistance prioritize serving clients who are long term cash assistance recipients

compared to newly arrived refugees. Refugees and other ORR eligible populations are only eligible for this program for the first 60 months from their date of entry.

Temporary Assistance for Needy Families (TANF): State-administered program, jointly funded by the states and federal government, that provides cash assistance and work opportunities to needy families with dependent children. States are granted wide flexibility to develop and implement their own welfare programs.

Victims of a Severe Form of Trafficking: Individuals who are subjected to (1) Sex Trafficking, which is the recruitment, harboring, transportation, provision, or obtaining of a person for the purpose of a commercial sex act⁶³, in which a commercial sex act is induced by force, fraud, or coercion, or in which the person forced to perform such an act is under the age of 18 years; or (2) Labor Trafficking, which is the recruitment, harboring, transportation, provision, or obtaining of a person for labor or services, through the use of force, fraud or coercion for the purpose of subjection to involuntary servitude, peonage, debt bondage or slavery. Victims of trafficking are eligible for ORR benefits and services and other federal benefits provided they have been certified as a victim of trafficking by ORR.

Voluntary Agency (Volag): Public or private agencies that provide initial reception and placement services to newly-arriving refugees under cooperative agreements with the Department of State. Currently, the Department of State has such agreements with nine national Volags and one state government agency (Iowa). Local affiliates of these national agencies are also referred to as Volags and are responsible for providing initial "nesting" (Reception and Placement) services covering basic food, clothing, shelter, orientation, referral, and other services for the first 30 days after admission for refugees, and often serve as providers of other services, including RSS, TAG or Matching Grant.

Wilson/Fish Alternative Program: Wilson/Fish is an alternative to the traditional publicly administered refugee resettlement program (as outlined in the ORR regulations) for providing integrated assistance (cash and medical) and services (employment, case-management, ESL and other social services) to refugees and others eligible for refugee benefits. The purpose of the Wilson/Fish program is to increase refugee prospects for early employment and self-sufficiency and reduce their level of welfare dependence; promote coordination among voluntary resettlement agencies and service providers; and to ensure that refugee assistance programs exist in every State where refugees are resettled.

States that determine that a public/private RCA program or publicly-administered program modeled after its TANF program is not the best approach for the state may apply to establish an alternative approach under the Wilson/Fish program. If a state withdraws from all or part of the refugee resettlement program, a public or private nonprofit organization may apply to operate refugee programs in the state under the Wilson/Fish program.

⁶³ Any sex act on account of which anything of value is given to or received by any person.

FOR MORE INFORMATION:

For definitions of immigration statuses, see USCIS Glossary (<http://www.uscis.gov/portal/site/uscis/menuitem.eb1d4c2a3e5b9ac89243c6a7543f6d1a/?vgnnextoid=b328194d3e88d010VgnVCM10000048f3d6a1RCRD&vgnnextchannel=b328194d3e88d010VgnVCM10000048f3d6a1RCRD>)

For definitions of services provided to refugees and related populations, see websites of the Office of Refugee Resettlement (<http://www.acf.hhs.gov/programs/orr/>) and the Bureau of Population, Refugees, and Migration (<http://www.state.gov/g/prm/>). Particularly useful subpages of these websites include:

- ORR programs page: <http://www.acf.hhs.gov/programs/orr/programs/index.htm>
- ORR benefits and services page: <http://www.acf.hhs.gov/programs/orr/benefits/index.htm>
- Most recent ORR annual report:
http://www.acf.hhs.gov/programs/orr/data/05arc2.htm#_Ref532867079
- Regulations governing programs administered by ORR:
http://www.acf.hhs.gov/programs/orr/policy/orr_regulations.htm
- Most recent PRM report on proposed refugee admissions:
<http://www.state.gov/g/prm/refadm/rls/rpts/52366.htm>