

Report to the Congress

FY 2006

Office of Refugee Resettlement

U.S. DEPARTMENT OF
HEALTH AND HUMAN SERVICES

Administration for Children and Families
Office of Refugee Resettlement



Executive Summary

The Refugee Act of 1980 (Section 413(a) of the Immigration and Nationality Act) requires the Secretary of Health and Human Services to submit an annual report to Congress on the Refugee Resettlement Program. This report covers refugee program developments in FY 2006, from October 1, 2005 through September 30, 2006. It is the fortieth in a series of reports to Congress on refugee resettlement in the U.S. since FY 1975 and the twenty-sixth to cover an entire year of activities carried out under the comprehensive authority of the Refugee Act of 1980.

Key Federal Activities

- **Congressional Consultations:** Following consultations with Congress, the President set a worldwide refugee admission ceiling at 70,000 for FY 2006. This included 20,000 for Africa, 15,000 for East Asia, 15,000 for Europe and Central Asia, 5,000 for Latin America and the Caribbean, 5,000 for Near Asia and South Asia, and 10,000 for an unallocated reserve.

Admissions

- The U.S. admitted 41,279 refugees, including 129 Amerasian immigrants, in FY 2006. An additional 16,645 Cuban and 55 Haitian nationals were admitted as entrants, for a total of 57,979 arrivals.
- Refugees and entrants from Cuba (19,787) comprised the largest admission group, followed by arrivals from the successor republics of the Soviet Union (10,453), Somalia (10,330), and Vietnam (3,131).
- Florida received the largest number of arrivals (16,976), followed by California (5,230), Minnesota (4,578), Texas (3,128), New York (2,567), and Washington (2,464).

Domestic Resettlement Program

- **Refugee Appropriations:** In FY 2006, the Office of Refugee Resettlement (ORR) received

an appropriation of \$492.2 million to assist refugees and Cuban and Haitian entrants.

- **Cash and Medical Assistance** for refugees was provided from grants totaling \$172.5 million awarded to States for maintenance during the first eight months after arrival.
- **Social Services:** In FY 2006, ORR provided \$79.1 million in formula grants to States and non-profit organizations for a broad range of services for refugees, such as English language and employment-related training.
- **Targeted Assistance:** In FY 2006, ORR provided \$43.7 million in targeted assistance funds to supplement available services in areas with large concentrations of refugees and entrants.
- **Voluntary Agency Matching Grant Program:** ORR awarded grants totaling \$50 million during the past year. Under this program, ORR awards Federal funds on a matching basis to national voluntary resettlement agencies to provide assistance and services to refugees, Cuban/Haitian entrants, asylees, and victims of trafficking.
- **Refugee Health:** ORR provided funds to State and local health departments for refugee health assessments. Obligations for these activities and technical assistance support amounted to approximately \$4.8 million in FY 2006.
- **Wilson/Fish Alternative Projects:** In FY 2006, Wilson/Fish projects continued operation in 11 States: Alabama, Alaska, Colorado, Idaho, Kentucky, Massachusetts, Nevada, North Dakota, South Dakota, Vermont, and San Diego County, CA. Also, a new privately administered Wilson/Fish project began operations in Louisiana after the State withdrew from the RCA and Social Services programs.
- **Cuban/Haitian Initiative:** ORR provided \$19 million in funds to increase services to Cuban/Haitian refugees and entrants in the areas of access to health, mental health, crime

prevention, employment and vocational/education.

- **Unaccompanied Alien Children (UAC) program:** An additional \$53.8 million was appropriated for the UAC program, which was transferred to ORR from the Department of Homeland Security in March of 2003.

Refugee Population Profile

- Southeast Asians remain the largest group admitted since ORR established its arrival database in 1983, with 670,411 refugees, including 75,895 Amerasian immigrant arrivals. Nearly 506,858 refugees from the former Soviet Union arrived in the U.S. between 1983 and 2005.
- Other refugees who have arrived in substantial numbers since the enactment of the Refugee Act of 1980 include Afghans, Cubans, Ethiopians, Iranians, Iraqis, Poles, Romanians, Somalis, and citizens of the republics of the former Yugoslavia.

Economic Adjustment

- The fall 2006 annual survey of refugees who have been in the U.S. less than five years indicated that about 58 percent of refugees age 16 or over were employed as of October 2006, as compared with about 63 percent for the U.S. population.
- The labor force participation rate remained at about 64 percent for the sampled refugee population, slightly lower than the 66 percent for the U.S. population. The refugee unemployment rate retreated to 8.7 percent, compared with 4.6 percent for the U.S. population.
- Approximately 62 percent of all sampled refugee households were entirely self-sufficient. About 23 percent received both public assistance and earned income; another 7 percent received only public assistance.
- Approximately 21 percent of refugees in the five-year sample population received medi-

cal coverage through an employer, while 44 percent received benefits from Medicaid or Refugee Medical Assistance. About 20 percent of the sample population had no medical coverage in any of the previous 12 months.

- The average number of years of education was the highest for the refugees from Latin America (11.7 years), while the lowest was for refugees from Southeast Asia (6.6 years). About 11 percent of refugees reported they spoke English well or fluently upon arrival, but 62 percent spoke no English at all.
- The most common form of cash assistance was Supplemental Security Income, received by about 15 percent of refugee households. About 55 percent of refugee households received food stamps, and 21 percent lived in public housing.

Trafficking

In FY 2006, ORR issued 214 certification letters to adult victims of trafficking and 20 eligibility letters to minors for a total of 234. ORR has issued a total of 1,076 letters during the first six years of the program. Ninety-four percent of victims certified in FY 2006 were female.

Unaccompanied Alien Children Program

ORR placed 7,746 unaccompanied alien children (UAC) in its various housing facilities during FY 2006. This averaged approximately 1,018 children in care at any point in time, approximately 17 percent more than the year before (869). ORR funded capacity for approximately 1,300 beds during FY 2006.

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The Director's Message

The year 2006 was another step forward in the historic story of refugees, representing a variety of ages, nationalities, and cultures, finding a new life of freedom and hope on America's shores. The Office of Refugee Resettlement (ORR) continued to experience success, as it funded and coordinated a network of service providers who serve refugees, as well as Cuban-Haitian entrants, asylees, victims of torture, unaccompanied alien children, and victims of human trafficking.

Refugee admissions in FY 2006 totaled 41,279, compared with 53,813 the previous year (in 2003 and 2002, refugee admissions averaged only 27,594). An additional 16,700 entrants arrived from Cuba and Haiti. The principal groups of arriving refugees in FY 2006 included Hmong and Burmese from Thailand, Bantu from East Africa, Liberians from West Africa, Vietnamese from the Philippines, and Meskhetian Turks from Russia. ORR provided resource material and hands-on technical assistance and emergency funding to agencies resettling Hmong and Bantu refugees.

ORR worked in close cooperation with Federal, State, and local partners, and with national voluntary agencies (VOLAGs) and Refugee Mutual Assistance Associations (MAAs). ORR's goal was to ensure that incoming refugees had the needed services and assistance to help them attain economic self-sufficiency as early as possible after their arrival.

Through careful budget control and data analysis, ORR was able to preserve eight months of cash and medical assistance for newly arrived refugees during 2006. ORR also provided funding for formula and discretionary social services to serve refugees up to five years after their arrival.

Major accomplishments during 2006 included the following:

From July 19 to August 2, 2006, ORR offered social services to over 12,400 U.S. citizens and others returning to the U.S. from Lebanon, due to the international conflict between Lebanon and Israel. ORR mobilized personnel from the Federal gov-

ernment, state agencies, and non-profit social service agencies, to be on site at four major airports to meet incoming Americans from Lebanon, to ensure their safe and expeditious processing. During the 17-day operation, HHS/ACF/ORR and its partners offered services to incoming citizens and their dependents who arrived on 61 different flights. This successful emergency operation effort resulted in the largest repatriation of Americans since World War II.

The Anti-Trafficking in Persons Program continued to make strides in helping to identify, certify, and provide care for victims of human trafficking. In 2006, ORR awarded a per capita contract to make financial support available to organizations throughout the country that provide services to victims. ORR also awarded 18 street outreach grants to organizations in direct contact with vulnerable populations. The street outreach grantees were on-the-ground in their communities to identify victims, make referrals to law enforcement for their rescue, and to initiate support services. In 2006, the street outreach grantees identified over 1,000 potential victims of human trafficking. Overall, ORR certified 234 victims of human trafficking in 2006.

With an operating budget of \$77.3 million in 2006, ORR's Division of Unaccompanied Children's Services (DUCS) funded approximately 1,300 beds and placed 7,746 children in its various shelter facilities, which number more than 30 in eight states nationwide. In FY 2006, DUCS hired four additional Federal Field Specialists to work in areas of high immigration apprehensions (Chicago, Harlingen/Brownsville, El Paso, and San Antonio).

ORR focused on addressing some of the long-standing challenges that can, at times, impede refugees' assimilation into American society. The Office of the Director created five Work Groups to investigate and recommend solutions in areas that are consistent challenges for new arrivals. The Work Groups were designed to provide creative strategies to help refugees establish a new life in America, founded on dignity and self suffi-

ciency. Specific Work Groups were created for integration, economic self-sufficiency, social services formula funding, housing, and health. Partners include members from state governments, VOLAGs, Mutual Assistance Associations, technical assistance providers, and federal partners.

In support of measures to increase the health and well-being of high-risk incoming refugee populations, ORR continues to conduct activities under the Points of Wellness refugee health promotion and disease prevention initiative. Those measures include providing State and local governments, as well as local community based organizations, access to the Points of Wellness Toolkit and training workshops to help them develop and implement refugee health promotion and disease prevention activities and programs.

Additionally, ORR provided national leadership in examining and promoting the relationship of refugee health and access to health and mental health services, with healthy social integration into American society. In partnership with Centers for Disease Control and Prevention, ORR convenes the Refugee Medical Screening Protocol Work Group to update the medical screening services for refugees when they are admitted into the U.S. All States revised their State Plan to permit the continuation of operations in the event of a pandemic or other emergency. All of these activities were completed in partnerships under interagency agreements with HHS' Office of Global Health Affairs and Substance Abuse and Mental Health Services Administration.

In other areas of its operations, ORR:

- Continued its support for development of Refugee Mutual Assistance Associations, ethnic community-based organizations established and run by various refugee groups. In 2006, 45 such organizations in 21 States were funded through discretionary grants for a total of \$7.3 million.
- Awarded \$4.4 million in Healthy Marriage grants to 11 grantees to promote stable marriages and family life and to prevent family conflict and divorce.

- Supported 12 Wilson/Fish projects in 11 States and one California county, and also launched a new Wilson/Fish project operation in Louisiana.
- Provided \$19 million to localities most heavily impacted by Cuban and Haitian entrants and refugees, particularly where their arrival numbers in recent years have increased. Services under this program include health and hospitals, employment, adult and vocational education, refugee crime or victimization and citizenship and naturalization preparation.

ORR's FY 2007 goals include:

- Ensuring that all ORR programs provide for the safety and well being of children;
- Expanding efforts to increase the number of persons identified, certified, and served as victims of trafficking;
- Identifying and addressing changing needs of our increasingly diverse refugee population;
- Focusing on the importance of integration, self-sufficiency, and civic responsibility;
- Continuing to improve the quality of care, and family reunification and foster care services provided to unaccompanied alien children, and;
- Developing relationships and fostering greater collaboration with Federal partners to enhance the availability of services to incoming populations.

David Siegel
Acting Director
Office of Refugee Resettlement
Administration for Children and Families
U.S. Department of Health and Human Services

I. Refugee Resettlement Program

Admissions

To be admitted to the United States, an individual must be determined by an officer of the Citizenship and Immigration Services of the Department of Homeland Security (DHS) to meet the definition of refugee as defined in the Refugee Act of 1980. He or she also must be determined to be of special humanitarian concern to the U.S., be admissible under U.S. law, and not be firmly resettled in another country. Special humanitarian concern generally applies to refugees with relatives residing in the U.S., refugees whose status as refugees has occurred as a result of their association with the U.S., and refugees who have a close tie to the U.S. because of education here or employment by the U.S. government. In addition, the U.S. admits a share of refugees determined by the United Nations High Commission for Refugees to be in need of resettlement in a third country outside the region from which they have fled.

The ceiling for the number of refugees to be admitted each year is determined by the President after consultation between the Executive Branch and the Congress. The President has authority to respond beyond the ceiling in cases of emergencies. The table at right shows the arrivals and ceilings from FY 1983 to FY 2006.

For FY 2006, the President set the refugee ceiling at 70,000 refugees. During the fiscal year, 41,279 refugees (including 129 Amerasians) and 16,700 Cuban and Haitian entrants were admitted to the U.S.

Refugee and entrant arrivals from Cuba comprised the largest admission group (19,787), followed by refugee arrivals from the successor republics of the Soviet Union (10,453), Somalia (10,330), Vietnam (3,131), Iran (2,785), and Liberia (2,366).

After several years of robust admissions, arrivals from Laos (815) declined sharply from the year before (8,487). These arrivals consist largely of Laotian Hmong tribesmen who have been con-

Ceilings and Admissions (1983 to 2006)			
Year	Ceiling	Admissions	% of Ceiling
2006	70,000	41,279	59.0
2005	70,000	53,813	77.1
2004	70,000	52,840	75.6
2003	70,000	29,320	40.2
2002	70,000	26,996	38.7
2001	80,000	68,388	85.4
2000	90,000	72,519	80.5
1999	91,000	85,014	93.4
1998	83,000	76,750	92.5
1997	78,000	76,456	98.0
1996	90,000	75,755	84.1
1995	112,000	99,553	88.8
1994	121,000	112,065	92.6
1993	132,000	119,050	90.2
1992	142,000	131,749	92.8
1991	131,000	113,980	87.0
1990	125,000	122,935	98.3
1989	116,500	106,932	91.8
1988	87,500	76,930	87.8
1987	70,000	58,863	84.1
1986	67,000	60,559	90.4
1985	70,000	67,166	96.0
1984	72,000	70,604	98.1
1983	90,000	60,040	66.7

Source: Reallocated ceilings from Department of State (except for FY 1989 in which the reallocated ceiling was revised from 94,000 to 116,500). Admissions based on ORR data system, which commenced in 1983. Data on arrivals not available prior to the establishment of the refugee database in 1983. Does not include entrants.

fined for long periods in refugee camps where schooling and job training were spotty, and few refugees achieved even a primary school degree. Not surprisingly, their lack of marketable skills has translated into difficulty in finding employment and achieving self-sufficiency. The Hmong will need an intensive level of services for a prolonged period of time. The educational background, labor force participation, and welfare utilization of the Hmong arrivals will be dealt with in greater detail in the section entitled "Hmong Resettlement in the United States" beginning on page 79.

Comparing the countries of origin of this year's arrivals with those of a decade earlier illustrates the wide swings and abrupt reversals in the refugee program. In FY 1995, the arrivals from Cuba reached 37,037, almost double the arrivals this year. In FY 1994, refugees from the former republics of the U.S.S.R. reached 35,509, more than triple this year's total (10,453), followed by Vietnam with 33,198 (only 3,131 this year including Amerasians).

The former republics of Yugoslavia also has exhibited great variability. It sent only six refugees to the U.S. in FY 1990, but reached as high as 38,620 in FY 1999 before sinking to 28 this year. Somali admissions reveal a similar pattern. In FY 1994, 3,508 Somalis fled to the U.S. Admissions reached 6,022 in FY 2000 before plunging to 242 in FY 2002 and then swelling to 10,330 this year.

Florida received the largest number of FY 2006 arrivals (16,976). Arrivals to California reached 5,230, followed by Minnesota (4,578), Texas (3,128), New York (2,567) and Washington (2,464). Unlike countries of origin, the States of initial resettlement vary little from year to year. The only notable difference from a decade earlier is Florida's rise to the top spot from only 4,850 in FY 1995—due entirely to a sustained increase in entrants.

Amerasians

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

Amerasians are children born in Vietnam to Vietnamese mothers and American fathers and are admitted as immigrants, rather than refugees; however, these youths and their immediate relatives are entitled to the same ORR-funded services and benefits. Since FY 1988, 76,024 Vietnamese have been admitted to the U.S. under this provision. In the peak year for this population (1992), over 17,000 youths and family members arrived in the U.S. Last year they numbered only 129. The Refugees in the United States section and associated tables in Appendix A of this report provide refugee, Amerasian, and entrant arrival numbers by country of origin and State of initial resettlement for the period FY 1983 through FY 2006.

Cuban and Haitian Entrants

Congress created the Cuban/Haitian Entrant Program under Title V of the Refugee Education Assistance Act of 1980. The law provides for a program of reimbursement to participating States for cash and medical assistance to Cuban and Haitian entrants under the same conditions and to the same extent as such assistance and services for refugees under the refugee program. The first recipients of the new program were the approximately 125,000 Cubans who fled the Castro regime in the Mariel boatlift of 1980.

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

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

In FY 2006, 16,645 Cuban and 55 Haitian entrants arrived in the U.S., a slight increase from the number of entrants that arrived the year before (15,889). Eighty-eight percent initially resettled in Florida. The table on the next page describes the flow of entrants since FY 1991.

Asylees

On June 15, 2000, ORR published State Letter 00-12, which revised its policy on program eligibility for persons granted asylum. Section 412(e) of the Immigration and Nationality Act provides a refugee with benefits beginning with the first month in which the refugee has entered the U.S. In the past, an asylee’s arrival date was considered his entry date for the purposes of program eligibility. The months of eligibility for assistance (currently eight) would then begin on this date. It could precede by months or even years the date that the individual was granted asylum. Because of the time it normally takes for an individual to apply for asylum and to proceed through the immigration process, this interpretation of “entry” prohibited even individuals who applied for asylum immediately upon arrival from accessing refugee cash assistance and refugee medical assistance.

In 1996, Congress revised Federal welfare programs to use date of admission, rather than date of physical entry, as the important issue in determining an alien’s legal status. Accordingly, ORR now uses the date that asylum is granted as the initial date of eligibility for ORR-funded services and benefits. In the past year, the U.S. government granted asylum to 25,256 persons.

Reception and Placement

Most eligible persons for ORR’s program benefits and services are refugees resettled through the Department of State’s refugee allocation system under the annual ceiling for refugee admissions. Upon arrival, refugees are provided initial services through a program of grants, called reception and placement cooperative agreements, made by the Department of State to qualifying agencies. In FY 2006, the following agencies participated: Church World Service, Episcopal Migration Ministries, Ethiopian Community Development Council, Hebrew Immigrant Aid Society, Iowa Department of Human Services/BRS Organization, International Rescue Committee, U.S. Committee for Refugees and Immigrants, Lutheran Immigration and Refugee Service, United States Conference of Catholic Bishops, and World Relief.

Entrant Arrivals, FY 1991 to FY 2006			
Year	Cuba	Haiti	Total
2006	16,645	55	16,700
2005	15,745	144	15,889
2004	26,235	326	26,561
2003	10,205	993	11,198
2002	18,001	867	18,868
2001	14,499	1,451	15,950
2000	17,871	1,570	19,441
1999	20,728	1,270	21,998
1998	13,492	590	14,082
1997	5,284	42	5,326
1996	16,985	346	17,331
1995	31,195	1,035	32,230
1994	12,785	1,579	14,364
1993	3,452	700	4,152
1992	2,539	10,385	12,924
1991	696	395	1,091
Does not include Cuban and Haitian arrivals with refugee status.			

These grantee agencies are responsible for providing initial “nesting” services covering basic food, clothing, shelter, orientation, and referral for the first 30 days. In FY 2006, the agencies received a per capita amount of \$850 from the State Department for this purpose. After this period, refugees who still need assistance are eligible for cash and medical benefits provided under ORR’s domestic assistance program. For more information on these agencies and their activities, see Appendix C.

ORR Assistance and Services

All persons admitted as refugees or granted asylum while in the U.S. are eligible for refugee benefits. Certain other persons admitted to the U.S. under other immigration categories are also eligible for refugee benefits. Amerasians from Vietnam and their accompanying family members, though admitted to the U.S. as immigrants, are entitled to the same social services and assistance benefits as refugees. Certain nationals of Cuba and Haiti, such as public interest parolees and asylum applicants, may also receive benefits in the same manner and to the same extent as refugees if they reside in a State with an approved Cuban/Haitian Entrant Program. In addition, certain persons deemed to be victims of a severe form of trafficking, though not legally admitted as refugees, are eligible for ORR-funded benefits to the same extent as refugees.

Domestic Resettlement Program

In FY 2006, the refugee and entrant assistance program was funded under the Departments of Labor, Health and Human Services, and Education Appropriations Act, 2006 (P.L. 109-149). In addition to this appropriation of \$492.2 million, Congress gave ORR permission to spend prior year unexpended funds. Congress appropriated an additional \$77.2 million for the Unaccompanied Alien Children (UAC) program which was transferred from the Department of Homeland Security (DHS) to ORR in March of FY 2003. The activities and benefits of this program are explained more fully beginning on page 49. The inclusion of the UAC appropriation brought the total ORR appropriation to \$569.4 million. The appropriation table on page 9 explains the FY 2006 appropriations by line-item.

The domestic refugee program consists of four separate resettlement approaches: (1) the State-administered program, (2) the Public/Private Partnership program, (3) the Wilson/Fish program, and (4) the Matching Grant program.

State Administered Program

Federal resettlement assistance to refugees is provided primarily through the State administered

refugee resettlement program. States provide transitional cash and medical assistance and social services, as well as maintain legal responsibility for the care of unaccompanied refugee children.

Cash and Medical Assistance

Refugees generally enter the U.S. without income or assets with which to support themselves during their first few months. Families with children under 18 are eligible for the Temporary Assistance for Needy Families (TANF) program. Refugees who are aged, blind, or disabled may receive assistance from the Federally administered Supplemental Security Income (SSI) program. Refugees eligible for these programs may be enrolled in the Medicaid program which provides medical assistance to low-income individuals and families.

Refugees who meet the income and resource eligibility standards of these two cash assistance programs, but are not otherwise eligible—such as singles, childless couples, and two-parent families in certain States with restrictive TANF programs—may receive benefits under the special Refugee Cash Assistance (RCA) and Refugee Medical Assistance (RMA) programs. Eligibility for these special programs is restricted to the first eight months in the U.S. except for asylees, for whom the eligibility period begins the month that asylum is granted. ORR does not reimburse States for their costs of the TANF, SSI, and Medicaid programs.

In FY 2006, ORR obligated \$176.7 million to reimburse States for their full costs for the RCA and RMA programs and associated State administrative costs. Cash and medical assistance allocations are presented on pages 10 and 11.

Social Services

ORR provides funding for a broad range of social services to refugees, both through States and direct service grants. With these funds, States provide services to help refugees obtain employment and achieve economic self-sufficiency and social adjustment as quickly as possible. After deducting funds used to support programs of special

interest to Congress, ORR, as in previous fiscal years, allocated 85 percent of the remaining social service funds on a formula basis. For both programs, social services are provided only to refugees who have resided in the U.S. for fewer than 60 months.

Formula obligations varied according to each State's proportion of total refugee and entrant arrivals during the previous three fiscal years. States with small populations received a minimum of \$100,000 in social service funds. Of total social service funds, ORR obligated \$83.4 million to States under the State-administered formula program, including \$4 million as a special set-aside for recently arrived Hmong refugees.

In addition to these funds, ORR obligated social service funds to a variety of discretionary programs. A discussion of these discretionary awards may be found beginning on page 26.

Targeted Assistance

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

In FY 2006, ORR obligated \$48.6 million for targeted assistance activities for refugees and entrants. Of this, \$43.7 million was awarded by formula to 36 States on behalf of the 47 counties eligible for targeted assistance grants. Funds not allocated in the formula program were reserved for communities in the form of discretionary grants through the Targeted Assistance discretionary program. A discussion of these discretionary awards may be found beginning on page 26. The accompanying table presents the amount of funds awarded to individual counties. The amounts awarded to States under the allocation formula are provided in the table on pages 10 and 11.

Maricopa	AZ	\$1,195,241
Los Angeles	CA	1,577,157
Sacramento	CA	1,636,274
San Diego	CA	817,885
Santa Clara	CA	425,834
Denver	CO	409,787
Broward	FL	829,203
Collier	FL	261,649
Dade	FL	12,681,108
Duval	FL	438,165
Hillsborough	FL	858,087
Orange	FL	537,487
Palm Beach	FL	721,773
DeKalb	GA	954,200
Fulton	GA	254,555
Ada	ID	269,250
Cook/Kane	IL	940,180
Polk	IA	333,438
Jefferson	KY	671,774
Baltimore	MD	390,024
Mon./Pr. Georges	MD	611,809
Hampden	MA	326,850
Suffolk	MA	488,164
Ingham	MI	362,829
Kent	MI	321,614
Hennepin/Ramsey	MN	2,484,567
St. Louis	MO	657,247
Clark	NV	464,347
Erie	NY	457,928
Monroe	NY	317,560
New York	NY	1,921,068
Oneida	NY	299,317
Onodaga	NY	448,638
Guilford	NC	304,722
Mecklenberg	NC	339,012
Cass	ND	148,307
Franklin	OH	529,041
Multnomah	OR	1,300,982
Philadelphia	PA	447,624
Minnehaha	SD	186,651
Dallas/Tarrant	TX	1,008,590
Harris	TX	1,122,608
Davis/Salt Lake	UT	535,967
Fairfax	VA	391,207
Richmond	VA	216,211
King/Snohomish	WA	1,551,313
Spokane	WA	283,946
Total		\$43,731,190

Unaccompanied Minors

ORR continued its support of care for unaccompanied refugee minors in the U.S. These children, who are identified in countries of first asylum as requiring foster care upon their arrival in this country, are sponsored through two national voluntary agencies—the United States Conference of Catholic Bishops (USCCB) and the Lutheran Immigration and Refugee Services (LIRS)—and placed in States with licensed child welfare programs operated by local affiliated Catholic Charities and Lutheran Social Services agencies.

Each refugee minor in the care of this program is eligible for the same range of child welfare benefits as non-refugee children. Where possible, the child is placed with an affiliated agency of USCCB and LIRS in an area with nearby families of the same ethnic background. Depending on their individual needs, the minors are placed in home foster care, group care, independent living, or residential treatment. Foster parents must be licensed by their State or county child welfare provider and receive on-going training in child welfare matters. Foster parents come from a diversity of ethnic and linguistic backgrounds, and they receive special training on the adjustment needs of refugee youth. ORR reimburses costs incurred on behalf of each child until the month after his eighteenth birthday or such higher age as is permitted under the State’s Plan under title IV-B of the Social Security Act. Allowable services through the URM program include:

- Foster care maintenance payments
- Medical care and mental health services
- Intensive case management by social workers
- Independent living skills training (consumer skills, housing, food preparation, social/legal systems, transportation, education, community resources, health sexuality)
- Education/ESL
- Tutoring/mentoring
- Jobs skill training and career counseling
- On-going family tracing, where possible

- Cultural activities/recreation
- Special education services, where needed

By the end of FY 2000, only 199 refugee youth remained in the program. As a result, programs in 24 States had been phased out.

FY 2001 saw the revival of the program. More than 3,800 Sudanese youths from the Kakuma refugee camp in Kenya arrived in the U.S. to begin a new life. These youths—dubbed the Lost Boys of Sudan due to their mass exodus from the war in Sudan—ranged in ages from 11 to 27. Almost 500 of these youth had not attained the age of 18 and were placed in the unaccompanied minor program.

In FY 2006, 129 youths entered the program. By the end of the year, 581 youths remained in care, from the following countries of origin:

Afghanistan	30
China	16
Congo	19
Haiti	42
Honduras	38
Liberia	77
Sierra Leone	11
Somalia	24
Sudan	252
Vietnam	13
Other Countries	59
Total in Care	581

These youth resided in the following States:

Arizona	24
California	7
District of Columbia	8
Florida	8
Massachusetts	53
Michigan	188
Minnesota	2
Mississippi	19
New York	50
North Dakota	29
Pennsylvania	61
South Dakota	3
Texas	26
Utah	2
Virginia	52
Washington	49

ORR Appropriation

FY 2006

Transitional and Medical Services	\$265,361,000
Social Services	\$153,899,000
Preventive Health	\$4,748,000
Targeted Assistance	\$48,557,000
Victims of Torture	\$9,809,000
Victims of Trafficking	\$9,809,000
Total Refugee Appropriation	\$492,183,000
Unaccompanied Alien Children Program	\$77,249,000
Total ORR Appropriation	\$569,432,000

New budget authority only. Does not include prior year funds available
for FY 2005 authorization

**CMA (a/), Social Services (b/), and Targeted
Assistance (c/) Obligations by State: FY 2006
(in dollars)**

State	CMA	Social Services	Targeted Assistance	Total
Alabama d/	-	167,000	-	167,000
Alaska d/	-	222,000	-	222,000
Arizona	5,363,000	2,105,000	1,195,000	8,663,000
Arkansas	48,000	111,000	-	159,000
California e/	19,858,000	8,918,000	4,458,000	33,234,000
Colorado f/	2,126,000	1,037,000	410,000	3,573,000
Connecticut	776,000	501,000	-	1,277,000
Delaware	49,000	108,000	-	157,000
District of Columbia	1,193,000	277,000	-	1,470,000
Florida	46,060,000	22,213,000	16,327,000	84,600,000
Georgia	2,988,000	2,059,000	1,209,000	6,256,000
Hawaii	43,000	117,000	-	160,000
Idaho d/	899,000	508,000	269,000	1,676,000
Illinois	4,325,000	1,469,000	940,000	6,734,000
Indiana	615,000	555,000	-	1,170,000
Iowa	737,000	511,000	333,000	1,581,000
Kansas	408,000	245,000	-	653,000
Kentucky d/	-	1,306,000	672,000	1,978,000
Louisiana	566,000	330,000	-	896,000
Maine	323,000	257,000	-	580,000
Maryland	5,305,000	1,309,000	-	6,614,000
Massachusetts f/	3,419,000	1,579,000	1,002,000	6,000,000
Michigan	5,799,000	1,253,000	815,000	7,867,000
Minnesota	9,834,000	7,659,000	684,000	18,177,000
Mississippi	1,127,000	100,000	2,485,000	3,712,000
Missouri	793,000	1,045,000	657,000	2,495,000
Montana	43,000	101,000	-	144,000
Nebraska	687,000	439,000	-	1,126,000
Nevada d/	-	884,000	464,000	1,348,000
New Hampshire	460,000	475,000	-	935,000
New Jersey	2,275,000	921,000	-	3,196,000
New Mexico	967,000	251,000	-	1,218,000
New York	9,259,000	3,540,000	3,445,000	16,244,000
North Carolina	2,162,000	1,366,000	644,000	4,172,000
North Dakota f/	741,000	314,000	148,000	1,203,000

**CMA (a/), Social Services (b/), and Targeted Assistance (c/) Obligations by State: FY 2006
(in dollars)**

State	CMA	Social Services	Targeted Assistance	Total
Ohio	5,500,000	1,881,000	529,000	7,910,000
Oklahoma	479,000	211,000	-	690,000
Oregon	2,919,000	1,373,000	1,301,000	5,593,000
Pennsylvania	5,188,000	1,706,000	448,000	7,342,000
Rhode Island	249,000	391,000	-	640,000
South Carolina	216,000	213,000	-	429,000
South Dakota d/	271,000	391,000	187,000	849,000
Tennessee	1,409,000	918,000	-	2,327,000
Texas	13,951,000	3,696,000	2,131,000	19,778,000
Utah	2,048,000	779,000	536,000	3,363,000
Vermont f/	170,000	311,000	-	481,000
Virginia	4,492,000	1,481,000	607,000	6,580,000
Washington	6,762,000	3,027,000	1,835,000	11,624,000
West Virginia	8,000	103,000	-	111,000
Wisconsin	3,804,000	2,675,000	-	6,479,000
Wyoming	-	-	-	-
Total	176,714,000	83,408,000	43,731,000	303,853,000

a/ Cash/Medical/ Administrative, including Refugee Cash Assistance (RCA), Refugee Medical Assistance (RMA), aid to unaccompanied minors, and State administrative expenses. Includes prior year surplus funds as well as FY 2006 appropriated funds.

b/ Includes funds for privately administered Wilson/Fish programs.

c/ Includes funds for privately administered Wilson/Fish programs.

d/ A private non-profit agency operates a State-wide Wilson/Fish program.

e/ A private non-profit agency operates a Wilson/Fish program in the County of San Diego.

f/ The State refugee program operates a State-wide Wilson/Fish program.

Public/Private Partnerships

In March 2000, ORR published a final rule which amended the requirements governing refugee cash assistance. The final rule offered States flexibility and choice in how refugee cash assistance and services could be delivered to refugees not eligible for Temporary Assistance for Needy Families (TANF) or Supplemental Security Income (SSI).

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

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

Wilson/Fish Alternative Program

The Wilson/Fish amendment to the Immigration and Nationality Act, contained in the FY 1985 Continuing Resolution on Appropriations, directed the Secretary of the Department of Health and Human Services to develop alternatives to the traditional State-administered refugee resettlement program for the purpose of:

- Increasing refugee self-sufficiency,
- Avoiding welfare dependency, and
- Increasing coordination among service providers and resettlement agencies.

The Wilson/Fish authority allows projects to establish or maintain a refugee program in a State where the State is not participating in the refugee program or is withdrawing from all or a portion of the program. These projects are considered under Category 1 in the Wilson/Fish announcement.

The Wilson/Fish authority also provides public or private non-profit agencies the opportunity to develop new approaches for the provision of cash and medical assistance, social services, and case management. These projects are considered under Category 2 in the Wilson/Fish announcement.

No additional funding is appropriated for Wilson/Fish projects; funds are drawn from regular cash/medical/administration (CMA) and social services formula allocations. FY 2006 funding to Wilson-Fish totaled \$27.3 million of which \$19.1 million was CMA funding and the remaining \$8.2 million was through formula social services.

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

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

In FY 2006, approximately 17,540 clients received services and assistance through the Wilson/Fish

program. Wilson/Fish projects were operated by private non-profit agencies in Alabama, Alaska, Idaho, Kentucky, Louisiana, Nevada, South Dakota, and San Diego County, California. One project (Vermont) was jointly administered by the State and a private agency. In addition, there were three Wilson/Fish projects, (Colorado, Massachusetts, and North Dakota) that were publicly administered by a State Agency.

As in past years, Wilson/Fish Program Directors worked closely with ORR staff to establish outcome goal plans for their programs. The program goals established for FY 2006 are based on the program measures adopted for the State-administered program. For an explanation of each program measure and the outcomes for each project, see the section entitled "Partnerships to Improve Employment and Self-Sufficiency Outcomes," beginning on page 17.

Voluntary Agency Matching Grant Program

Calendar Year (CY) 2006 marked the 27th anniversary of the Voluntary Agency Matching Grant program. In those 27 years, more than 2.5 million refugees have come to this country and more than 600,000 clients (about 22 percent of all refugees) were served through the Matching Grant (MG) program. In FY 2006, refugee arrivals dropped to 41,279 after rebounding in 2005 to 53,813 refugees. ORR provided funding to the nine Voluntary Agencies (Volags) to serve 25,000 clients. Several Volags overenrolled while others held slots open in anticipation of end of the year arrivals that never materialized. As a result, a total of 24,753 refugees, Cuban/Haitian Entrants, asylees and victims of trafficking participated in the MG program. These clients were served by 241 affiliate sites of the nine voluntary agencies, in 123 cities in 42 States.

The CY 2006 program concluded a three-year project period in which agency funding was determined by performance based awards. Prior to CY 2004, a self-sufficiency measure was taken at 120-days with follow-up at 180 days only on those self-sufficient clients. A change in the reporting requirements and goal plans was initiated for the 2004-2006 MG project period.

Wilson/Fish Projects

State/County Grantee	RCA for TANF-Eligibles	RMA Funds to W/F Grantee	FY 06 W/F Recipients
Alabama - Catholic Social Services of Mobile (Cat. 1)	No	Yes	155
Alaska - Catholic Social Services (Cat. 1)	No	Yes	384
Colorado Department of Human Services (Cat. 2)	Yes	No	1,479
Idaho - Mountain States Group (Cat. 1)	Yes	No	1,004
Kentucky - Catholic Charities of Louisville (Cat. 1)	No	Yes	1,398
Louisiana - Catholic Community Services of Baton Rouge (Cat. 1)	No	No	a/
Massachusetts Office of Refugees and Immigrants (Cat. 2)	No	No	5,931
Nevada - Catholic Charities of Southern Nevada (Cat. 1)	No	Yes	4,127
North Dakota Department of Human Services (Cat. 2)	Yes	No	412
San Diego - Catholic Charities (Cat. 2)	Yes	No	1,576
South Dakota - Lutheran Social Services of South Dakota (Cat. 1)	Yes	No	473
Vermont - U.S.C.R.I. and VT Agency for Human Services (Cat. 2)	Yes	No	601

a/ The Louisiana W/F program began operations on September 30, 2006.

Programs were evaluated based on the agencies' abilities to assist all MG clients to become self-sufficient by the sixth month. The funding level for each Voluntary Agency was determined based on the relative performance of individual agencies to the performance of all agencies for the previous year.

The program captured the outcomes for all enrollments in the program and provided incentives to continue to work with clients that were not yet self-sufficient at the 120th day. In 2006, 76 percent of clients were self-sufficient by the 120th day, and 83 percent of all clients served were self-sufficient by the 180th day. All agencies showed improved performance and the agency with the lowest self-sufficiency outcomes achieved significant improvement over the three year period. Performance based awards will continue to be utilized in the MG program in the upcoming year.

The MG program, funded by Congress since 1979, provides an alternative approach to State-administered resettlement assistance. The program's goal is to help refugees attain self-sufficiency within four to six months after arrival, without access to public cash assistance. Participating agencies agree to match the ORR grant with 50 percent cash and in-kind contributions; at least 20 percent of the total match must be in cash. Participating agencies are initial resettlement sites of participating Voluntary Agencies and build upon the relationship with the client developed under the reception and placement grant with the Department of State.

The MG program is characterized by a strong emphasis on early employment and intensive services during the first six months after arrival. ORR requires participating agencies to provide maintenance (cash, food and housing) for a minimum of the first four months and intensive case management and employment services through the first six months. Additional services, such as English language training and medical assistance, may be provided in-house or arranged through referral to other programs. Refugees in the MG program may use publicly funded medical assistance. Summaries of the progress reports of the nine participating agencies follow, with all data reported covering the CY 2006.

Church World Service (CWS) received \$3,438,000 to enroll 1,719 clients. CWS served 1,744 clients. CWS provided Matching Grant services to an additional 25 clients through private resources. Of the clients enrolled, 1,093 were refugees, 535 were Cuban or Haitian entrants and 116 were asylees. Cubans, Meskhetian Turks, Sudanese and Somalis represented the largest ethnicities served through the program. The 180th day self-sufficiency outcome for CWS was 88 percent.

Church World Service			
Measures	Cases	Individ.	Percentage
Enrolled	724	1,744	
Self-sufficient 120 days	634	1,486	84%
Self-sufficiency retention at 180 days	634	1,486	97%
Overall self-sufficiency at 180 days	622	1,582	88%
Entered Employment		781	85%
Average Hourly Wage		\$8.03	
Health Benefits			50%

Episcopal Migration Ministries (EMM) received \$1,948,000 to enroll 974 clients. EMM enrolled 970 clients with an overall self-sufficiency outcome of 90 percent at the 180th day.

Episcopal Migration Ministries			
Measures	Cases	Individ.	Percentage
Enrolled	389	970	
Self-sufficient 120 days	294	743	77%
Self-sufficiency retention at 180 days	298	799	98%
Overall self-sufficiency at 180 days	334	889	90%
Entered Employment		402	88%
Average Hourly Wage		\$8.32	
Health Benefits		232	64%

Ethiopian Community Development Council (ECDC) received \$1,126,000 to enroll 561 clients at seven sites in CY 2006. ECDC enrolled 561 clients, including 529 refugees and 32 asylees. Of the ECDC enrollees, 84 percent were self-sufficient by the 180th day. The major ethnic groups served through ECDC included Congolese, Ethiopians, Somalis and Sudanese.

Ethiopian Community Development Council			
Measures	Cases	Individuals	Percentage
Enrolled	223	561	
Self-sufficient 120 days	161	342	72%
Self-sufficiency retention at 180 days	197	390	96%
Overall self-sufficiency at 180 days	240	485	84%
Entered Employment		207	66%
Average Hourly Wage		\$8.51	
Health Benefits		181	88%

Hebrew Immigrant Aid Society (HIAS) received \$1,876,000 to enroll 938 clients at 21 affiliate offices in CY 2006. HIAS enrolled 814 clients, including 788 refugees and 26 asylees. For the first time in the history of its Matching Grant Program, the number of Iranian enrollments exceeded the number of Former Soviet Union family reunification enrollments. HIAS dramatically improved its overall 180-day self-sufficiency outcome, increasing it from 56 percent in CY 2005 to 66 percent in CY 2006.

Hebrew Immigrant Aid Society			
Measures	Cases	Individ.	Percentage
Enrolled	403	814	
Self-sufficient 120 days	283	619	59%
Self-sufficiency retention at 180 days	278	633	97%
Overall self-sufficiency at 180 days	289	661	66%
Entered Employment		382	53%
Average Hourly Wage		\$8.78	
Health Benefits		221	68%

International Rescue Committee (IRC) received \$6,126,000 to enroll 3,063 clients in CY 2006. Seventeen IRC regional offices participated in the program. A total of 3,041 clients were enrolled in the Matching Grant Program including 2,064 refugees, 431 asylees, 528 Cuban Parolees and 18 certified victims of trafficking. Forty-seven ethnicities were served. Of the 3,041 clients who reached the 180th day, 82 percent were self-sufficient.

International Rescue Committee			
Measures	Cases	Individ.	Percentage
Enrolled	1,296	3,041	
Self-sufficient 120 days	898	2,121	75%
Self-sufficiency retention at 180 days	935	2,301	96%
Overall self-sufficiency at 180 days	1,018	2,588	82%
Entered Employment		1,195	71%
Average Hourly Wage		\$8.24	
Health Benefits		685	64%

Lutheran Immigration and Refugee Services (LIRS) received \$7,412,000 to enroll 3,706 clients in CY 2006. The LIRS network served 3,379 clients. Refugee arrivals included Somali Bantu, Hmong, Liberians and Meshketian Turks. The self-sufficiency outcome at 180 days was 84 percent.

Lutheran Immigration And Refugee Service			
Measures	Cases	Individ.	Percentage
Enrolled	1,540	3,379	
Self-sufficient 120 days	1,280	2,884	77%
Self-sufficiency retention at 180 days	1,273	2,994	98
Overall self-sufficiency at 180 days	1,391	3,286	84%
Entered Employment		1,741	76%
Average Hourly Wage		\$8.21	
Health Benefits		1,094	66%

United States Conference of Catholic Bishops (USCCB) received \$14,228,000 to enroll 7,114 clients in CY 2006. USCCB served 7,955 clients through 66 diocesan Matching Grant program sites. USCCB provided Matching Grant services to 841 additional clients through private resources. The percentage of asylees and entrants served, increased to 42.5 percent in CY 2006 from 30.6 percent in CY 2005. Over 100 different nationalities and ethnic groups benefited from the Matching Grant Program. Of the clients reaching 180 days, 80 percent were self-sufficient.

United States Conference of Catholic Bishops			
Measures	Cases	Individ.	Percentage
Enrolled	3,598	7,955	
Self-sufficient 120 days	2,768	6,144	73%
Self-sufficiency retention at 180 days	2,589	5,842	94%
Overall self-sufficiency at 180 days	2,895	6,574	80%
Entered Employment		3,440	66%
Average Hourly Wage		\$8.10	
Health Benefits		1,665	53%

World Relief (WR) received \$2,900,000 to enroll 1,450 clients in CY 2006. Ten affiliate offices participate in the Matching Grant Program. The two largest programs were Atlanta, GA and Miami, FL. A total of 1,415 clients were enrolled in Matching Grant services. Non-refugee clients made up approximately 25 percent of World Relief's Matching Grant Program. The number of asylees increased significantly in CY 2006. One-hundred and nine asylees, 242 Cuban parolees and two certified victims of trafficking were served. The remainder were refugees. The largest number of enrollees came from the continent of Africa. Out of the 1,338 enrollees that hit the 180th day mark, 84 percent were self-sufficient.

World Relief			
Measures	Cases	Individ.	Percentage
Enrolled	583	1,415	
Self-sufficient 120 days	456	1,078	72%
Self-sufficiency retention at 180 days	446	1,108	97%
Overall self-sufficiency at 180 days	517	1,338	84%
Entered Employment		629	69%
Average Hourly Wage		\$8.26	
Health Benefits		423	74%

U.S. Committee for Refugees and Immigrants (USCRI) received \$10,946,000 to enroll 5,473 clients in CY 2006. USCRI enrolled 4,897 clients serving 1,502 refugees, 974 asylees, 36 certified victims of trafficking and 2,385 Cuban and Haitian entrants. USCRI served clients from 77 different countries. At the 180th day mark, 88 percent of clients were economically self-sufficient. USCRI's Miami affiliate continues to be their largest site and enrolled 2,077 Cuban and Haitian entrants in CY 2006.

U.S. Committee for Refugees and Immigrants			
Measures	Cases	Individ.	Percentage
Enrolled	2,712	4,897	
Self-sufficient 120 days	2,084	3,984	81%
Self-sufficiency retention at 180 days	2,088	4,063	98%
Overall self-sufficiency at 180 days	2,329	4,467	88%
Entered Employment		2,557	80%
Average Hourly Wage		\$8.09	
Health Benefits		1,148	48%

Partnerships to Improve Employment and Self-Sufficiency Outcomes

In 2006, ORR established an Economic Self-Sufficiency Work Group comprised of ORR staff, State coordinators, Wilson/Fish programs, local and National Voluntary Agencies, Mutual Assistance Associations, an employment technical assistance provider, and the Department of State.

The 2006 Work Group is revisiting the work of a 1994 Work Group on Self-Sufficiency, which allowed ORR to develop specific performance measures that have served as a basis for reporting outcomes for State-Administered and Wilson-Fish programs since 1996.

The Work Group was established so that ORR could:

- Review goals and performance measures related to refugee economic self-sufficiency.
- Clarify performance measures and select new or revised measures.
- Where possible, recommend policy and programmatic solutions to establish greater consistency and accuracy in reporting across State-Administered, Wilson/Fish, and Voluntary Agency Matching Grant programs.
- Strengthen overall ORR policies and operations related to refugee economic self-sufficiency.

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

- **Entered Employment**, defined as the entry of a refugee into unsubsidized employment, either full or part time. This measure refers to the number of refugees who enter employment at any time within the reporting period, regardless of how many jobs they enter during the reporting period.
- **Terminations Due to Earnings**, defined as the termination of cash assistance due to

earned income in an amount that exceeds the income standard for the case based on family size, thereby rendering the case ineligible for cash assistance. For those clients enrolled in TANF rather than ORR-funded cash assistance programs, the cash assistance termination determinations would be based on whether the earned income is in an amount "predicted to exceed" the State's TANF payment income standard.

- **Reductions due to Earnings**, defined as a reduction in the amount of cash assistance that a case receives as a result of earned income. As with the cash assistance termination rate noted above, the cash assistance reduction rate is computed using as the denominator the total number of individuals receiving cash assistance who entered employment.
- **Average Wage at Employment**, calculated as the sum of the hourly wages for the full time placements divided by the total number of individuals placed in employment. For FY 2005, the methodology for calculating the aggregate average wage for the nation and California counties was improved. The new methodology replaces the previous calculation of taking the mean of the average wages with a weighted average that accounts for the differences in total number of full-time entered employments between States and California counties.
- **Job Retentions**, defined as the number of persons working for wages (in any unsubsidized job) on the 90th day after initial placement. This measure refers to the number of refugees who are employed 90 days after initial employment, regardless of how many jobs they enter during the reporting period. This is a measure of continued employment in the labor market, not retention of a specific job.
- **Entered Employment with Health Benefits**, defined as a full-time job with health benefits, offered within six months of employment, regardless of whether the refugee actually accepts the coverage offered.

ORR tracked State and county performance throughout the year, with FY 2006 performance reported as follows:

- **Entered Employment** totaled 36,670, or 54 percent of the total caseload, representing a half percent increase over FY 2005 (35,776 or 54 percent).
- **Terminations due to Earnings** totaled 12,063, or 62 percent of those entering employment who had received cash assistance. This is a six percent increase from FY 2005 (10,517 or 56 percent).
- **Reductions due to Earnings** totaled 2,198, or 11 percent of those entering employment who had received cash assistance. This is a one percent decrease from FY 2005 (2,178, or 12 percent).
- **Average Wage at Placement** for those entering full-time employment was \$8.24, a \$0.20 increase from the average in FY 2005 (\$8.04)
- **Employment Retention** totaled 27,514 for a retention rate of 72 percent. This is a two percent decrease from FY 2005 (28,183 or 74 percent).
- **Entered Employment with Health Benefits** reached 18,999, with 62 percent of those entering full-time employment having health benefits available through their employer, a two percent decrease from FY 2005 (18,892 or 64 percent).

In FY 2006 the caseload decreased by five percent from FY 2005. A caseload is defined as the unduplicated number of active employable adults enrolled in employment services. The rate of job placements increased by a half percent and 72 percent of refugees who found employment retained for 90 days, a two percent decrease from FY 2005. Sixty-two percent of full-time job placements offered health insurance, compared to 64 percent the year before.

Twenty states, six California counties, and the San Diego W/F program exceeded their entered em-

ployments from FY 2005. Also 30 States, eight California counties and the San Diego W/F program increased the number of cash assistance terminations over the previous year.

Twenty-six states, seven California counties, and the San Diego W/F program improved their job retention rates over the previous year. Alabama, Mississippi and West Virginia all reported a retention rate of one-hundred percent. Retention rates over ninety percent were reported in Hawaii, Idaho, Iowa, Nebraska, New Hampshire, North Carolina, North Dakota, Virginia and Santa Clara county.

In FY 2006, 29 states, seven California counties and the San Diego W/F program reported higher wages than the average aggregate wage for all States (\$8.24); Alaska (\$9.49); Colorado (\$8.68); Connecticut (\$9.94); Delaware (\$10.92); District of Columbia (\$9.62); Iowa (\$8.88); Kentucky (\$8.76); Maine (\$8.84); Maryland (\$8.71); Massachusetts (\$10.20); Minnesota (\$9.00); Missouri (\$8.46); Nebraska (\$9.85); Nevada (\$9.23); New Hampshire (\$8.64); New Jersey (\$10.05); New York (\$9.00); North Carolina (\$8.47); Oklahoma (\$8.87); Oregon (\$8.59); Pennsylvania (\$8.87); Rhode Island (\$8.27); South Dakota (\$9.49); Tennessee (\$8.50); Vermont (\$9.33), Virginia (\$8.82); Washington (\$9.68); Wisconsin (\$8.95), California counties of Alameda (\$9.90); Los Angeles (\$8.35); Sacramento (\$8.76); San Francisco (\$11.25); San Joaquin (\$10.50); Santa Clara (\$9.71); Yolo (\$10.96) and the San Diego W/F program (\$8.50).

ORR also tracked the cost per job placement in each state and California counties. This measure is the ratio of the total funds used by the State for employment services divided by the number of refugees entering employment during the fiscal year. The average unit cost for all States was \$2,625.58 per job placement. This represented a \$606.72 increase from FY 2005 average unit cost of \$2,018.86. The changing demographics of the U.S. resettlement program present new challenges, as many arriving populations require extended employment services in order to enter the U.S. labor market and integrate into U.S. society. ORR has worked with states and Wilson-Fish agencies to refine service specific data.

The following pages summarize the FY 2005 and FY 2006 outcomes for all States and California counties. The caseload presented for each State and county consists of the number of refugees with whom a service provider had regular and direct involvement during the fiscal year in planned employment related activities for the purpose of assisting the refugee to find or retain employment. For terminations, reductions, and retentions, each goal and outcome is also described as a percent of entered employments. Some states opted to express terminations and reductions as a percentage of all entered employments. Health benefit availability is presented as a percentage of full time entered employments.

All States (Aggregate)	FY 2005		FY 2006	
	Caseload	71,241		67,893
Entered Employment	35,765	50%	36,670	54%
Terminations	10,517	56%	12,063	62%
Reductions	2,178	12%	2,198	11%
Average Wage	\$8.04		\$8.24	
Retention	28,183	74%	27,514	72%
Health Benefits	18,892	64%	18,999	62%

Alabama	FY 2005		FY 2006	
	Caseload	119		86
Entered Employments	119	100%	82	95%
Terminations	43	75%	21	100%
Reductions	0	0%	0	0%
Average Wage	\$7.45		\$7.99	
Retentions	99	100%	111	100%
Health Benefits	90	81%	52	64%

Alaska	FY 2005		FY 2006	
	Caseload	134		165
Entered Employments	32	24%	55	33%
Terminations	4	25%	6	18%
Reductions	10	63%	26	79%
Average Wage	\$10.54		\$9.49	
Retentions	24	51%	47	84%
Health Benefits	8	73%	3	8%

Arizona	FY 2005		FY 2006	
	Caseload	1,100		615
Entered Employments	916	83%	549	89%
Terminations	78	17%	23	15%
Reductions	24	5%	9	6%
Average Wage	\$7.41		\$7.12	
Retentions	712	79%	411	72%
Health Benefits	715	88%	384	72%

Arkansas	FY 2005		FY 2006	
	Caseload	5		0
Entered Employments	1	20%	0	0%
Terminations	0	0%	0	0%
Reductions	0	0%	0	0%
Average Wage	\$10.00		\$0.00	
Retentions	1	100%	0	0%
Health Benefits	1	100%	0	0%

In Arkansas, only Sebastian County (Ft. Smith) provides employment services and therefore reports Social Services assistance outcomes.

Colorado	FY 2005		FY 2006	
	Caseload	844		766
Entered Employments	399	47%	464	61%
Terminations	280	86%	372	98%
Reductions	18	6%	8	2%
Average Wage	\$8.42		\$8.68	
Retentions	353	85%	434	88%
Health Benefits	239	78%	367	88%

Connecticut	FY 2005		FY 2006	
	Caseload	555		310
Entered Employments	172	31%	304	98%
Terminations	1	1%	5	3%
Reductions	23	29%	13	8%
Average Wage	\$8.97		\$9.94	
Retentions	100	54%	149	71%
Health Benefits	82	52%	76	31%

Delaware	FY 2005		FY 2006	
Caseload	46		37	
Entered Employments	6	13%	9	24%
Terminations	2	33%	2	50%
Reductions	1	17%	0	0%
Average Wage	\$8.18		\$10.92	
Retentions	9	67%	9	82%
Health Benefits	0	0%	5	100%

Idaho	FY 2005		FY 2006	
Caseload	250		356	
Entered Employments	224	90%	313	88%
Terminations	152	91%	158	95%
Reductions	0	0%	0	0%
Average Wage	\$7.15		\$8.13	
Retentions	173	91%	298	94%
Health Benefits	116	70%	190	72%

Dist. of Columbia	FY 2005		FY 2006	
Caseload	315		312	
Entered Employments	256	81%	131	42%
Terminations	198	96%	106	91%
Reductions	8	4%	10	9%
Average Wage	\$8.49		\$9.62	
Retentions	233	91%	122	69%
Health Benefits	164	67%	65	54%

Illinois	FY 2005		FY 2006	
Caseload	1,246		1,371	
Entered Employments	838	67%	740	54%
Terminations	177	42%	322	57%
Reductions	135	32%	216	38%
Average Wage	\$8.11		\$8.21	
Retentions	561	73%	590	80%
Health Benefits	524	81%	561	85%

Florida	FY 2005		FY 2006	
Caseload	18,919		19,154	
Entered Employments	10,820	57%	11,599	61%
Terminations	4,917	89%	5,239	90%
Reductions	0	0%	0	0%
Average Wage	\$7.42		\$8.04	
Retentions	6,966	64%	7,438	66%
Health Benefits	5,762	59%	5,854	55%

Indiana	FY 2005		FY 2006	
Caseload	146		125	
Entered Employments	138	95%	125	100%
Terminations	48	51%	32	60%
Reductions	0	0%	17	32%
Average Wage	\$7.50		\$7.50	
Retentions	94	73%	123	68%
Health Benefits	124	95%	63	52%

Due to low assistance payment levels, almost all refugees in Florida terminate assistance when they enter employment.

Georgia	FY 2005		FY 2006	
Caseload	1,219		1,181	
Entered Employments	641	53%	500	42%
Terminations	13	29%	76	84%
Reductions	0	0%	9	10%
Average Wage	\$8.06		\$8.15	
Retentions	474	79%	543	55%
Health Benefits	321	52%	362	74%

Iowa	FY 2005		FY 2006	
Caseload	686		653	
Entered Employments	431	63%	363	56%
Terminations	90	43%	123	58%
Reductions	50	24%	38	18%
Average Wage	\$8.62		\$8.88	
Retentions	378	88%	344	95%
Health Benefits	318	92%	282	93%

Hawaii	FY 2005		FY 2006	
Caseload	20		142	
Entered Employments	5	25 %	12	8%
Terminations	0	0%	3	60%
Reductions	0	0%	1	20%
Average Wage	\$8.80		\$7.25	
Retentions	5	42%	13	93%
Health Benefits	5	100%	4	80%

Kansas	FY 2005		FY 2006	
Caseload	211		136	
Entered Employments	100	47%	69	51%
Terminations	31	67%	19	59%
Reductions	11	24%	10	31%
Average Wage	\$8.19		\$7.86	
Retentions	54	68%	54	72%
Health Benefits	61	66%	42	64%

Kentucky	FY 2005		FY 2006	
Caseload	818		1,004	
Entered Employments	567	72%	703	70%
Terminations	455	97%	461	78%
Reductions	13	3%	34	6%
Average Wage	\$8.24		\$8.76	
Retentions	478	87%	620	89%
Health Benefits	531	96%	618	93%

Michigan	FY 2005		FY 2006	
Caseload	1,799		1,766	
Entered Employments	995	55%	700	40%
Terminations	242	69%	156	47%
Reductions	59	17%	115	34%
Average Wage	\$7.92		\$7.72	
Retentions	833	76%	448	53%
Health Benefits	460	59%	236	49%

Louisiana	FY 2005		FY 2006	
Caseload	160		108	
Entered Employments	104	65%	69	64%
Terminations	28	46%	46	100%
Reductions	4	8%	0	0%
Average Wage	\$6.65		\$6.61	
Retentions	86	77%	45	90%
Health Benefits	21	23%	13	24%

Minnesota	FY 2005		FY 2006	
Caseload	3,291		2,980	
Entered Employments	1,396	42%	1,557	52%
Terminations	146	17%	582	56%
Reductions	231	27%	262	25%
Average Wage	\$9.00		\$9.00	
Retentions	901	63%	711	46%
Health Benefits	507	56%	253	20%

Maine	FY 2005		FY 2006	
Caseload	0		390	
Entered Employments	0	0%	187	48%
Terminations	0	0%	14	13%
Reductions	0	0%	15	14%
Average Wage	\$0.00		\$8.84	
Retentions	0	0%	163	68%
Health Benefits	0	0%	44	37%

Mississippi	FY 2005		FY 2006	
Caseload	15		16	
Entered Employments	15	100%	6	38%
Terminations	0	0%	0	0%
Reductions	0	0%	0	0%
Average Wage	\$6.52		\$8.22	
Retentions	10	100%	6	100%
Health Benefits	8	53%	4	100%

Due to wholesale staff and program changes, Maine was not able to report FY 2005 performance.

Maryland	FY 2005		FY 2006	
Caseload	749		686	
Entered Employments	512	68%	481	70%
Terminations	241	100%	276	100%
Reductions	0	0%	0	0%
Average Wage	\$8.12		\$8.71	
Retentions	491	85%	416	80%
Health Benefits	305	79%	296	77%

Missouri	FY 2005		FY 2006	
Caseload	1,791		1,781	
Entered Employments	615	34%	403	23%
Terminations	14	33%	19	53%
Reductions	29	67%	16	44%
Average Wage	\$8.53		\$8.46	
Retentions	538	78%	302	74%
Health Benefits	505	91%	279	79%

Massachusetts	FY 2005		FY 2006	
Caseload	1,359		1,220	
Entered Employments	933	69%	882	72%
Terminations	418	78%	447	81%
Reductions	113	21%	107	19%
Average Wage	\$9.81		\$10.20	
Retentions	808	83%	677	83%
Health Benefits	542	83%	584	74%

Montana	FY 2005		FY 2006	
Caseload	55		51	
Entered Employments	32	58%	27	53%
Terminations	1	50%	2	100%
Reductions	1	50%	0	0%
Average Wage	\$8.50		\$7.33	
Retentions	24	77%	22	69%
Health Benefits	2	10%	2	17%

Nebraska	FY 2005		FY 2006	
Caseload	18		67	
Entered Employments	18	100%	67	100%
Terminations	16	88%	20	65%
Reductions	0	0%	3	10%
Average Wage	\$9.00		\$9.85	
Retentions	34	72%	57	98%
Health Benefits	10	56%	63	95%

New York	FY 2005		FY 2006	
Caseload	2,640		2,810	
Entered Employments	1,175	45%	1,447	51%
Terminations	35	7%	42	23%
Reductions	450	93%	137	77%
Average Wage	\$8.52		\$9.00	
Retentions	965	81%	1,171	67%
Health Benefits	641	65%	758	60%

Nevada	FY 2005		FY 2006	
Caseload	813		811	
Entered Employments	696	86%	539	66%
Terminations	278	53%	216	55%
Reductions	39	7%	28	7%
Average Wage	\$8.76		\$9.23	
Retentions	305	35%	193	25%
Health Benefits	584	87%	491	96%

North Carolina	FY 2005		FY 2006	
Caseload	810		998	
Entered Employments	625	77%	730	73%
Terminations	142	97%	188	97%
Reductions	5	3%	6	3%
Average Wage	\$8.12		\$8.47	
Retentions	665	95%	816	96%
Health Benefits	459	82%	578	84%

New Hampshire	FY 2005		FY 2006	
Caseload	221		172	
Entered Employments	159	72%	138	80%
Terminations	85	94%	46	94%
Reductions	5	6%	3	6%
Average Wage	\$7.78		\$8.64	
Retentions	169	80%	122	95%
Health Benefits	150	97%	109	81%

North Dakota	FY 2005		FY 2006	
Caseload	145		141	
Entered Employments	133	92%	137	97%
Terminations	78	78%	79	71%
Reductions	0	0%	1	1%
Average Wage	\$7.94		\$8.14	
Retentions	100	93%	112	97%
Health Benefits	107	87%	118	95%

New Jersey	FY 2005		FY 2006	
Caseload	921		1,008	
Entered Employments	530	58%	504	50%
Terminations	10	11%	29	32%
Reductions	12	14%	22	24%
Average Wage	\$10.27		\$10.05	
Retentions	394	74%	354	78%
Health Benefits	216	47%	308	66%

Ohio	FY 2005		FY 2006	
Caseload	3,624		3,420	
Entered Employments	1,326	37%	1,439	42%
Terminations	72	5%	44	3%
Reductions	11	1%	4	0%
Average Wage	\$7.98		\$7.96	
Retentions	1,435	72%	1,383	74%
Health Benefits	13	9%	63	78%

New Mexico	FY 2005		FY 2006	
Caseload	252		275	
Entered Employments	166	66%	174	63%
Terminations	9	21%	4	100%
Reductions	12	28%	0	0%
Average Wage	\$7.38		\$7.63	
Retentions	145	87%	164	76%
Health Benefits	68	74%	143	95%

Oklahoma	FY 2005		FY 2006	
Caseload	549		538	
Entered Employments	84	15%	84	15%
Terminations	48	100%	50	100%
Reductions	0	0%	0	0%
Average Wage	\$7.93		\$8.87	
Retentions	75	72%	70	73%
Health Benefits	44	68%	62	87%

Oregon	FY 2005		FY 2006	
Caseload	2,820		2,533	
Entered Employments	1,274	45%	1,258	50%
Terminations	608	87%	636	87%
Reductions	92	13%	97	13%
Average Wage	\$8.07		\$8.59	
Retentions	1,167	89%	1,076	87%
Health Benefits	696	64%	688	62%

South Carolina	FY 2005		FY 2006	
Caseload	185		0	
Entered Employments	121	65%	0	0%
Terminations	2	100%	0	0%
Reductions	0	0%	0	0%
Average Wage	\$6.77		\$0.00	
Retentions	101	82%	0	0%
Health Benefits	91	75%	0	0%

Due to staff and program changes, South Carolina was not able to report FY 2006 performance.

Pennsylvania	FY 2005		FY 2006	
Caseload	1,702		2,068	
Entered Employments	1,071	63%	1,289	62%
Terminations	127	37%	190	49%
Reductions	58	17%	98	25%
Average Wage	\$9.38		\$8.87	
Retentions	1,050	80%	983	73%
Health Benefits	521	60%	676	66%

South Dakota	FY 2005		FY 2006	
Caseload	318		289	
Entered Employments	292	92%	195	67%
Terminations	110	81%	83	77%
Reductions	10	7%	25	23%
Average Wage	\$9.52		\$9.49	
Retentions	214	68%	153	74%
Health Benefits	187	81%	146	85%

Rhode Island	FY 2005		FY 2006	
Caseload	112		99	
Entered Employments	42	38%	71	72%
Terminations	16	64%	23	74%
Reductions	9	36%	8	26%
Average Wage	\$8.78		\$8.27	
Retentions	38	84%	42	59%
Health Benefits	31	100%	47	89%

Tennessee	FY 2005		FY 2006	
Caseload	747		620	
Entered Employments	202	25%	193	31%
Terminations	0	0%	3	4%
Reductions	0	0%	0	0%
Average Wage	\$8.30		\$8.50	
Retentions	160	87%	83	55%
Health Benefits	98	50%	137	71%

San Diego (W/F)	FY 2005		FY 2006	
Caseload	650		589	
Entered Employments	278	43%	328	56%
Terminations	140	50%	199	61%
Reductions	98	35%	21	6%
Average Wage	8.09		\$8.50	
Retentions	255	86%	238	89%
Health Benefits	100	50%	101	43%

Texas	FY 2005		FY 2006	
Caseload	2,824		2,233	
Entered Employments	1,766	63%	1,628	73%
Terminations	75	9%	45	6%
Reductions	0	0%	0	0%
Average Wage	\$7.49		\$7.85	
Retentions	1,734	82%	1,570	80%
Health Benefits	1,298	81%	1,244	82%

FY 2006 is the second year that ORR has reported the Wilson/ Fish Alternative program in San Diego County as a separate program. Because this is a program separate from the California state program, the outcomes reported here are not included in the California state results.

Utah	FY 2005		FY 2006	
Caseload	1,036		766	
Entered Employments	734	71%	603	79%
Terminations	96	39%	72	35%
Reductions	29	12%	30	14%
Average Wage	\$7.18		\$7.35	
Retentions	587	76%	489	84%
Health Benefits	348	55%	447	82%

Wisconsin	FY 2005		FY 2006	
Caseload	1,316		1,094	
Entered Employments	611	46%	737	67%
Terminations	267	91%	300	86%
Reductions	22	7%	16	5%
Average Wage	\$8.98		\$8.95	
Retentions	430	74%	608	86%
Health Benefits	441	78%	495	73%

Vermont	FY 2005		FY 2006	
Caseload	118		132	
Entered Employments	98	83%	109	83%
Terminations	70	97%	66	100%
Reductions	2	3%	0	0%
Average Wage	\$9.21		\$9.33	
Retentions	117	83%	102	89%
Health Benefits	75	90%	83	81%

Wyoming is currently the only program without a refugee resettlement program.

California (Aggregate)

Virginia	FY 2005		FY 2006	
Caseload	1,176		1,065	
Entered Employments	964	82%	944	89%
Terminations	148	99%	155	75%
Reductions	2	1%	5	2%
Average Wage	\$8.67		\$8.82	
Retentions	1,022	81%	858	91%
Health Benefits	560	74%	522	70%

California	FY 2005		FY 2006	
Caseload	7,990		8,040	
Entered Employments	3,116	39%	3,009	37%
Terminations	507	20%	680	31%
Reductions	591	23%	720	32%
Average Wage	\$8.80		\$8.77	
Retentions	2,679	85%	2,170	70%
Health Benefits	1,015	44%	968	42%

California Counties

Washington	FY 2005		FY 2006	
Caseload	4,390		2,627	
Entered Employments	810	18%	699	27%
Terminations	484	77%	382	75%
Reductions	76	12%	68	13%
Average Wage	\$8.74		\$9.68	
Retentions	676	74%	582	74%
Health Benefits	108	18%	98	18%

Alameda	FY 2005		FY 2006	
Caseload	157		232	
Entered Employments	107	68%	146	63%
Terminations	16	36%	19	68%
Reductions	19	43%	8	29%
Average Wage	\$9.85		\$9.90	
Retentions	76	71%	68	47%
Health Benefits	85	88%	83	60%

West Virginia	FY 2005		FY 2006	
Caseload	12		1	
Entered Employments	2	17%	1	100%
Terminations	0	0%	0	0%
Reductions	1	100%	0	0%
Average Wage	\$5.75		\$6.00	
Retentions	2	67%	1	100%
Health Benefits	0	0%	1	100%

Butte	FY 2005		FY 2006	
Caseload	125		115	
Entered Employments	1	1%	18	16%
Terminations	0	0%	0	0%
Reductions	0	0%	12	86%
Average Wage	\$9.00		\$7.50	
Retentions	0	0%	9	75%
Health Benefits	0	0%	0	0%

Fresno	FY 2005		FY 2006	
Caseload	459		552	
Entered Employments	203	44%	288	52%
Terminations	21	10%	24	18%
Reductions	26	13%	130	96%
Average Wage	\$7.03		\$7.30	
Retentions	109	39%	121	52%
Health Benefits	98	50%	187	69%

San Diego	FY 2005		FY 2006	
Caseload	498		398	
Entered Employments	280	56%	191	48%
Terminations	29	12%	95	50%
Reductions	83	34%	191	100%
Average Wage	\$7.80		\$7.90	
Retentions	0	0%	185	67%
Health Benefits	44	24%	20	19%

Los Angeles	FY 2005		FY 2006	
Caseload	4,219		3,831	
Entered Employments	1,051	25%	896	23%
Terminations	182	17%	237	26%
Reductions	183	17%	195	22%
Average Wage	\$7.87		\$8.35	
Retentions	935	83%	641	65%
Health Benefits	47	9%	40	9%

San Francisco	FY 2005		FY 2006	
Caseload	213		60	
Entered Employments	105	49%	3	5%
Terminations	52	74%	3	100%
Reductions	2	3%	0	0%
Average Wage	\$10.58		\$11.25	
Retentions	61	65%	0	0%
Health Benefits	26	51%	3	100%

Merced	FY 2005		FY 2006	
Caseload	185		225	
Entered Employments	45	24%	51	23%
Terminations	12	40%	12	57%
Reductions	9	30%	8	38%
Average Wage	\$8.25		\$7.46	
Retentions	28	38%	28	55%
Health Benefits	4	10%	17	33%

San Joaquin	FY 2005		FY 2006	
Caseload	125		100	
Entered Employments	20	16%	66	66%
Terminations	12	60%	25	50%
Reductions	8	40%	17	34%
Average Wage	\$9.00		\$10.50	
Retentions	0	0%	50	47%
Health Benefits	10	100%	22	47%

Orange	FY 2005		FY 2006	
Caseload	132		1,004	
Entered Employments	116	88%	113	11%
Terminations	36	63%	73	73%
Reductions	11	19%	13	13%
Average Wage	\$8.09		\$8.09	
Retentions	87	79%	98	78%
Health Benefits	37	40%	35	36%

Santa Clara	FY 2005		FY 2006	
Caseload	277		304	
Entered Employments	208	75%	194	64%
Terminations	59	51%	47	51%
Reductions	34	29%	16	17%
Average Wage	\$9.32		\$9.71	
Retentions	162	82%	167	92%
Health Benefits	109	60%	89	56%

Sacramento	FY 2005		FY 2006	
Caseload	1,609		1,752	
Entered Employments	915	57%	943	54%
Terminations	83	14%	461	79%
Reductions	191	33%	97	17%
Average Wage	\$8.97		\$8.76	
Retentions	767	75%	734	84%
Health Benefits	537	62%	446	50%

Yolo	FY 2005		FY 2006	
Caseload	162		182	
Entered Employments	106	65%	100	55%
Terminations	16	16%	26	26%
Reductions	34	34%	33	33%
Average Wage	\$8.89		\$10.96	
Retentions	151	100%	69	70%
Health Benefits	22	26%	26	40%

Discretionary Grants

During FY 2006, ORR continued to fund a wide range of discretionary grants targeting individuals and communities with special needs. Unlike formula social service programs, these funds are awarded competitively and may provide services to refugees who have been in the U.S. for more than 60 months.

Individual Development Account Program

Individual development accounts (IDAs) are matched savings accounts available for the purchase of specific assets. Under the IDA program the matching funds, together with the refugee's own savings, are available for purchasing one (or more) of four savings goals: home purchase; microenterprise capitalization; post-secondary education or training; and purchase of an automobile if necessary for employment or educational purposes. Previous ORR grants allowed matches of up to \$2 for every \$1 deposited by a refugee. Under past grant programs the purchase of a computer in support of a refugee's education or microbusiness was also allowed.

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

The IDA grantees provide basic financial training which is intended to assist refugees in understanding the American financial system. The IDA grantees also provide training focused on the specific savings goals. The specialized training ensures that refugees receive appropriate information on purchasing and managing their asset purchases. For example, grantees provide training on how to purchase a home and how to develop a business plan for a microenterprise.

ORR has funded IDA programs in FY 1999, FY 2000, FY 2002, and FY 2005. All grants except the latest have ended.

In FY 2006, ORR awarded eight IDA grants totaling \$1,694,390. ORR also awarded one grant to provide technical assistance to IDA grantees.

Account Activity. From the beginning of the program in FY 1999 through the end of FY 2006, over 19,500 participants opened accounts; 418 of these participants entered the program in FY 2005. Participants beginning in FY 2005 had the following asset purchase goals: home, 50 percent; microenterprise, 31 percent; post-secondary education, 11 percent; automobiles, eight percent.

Participants beginning in FY 2005 have a savings goal of \$1,159,500, and had saved \$267,860 as of September 29, 2006. Participants who completed the program between 1999 and 2006 saved over \$27 million, which was matched by \$46.1 million.

Asset Purchases. Since the inception of the program, participants have purchased assets whose value totals \$307 million. In FY 2006 six participants purchased assets whose value totaled \$2,099,112.

The assets purchased included 9,680 vehicles (to maintain or upgrade employment); 2,120 homes; 1,426 computers; 1,371 post-secondary education courses; and 1,139 microenterprise assets (for business start-up, expansion, or enhancement).

Participant Characteristics. Participants in the IDA programs came to the U.S. from all over the world. Most came from Eastern Europe or the former Soviet Union (38 percent), while Africans (26 percent) were the next largest group, followed by participants from Asia (20 percent), the Middle East (nine percent), and Latin America (four percent).

IDA participant households varied in important ways. Most of the participants (98 percent) lived in urban settings and were male (60 percent). At the time of program entry, 58 percent of the participants were married, 31 percent were single, and ten percent were widowed, separated or divorced.

IDA participant resources also varied. Most were employed, full-time or more (73 percent), part-time (18 percent), or working and in school (seven percent). About 22 percent had monthly incomes of less than \$1,000, 54 percent had between \$1,000 and \$1,999, 18 percent had between \$2,000 and \$2,999, and six percent had \$3,000 or more (for one percent, income was not reported). Of those whose educational level was reported, 35 percent had more than a 12th grade education, 29 percent had 12th grade or equivalent (diploma or GED), and 27 percent had less than 12 years of education.

ORR awarded the following grants in FY 2006:

- Lao Family Community Development, Inc., Oakland, California, \$200,000
- World Relief DuPage, Wheaton, IL, \$199,998
- ISED Ventures, Des Moines, IA, \$235,000
- Jewish Family & Vocational Services, Inc., Louisville, KY, \$230,000
- International Institute of Metropolitan St. Louis, St. Louis, MO, \$180,000
- New York Association for New Americans, New York, NY, \$220,000
- Women's Opportunities Resource Center, Philadelphia, PA, \$235,000
- Catholic Charities of Tennessee, Nashville, Tennessee, \$ 194,392.
- Connecticut (\$175,000) to assist low-and pre-literate homebound women to gain skills for employment, through a collaborative effort of a wide spectrum of community-based organizations
- Florida (\$450,000) for interpretation/translation, community outreach, employment counseling, and case management
- Idaho (\$150,000) will address the top and bottom of the job search scale—homebound women for first employment and job upgrade support for refugees who are working
- Illinois (\$250,000) for parenting and domestic violence prevention, ESL classes for adults and for children after school, and electronic assembly training classes
- Iowa (\$100,000) bilingual/bicultural services to enhance continued high achievement in job placement and welfare reduction in Des Moines and Waterloo
- Massachusetts (\$335,000) to provide employment services and support to 120 targeted refugees in larger families who are largely underserved through existing refugee specific and mainstream employment services by virtue of their multiple barriers to employment
- Michigan (\$200,000) for community orientation, social and employment services, and vocational ESL
- Minnesota (\$319,000) for community services for the deaf, academic English Language Training (ELT) for medical career advancement, nursing assistant training, ELT exchange programs for youth, and community orientation for Somalis
- Missouri (\$150,000) for pre-literate refugee women in St. Louis and Kansas City for employment and supportive services
- Nebraska (\$124,000) will serve approximately 850 refugees in Nebraska who will receive cultural orientation to the world of work; employment specific ESL classes; and case man-

Targeted Assistance Discretionary Grants

ORR awarded 17 grants totaling \$4,825,309 to States to implement special employment services not implemented with formula social services or with TAG formula grants.

- Arizona (\$215,000) for Tucson to address the gaps in services to eligible refugees. The purpose is for refugees to gain employment through supportive services, i.e. ESL, skills training

agement assistance to secure, retain, and improve employment

- New York (\$345,844) proposes to facilitate better integration in the workforce of New York State refugees with physical and/or developmental disabilities, primarily through on the job training, targeted job development and support services
- Pennsylvania (\$175,000) will address special employment needs of refugee women and secondary migrants in two distinct geographical areas - Central and Western Pennsylvania
- South Dakota (\$105,000) A Wilson/Fish agency, Lutheran Social Services is the only provider in the State. They intend to serve pre-literate women and the elderly (for citizenship services), and do job upgrades for six months for higher-skilled refugees who are working but barely self-sufficient
- Texas (\$781,465) for family violence prevention, Sudanese MAA support groups on women issues and ESL classes
- Washington (\$350,000) for a partnership to address special employment needs of refugees, through intensive case management, employment and naturalization services
- Wisconsin (\$600,000) for employment training, microenterprise development, case management, parenting assistance, tutoring and ESL after school for at-risk youth, mental health assessment, case management, counseling/referral, family violence prevention, and intervention services

Technical Assistance

ORR supports the work of its grantees through ten technical assistance cooperative agreements with organizations qualified to advance the field, improve program achievement, and develop organizational capacity to improve performance. ORR's intent through this technical assistance support is to equip grantees with the best techni-

cal help for continuous improvement in programs, in their capacity to serve refugees, and in their impact on refugee lives and economic independence.

In FY 2006, the following technical assistance grants were awarded:

- Catholic Legal Immigration Network, Inc., (\$250,000) for an asylee hotline

The Catholic Legal Immigration Network, Inc. (CLINIC) operated an asylum hotline, which provided outreach and service access to individuals granted asylum. The multilingual operators received hundreds of calls each month from asylees who are uncertain on where to access benefits and services. Unlike refugees who come with a direct link to the voluntary resettlement agencies, asylum seekers have no such connection.

- Catholic Legal Immigration Network, Inc., (\$200,000) for citizenship and naturalization assistance

CLINIC offered citizenship and naturalization technical assistance through workshops for individuals and organizations that provide citizenship training to refugees.

- Institute for Social and Economic Development (\$200,000) for special initiatives in community resettlement

Under the FY 2006 Special Initiatives cooperative agreement, ISED Solutions, Inc., provided support to the ORR Director's special initiatives in a number of areas, including the Wilson/Fish program, the Preferred Communities program, and the Integration Initiative. Specifically, ISED worked with ORR to provide technical assistance to the Wilson/Fish grantees by completing the last of ten assessments of the Wilson/Fish grantees; updating and distributing the Wilson/Fish Policies, Systems, Procedures, and Forms Manual; planning and hosting the second Wilson/Fish Workshop in Denver, CO; compiling and analyzing data from the collected Annual Goal Plans of the Wilson/Fish grantees; and providing ongoing technical assistance to the Wilson/Fish grantees through site visits, conference calls, and

the use of the listserv. ISED also collected, compiled, analyzed, and distributed data from the Semi-Annual Reports for the Preferred Communities Program. Additionally, ISED provided research on a number of subjects and assisted in the initial planning for the development of the Integration Work Group, which began its work in FY 2006.

- Institute for Social and Economic Development (\$201,393) for economic development

ISED provided technical assistance to Individual Development Account (IDA) and Microenterprise Development (MED) grantees. In FY 2006, ISED made technical assistance site visits; conducted conference calls; provided technical assistance through emails and telephone calls; and distributed information through the listservs on best practices and funding opportunities for the microenterprise development and individual development account programs grantees. For the IDA program, ISED also developed self-assessment tools for use by the grantees. For ORR's Refugee Rural Initiative, ISED Solutions supported the establishment of local model projects that demonstrated best practices to improve income opportunities for refugee farmers. The project sites were located in San Diego, Fresno, Sacramento, Portland (Oregon), Minneapolis/St. Paul, Denver, Massachusetts, Maine and Iowa.

- International Rescue Committee (\$200,000) for ethnic community self-help organizations

The International Rescue Committee (IRC) provided on-site technical assistance focused on capacity building to emerging ORR-funded ethnic organizations. IRC also managed a technical assistance website covering topics such as fundraising, leadership development, financial and program management, and staff development. In addition, IRC conducted quarterly conference calls and national and regional workshops addressing various subjects of interest to ORR-funded ethnic grantees.

- Lutheran Immigration and Refugee Service (\$249,996) for employment services

Lutheran Immigration and Refugee Service's RefugeeWorks supported the refugee service network by providing technical assistance in response to refugee employment needs as determined by ORR and refugee-serving organizations. In addition, RefugeeWorks held a number of workshops specific to state and agency needs. During FY 2006, RefugeeWorks also developed and launched their interactive website.

- Mercy Housing (\$200,000) for housing for refugees

Mercy Housing Inc., provided housing technical assistance to States, resettlement agencies, mutual assistance associations (MAAs), and their housing partners. Mercy Housing's technical assistance focused specifically on secondary migration; training for voluntary agency staff; and community integration. Mercy Housing conducted site visits, workshops, and conference presentations. In addition, Mercy Housing printed *At Home with Housing*, a book of promising practices in housing, and assisted ORR in establishing a Refugee Housing Work Group to investigate best practices in securing affordable housing for refugee individuals and families.

- National Alliance for Vietnamese American Service Agencies (\$200,000) for ethnic community self-help organizations

The National Alliance for Vietnamese American Service Agencies (NAVASA) provided technical assistance to ethnic grantees through strategic positioning and community development. They worked with nine selected grantees that have a need to build capacity and develop strategic and long-term plans aimed at building sustainable organizations with robust resources and improved services.

- Spring Institute for Intercultural Learning (\$300,000) for English language training

The Spring Institute for Intercultural Learning provided English language technical assistance to ORR refugee service providers. In addition to traveling to numerous State and other conferences to train English Language practitioners,

Spring Institute also worked specifically in the area of health literacy and overall integration.

- U.S. Conference of Catholic Bishops (\$300,000) for child welfare services

The U.S. Conference of Catholic Bishops (USCCB) Bridging Refugee Youth and Children Services (BRYCS) provided technical assistance to support service providers for refugee children, youth, and their families. BRYCS provided one-on-one consultations, training and conference presentations, and access to the only website focused specifically on migration and child welfare.

Microenterprise Development Program

In FY 2006, ORR awarded 26 microenterprise grants. The total funds awarded to develop and administer microenterprise programs were \$5,297,696.

The microenterprise development projects are intended for recently arrived refugees on public assistance, refugees who possess few personal assets and refugees who lack a credit history that meets commercial lending standards. The projects are also intended for refugees who have been in the U.S. for several years and wish to supplement salaried income. Microenterprise projects typically include components of training and technical assistance in business skills and business management, credit assistance, and administration of revolving loan funds and loan loss reserve funds.

Since the program's inception in September 1991 through September 2006, ORR has awarded grants to 51 agencies. The programs currently operate in 18 different States across the country, from California to Maine and from Florida to Washington State. The agencies are located in both rural and urban settings, and in areas with both high and low concentrations of refugees.

Client Businesses. Since September 1991, 6,237 businesses have been assisted under this program. Of these, 4,119 were new business starts, 766 were expansions of existing businesses, and 1,352 represented strengthening or stabilization of existing businesses. The types of businesses

helped are as diverse as the people who operated them. They include small farming, trucking, retail, food vendors, coffee roasting, bakeries, construction and restaurants.

Loan Funds. Since 1991, businesses served by the ORR microenterprise programs obtained 2,769 loans representing \$15,544,302 in business financing. This represents an average loan amount of \$5,614. Of this amount, ORR has provided \$7,363,086 in loan capital, which leveraged more than \$8,105,000 million from other lending sources, grants and individual development accounts. The default rate has averaged less than 2.5 percent. Lending has increased over the life of the program.

Client Characteristics. Nearly 22,198 refugees have participated in training or technical assistance. At the time of entry into training, 23 percent had been in the U.S. less than two years; 52 percent had been in the U.S. two-five years; and 25 percent had been in the U.S. over five years. About 70 percent were competent in English, while 30 percent had little or no English language skills.

Other characteristics of refugee entrepreneurs include the following: 43 percent of the participants were women and 57 percent were men. Over 61 percent of participants were between 31 and 50 years of age. Married clients equaled 62 percent and singles equaled 21 percent.

Cost Analysis. There are three measures of cost analysis that are used to determine the effectiveness of the refugee microenterprise program—cost per business assisted, cost per job created, and cost per employment outcome. These measures are calculated by dividing the amount of operational funding by the number of businesses assisted, jobs created, or employment outcomes. Excluding loan funds, the total amount of ORR operational funding expended for these microenterprise projects was \$31,620,525 over the fifteen-year period. For 6,237 businesses assisted, this represents an average cost-per-business start or expansion of \$5,069.

The total number of jobs created by new and expanding/strengthening businesses (including the business owner) was 5,577 which translate into

\$5,670 per job created. Finally, of the businesses assisted, 5,207 are still in operation—an 83.5 percent survival rate.¹

ORR awarded the following continuation and new grants in FY 2006:

- International Rescue Committee, Phoenix, Arizona \$219,436
- Fresno County Economic Opportunities Commission, Fresno, California, \$241,487
- Pacific Asian Consortium in Employment, Los Angeles, California, \$200,000
- Opening Doors, Inc., Sacramento, California, \$250,000
- International Rescue Committee, San Diego, California, \$246,593
- Church World Service, Miami, Florida, \$252,447
- Catholic Charities of the Diocese of St. Petersburg, Inc., St. Petersburg, Florida, \$165,000
- Partnership for Community Action, Decatur, Georgia, \$100,435
- Refugee Women's Network, Decatur, Georgia, \$175,000
- Mountain States Group, Inc., Boise, Idaho, \$190,000
- Jewish Vocational Service and Employment Center, Chicago, Illinois, \$228,207
- Institute for Social and Economic Development, Coralville, Iowa, \$90,000
- Coastal Enterprises, Inc., Wiscasset, Maine, \$170,000
- International Institute of Boston, Boston, Massachusetts, \$213,313

polis, Minnesota, \$150,000

- International Institute of Metropolitan St. Louis, St. Louis, Missouri, \$238,272
- Business Outreach Center Network, Inc., Brooklyn, New York, \$230,000
- New York Association for New Americans, Inc., New York, New York, \$325,000
- Economic and Community Development Institute, Columbus, Ohio, \$300,000
- World Relief, Nashville, Tennessee, \$216,000
- ECDC Enterprise Development Group, Arlington, Virginia, \$257,896
- Diocese of Olympia, Inc., Seattle, Washington, \$237,885
- Spokane Neighborhood Action Programs, Spokane, Washington, \$115,725
- ADVOCAP, Inc., \$105,000
- Lenders for Community Development, \$190,000
- Multicultural Community Development Corporation, \$190,000

Refugee Rural Initiative

The Institute for Social and Economic Development received a \$750,000 task order to support ORR's Refugee Rural Initiative. Under this task order, \$470,000 was allocated to fund eight local demonstration projects of assistance to refugees engaged in farming. ISED supported these local projects through ongoing technical assistance and a national workshop. The U.S. Department of Agriculture also provided assistance through a Memorandum of Understanding signed in 2004 between DHHS and USDA.

ORR Standing Announcement

In FY 2004, ORR, seeking to assure that refugees are welcomed in their U.S. communities of resettlement with sufficient services to begin their new lives, revised and reissued its standing announce-

¹Job creation data was not collected for 1991 and 1992 grantees. Data for these two periods were created by extrapolating from the data for the 1994-2004 grantees.

- Neighborhood Development Center, Minnea-

ment with the following priority areas: Priority Area 1 (Preferred Communities), Priority Area 2 (Unanticipated Arrivals), and Priority Area 3 (Ethnic Community Self-Help). In FY 2006, ORR continued funding for these programs.

Priority Area 1: Preferred Communities

In Priority Area 1, ORR seeks to promote opportunities for refugee self-sufficiency and effective resettlement. To that end, funds are made available for grants to voluntary agencies to increase placements of newly arriving refugees in preferred communities where there is a history of low welfare utilization and a favorable earned income potential relative to the cost of living.

In FY 2006, ORR awarded continuation grants, totaling \$2,552,795 to national voluntary agencies to enhance entry level services in preferred communities with good employment opportunities needed by newly arriving refugees.

- Church World Service and Refugee Program, \$250,000, Preferred Community Sites: Hagerstown, Maryland; Decatur, Georgia; Knoxville, Tennessee; Lancaster, PA; and Houston, Texas
- Domestic and Foreign Missionary Society, \$200,000, Preferred Community Sites: Indianapolis, Indiana; Tucson, Arizona; Austin, Texas; Trenton, New Jersey; and New Haven, Connecticut
- Domestic and Foreign Missionary Society, \$198,943; Preferred Community Sites: Boise, Idaho; Chicago, Illinois; Louisville and Lexington, Kentucky; and Houston, Texas
- Domestic and Foreign Missionary Society, \$190,628; Preferred Community Sites: Atlanta, Georgia; New Haven, Connecticut; Syracuse, New York; and Knoxville, Tennessee
- Ethiopian Community Development Council, Inc., \$325,000, Preferred Community Sites: Phoenix, Arizona and Las Vegas, Nevada
- Hebrew Immigrant Aid Society, \$320,000, Preferred Community Sites: Springfield, Massachusetts; Tucson, Arizona; Charlotte

and Greensboro, North Carolina; and Pittsburgh, Pennsylvania

- International Rescue Committee, \$170,891, Preferred Community Site: Boise, Idaho
- Lutheran Immigration and Refugee Service, \$300,000, Preferred Community Sites: Sacramento, California; Greensboro/Hickory, North Carolina; Minneapolis, Minnesota, and Milwaukee/Wausau, Wisconsin; Baltimore/Takoma Park, Maryland; and Des Moines, Iowa
- United States Committee for Refugees and Immigrants, \$319,009, Preferred Community Sites: 25 United States Committee for Refugees and Immigrants partner agencies
- United States Committee for Refugees and Immigrants, \$278,324, Preferred Community Sites: United States Committee for Refugees and Immigrants network and state, local and national government agencies

In FY 2006, ORR awarded seven new grants, totaling \$2,660,420 to national voluntary agencies to enhance entry level services in preferred communities with good employment opportunities needed by newly arriving refugees.

- Domestic and Foreign Missionary Society, \$164,351, Preferred Community Sites: Los Angeles, California; Chicago, Illinois; and Chattanooga, Tennessee
- Ethiopian Community Development Council, Inc., \$367,500; Preferred Community Sites: San Diego, California; Denver, Colorado; Chicago, Illinois; Omaha, Nebraska; and Houston, Texas
- Hebrew Immigrant Aid Society, \$320,000, Preferred Community Sites: Buffalo, New York; Columbus, Ohio; Philadelphia, Pennsylvania; and San Diego, California
- Lutheran Immigration and Refugee Service, \$337,706, Preferred Community Sites: Phoenix, Arizona; Denver, Colorado; Takoma Park, Maryland; Des Moines, Iowa; Chicago, Illinois; Sioux Falls, South Dakota; Fort Worth, Texas; and Milwaukee, Wisconsin

- United States Committee for Refugees and Immigrants, \$320,000, Preferred Community Sites: Akron, Ohio; Albany, New York; Buffalo, New York; Bowling Green, Kentucky; Erie, Pennsylvania; and Colchester/Barre, Vermont
- United States Conference of Catholic Bishops, \$835,718, Preferred Community Sites: Albuquerque, New Mexico; Camden, New Jersey; Charlotte, North Carolina; Dayton, Ohio; Hartford, Connecticut; Kansas City, Kansas; Orlando, Florida; San Antonio, Texas; and Syracuse, New York
- World Relief Corporation of the National Association of Evangelicals, \$315,145, Preferred Community Sites: Chicago, Dupage, and Aurora, Illinois; Fort Worth, Texas; Jacksonville, Florida; Nashville, Tennessee; Boise, Idaho; and Spokane, Washington
- Center for Multicultural Human Services, Falls Church, Virginia, \$209,380
- Centre for Asians and Pacific Islanders, Minneapolis, Minnesota, \$79,793
- Clergy and Churches United, Pittsburgh, Pennsylvania, \$209,729
- Community Refugee and Immigration Services, Columbus, Ohio, \$210,000
- Department of Workforce Development, Madison, Wisconsin, \$450,000
- Ethiopian Community Development Council, Inc., Arlington, Virginia, \$136,571
- Fresno Center for New Americans, Fresno, California, \$210,000

Priority Area 2: Unanticipated Arrivals

The Unanticipated Arrivals Program is intended to provide resources that bridge the gap between the arrival of refugees and the time when their numbers are included in the population-based formula social service funds. Situations that Unanticipated Arrivals funds are intended to alleviate include those where bilingual staff are needed for new arrivals, where refugee services do not exist, and where available services are not sufficient to meet the needs of the additional refugees.

In the February 28, 2006, closing of the Standing Announcement for Services to Recently Arrived Refugees, ORR awarded thirty-one grants totaling \$5,838,519 to the following applicants:

- Alliance for Multicultural Community Services, Houston, Texas, \$209,576
- Catholic Charities Maine, Portland, Maine, \$450,000
- Catholic Family Center, Div. of Catholic Charities Rochester, New York, \$210,000
- Catholic Family Service, Amarillo, Texas, \$206,783
- Fresno County Economic Opportunities Commission, Fresno, California, \$120,000
- Fresno International Refugee Ministries, Fresno, California, \$180,000
- Granite School District, Salt Lake City, Utah, \$209,988
- Hmong American Partnership, St. Paul, Minnesota, \$108,845
- Hmong Cultural Center of Butte County, Oroville, California, \$204,475
- International Institute of New Hampshire, Manchester, New Hampshire, \$203,519
- Lao Family Community of Minnesota, St. Paul, Minneapolis, \$161,837
- Lao Family Community of Minnesota, St. Paul, Minnesota, \$169,430
- Merced Lao Family Community, Inc., Merced, California, \$123,724
- Minnesota Council of Churches, St. Paul, Minnesota, \$105,638

- Mohawk Valley Resource Center for Refugees, Inc., Utica, New York, \$99,490
- Neighborhood House, St. Paul, Minnesota, \$240,000
- Opening Doors Inc., Sacramento, California, \$173,099
- Ramsey County, St. Paul, Minnesota, \$190,412
- Saint Paul Public Schools, St. Paul, Minnesota, \$209,676
- Somali Bantu Community Organization, Clarkston, Georgia, \$71,956
- Southeast Asian Community Council, Inc., Minneapolis, Minnesota, \$200,000
- United States Committee for Refugees and Immigrants, Washington, District of Columbia, \$210,000
- Western Kentucky Refugee Mutual Assistance Society, Inc., Bowling Green, Kentucky, \$75,910
- Wisconsin United Coalition of Mutual Assistance Associations, Sheboygan, Wisconsin, \$198,688

Priority Area 3: Ethnic Community Self-Help Program

ORR supported eight multi-site and 37 local ethnic organizational projects with awards totaling \$7,258,667. These organizations provided various in-house and referral refugee services, organized self-help networks, and developed newsletters and web sites to enhance ethnic community organizing and refugee integration. In addition, they conducted community outreach, coalition building, self-assessment, strategic planning, resource development and leadership training activities.

Multi-Site Projects

- Somali Family Care Network, Virginia, \$199,130
- Ethiopian Community Development Council, Virginia, \$200,000
- National Alliance of Vietnamese-American Service Agency, Maryland, \$219,093
- Hebrew Immigrant Aid Society, New York, \$200,000
- Portland State University - Somali Bantu Project, Oregon, \$250,000
- Mosaica, Inc., Washington, D. C., \$196,659
- Refugee Women's Network, Georgia, \$190,410
- Southeast Asia Resource Action Center, Washington, D. C., \$180,000

Local Projects

- Haitian American Foundation, Florida, \$120,000
- East African Community of Orange County, California, \$196,859
- Office for Refugees and Immigrants, Massachusetts, \$200,000
- Alliance for Multicultural Community Services, Texas, \$176,563
- Somali Community Center of Nashville, Tennessee, \$150,000
- Boat People S.O.S., Inc., Atlanta, \$174,032
- Boat People S.O.S., Inc., Kentucky, \$175,332
- Immigrant and Refugee Community Organization, Oregon, \$200,000
- Lutheran Community Services Northwest, Washington, \$200,000

- Ukrainian Community Center of Washington, Washington, \$129,960
- Cambodian Mutual Assistance Association of Greater Lowell, Massachusetts, \$149,258
- Lao Family Community of Fresno, Inc., California, \$157,014
- Ansob Center for Refugees, Inc., New York, \$45,000
- Goodwill Industries of North Georgia, Georgia, \$199,914
- Lao Veterans of America in Minnesota, Minnesota, Inc., \$77,575
- Women's Initiative for Self Empowerment, Inc., Minnesota, \$180,000
- Hmong Women's Heritage Association, California, \$129,755
- Vietnamese Social Services of America, Minnesota, \$139,237
- East Bay Agency for Children, California, \$200,000
- Kurdish Human Rights Watch, Inc., California, \$200,000
- Conference of Somali Community in Minnesota, \$106,971
- Minnesota African Women's Association, Inc., Minnesota, \$100,000
- Association of Africans Living in Vermont, Inc., Vermont, \$148,962
- East Side Neighborhood Services, Inc., Minnesota, \$96,085
- Nationalities Service Center, Pennsylvania, \$78,200
- Wisconsin, United Coalition of Mutual Assistance Associations, Wisconsin, \$195,688
- Somali International Minorities of America, Minnesota, \$50,000
- Asian Community and Cultural Center, Nebraska, \$117,580
- Pan-African Association, Illinois, \$200,000
- Pan-African Community Association, Wisconsin, \$151,919
- Somali Bantu Association of Tucson, Arizona, Inc., Arizona, \$193,814
- Community Teamwork, Inc., Massachusetts, \$153,050
- Hmong Youth Education Services, Inc., Minnesota, \$166,619
- African Community Resource Center, California, \$136,046
- Hmong American Family, Inc., Minnesota, \$162,942
- The Association for the Advancement of Hmong Women, Minnesota, \$200,000
- Colorado Department of Human Services, Colorado, \$165,000

Refugee Family Enrichment

ORR is committed to promoting policies and programs that help strengthen the strong, positive family relationships that refugees have brought with them to the United States. The Refugee Family Enrichment Program helps provide opportunities for refugees to strengthen their marriages and families. These projects are divided into two groups: (1) programs for marriage education and (2) programs for the youth and elderly.

Refugee couples face unique difficulties because of their flight from persecution and long periods of insecurity. ORR funds marriage education in order to help refugees cope with these difficulties. This group of grantees provides marriage education workshops to refugee couples in order to

enhance and promote healthy relationships by providing the skills, tools, knowledge and support necessary to create and sustain healthy marriages. Refugee elderly and youth also have experienced persecution and face hardships while resettling that pose unique challenges to their families, communities and the agencies that seek to serve them. This group of grantees operates projects to aid the elderly in accessing appropriate services and that work with youth to promote healthy development.

Grantee	FY 2004	FY 2005	FY 2006	Total
Boat People	680	633	640	1,953
ECDC	406	452	415	1,273
HIAS	3,062	3,975	1,467	8,504
KHRW	469	559	509	1,537
Lao Family	645	817	1,038	2,500
LIRS	311	391	492	1,194
Orange Co.	306	558	197	1,061
USCCB	3,349	3,264	2,498	9,111
Wisconsin	631	104		735
Total	9,859	10,753	7,256	27,868

Since the inception of the program, 27,868 refugees have attended family courses or workshops:

Marriage Education

These grants concluded at the end of FY 2006:

- United States Conference of Catholic Bishops, \$1,000,000
- Hebrew Immigrant Aid Society, Inc., \$300,000
- Kurdish Human Rights Watch, Inc., \$200,000

- Ethiopian Community Development Council, \$200,000
- Lao Family Community Development, \$200,000
- Boat People SOS, \$200,000
- Orange County Social Services Agency, \$200,000
- Lutheran Immigration and Refugee Service, \$199,941

Youth and Elderly

- Horn of Africa Service, \$50,000
- International Rescue Committee, \$50,000
- Mohawk Valley Resource Center for Refugees, \$50,000
- Pacific Asian Empowerment Program, \$50,000
- Southern Sudan Community Association, \$49,931
- CEDARS Youth Services, \$50,000
- Immigration and Refugee Services of America, \$50,000
- East Side Neighborhood Services, \$50,000
- Wausau School District, \$50,000
- Community Teamwork, \$50,000
- Oklahoma Institute for Child Advocacy, \$50,000
- Immigrant and Refugee Community Organization, \$50,000
- The Cambodian Family, \$50,000
- Vietnamese Social Services of Minnesota, \$50,000

- Southern Minnesota Regional Legal Services, \$50,000
- Refugee Family Services, \$50,000
- Shorefront YM-YWHA of Brighton Manhattan Beach, \$50,000
- International Service Center, \$50,000
- Jewish Board of Family and Children Services, \$50,000
- Asian American LEAD, \$50,000
- Community Relations - Social Development Commission, \$50,000
- Hmong-American Partnership Fox Valley, \$50,000
- Utah Peace Institute, \$50,000
- City of Lincoln, Nebraska, \$50,000
- Jewish Family and Children's Services of Minneapolis, \$49,985
- Young Women's Christian Association of Tulsa, \$49,987
- Bethany Christian Services, \$50,000
- Indochinese Cultural and Service Center, \$50,000

During FY 2006, ORR published a program announcement requesting applications for a new five-year healthy marriage program. The following grantees were awarded funds for the new program:

- Hebrew Immigrant Aid Society, Inc., \$830,000
- United States Committee for Refugees and Immigrants, \$780,000
- Lutheran Immigration and Refugee Service, \$400,000
- Jewish Children's Bureau, \$243,000

- Lao Family Community Development, \$250,000
- Boat People SOS, \$250,000
- Catholic Charities of Hartford, \$250,000
- The Cambodian Family, \$240,635
- Wisconsin Department of Workforce Development, \$250,000
- Jewish Family and Career Services, \$247,501
- Alliance for Multi-cultural Community Services, \$250,000

In addition, HIAS was awarded a grant of \$400,000 to provide technical assistance for marriage education services.

Refugee Health Initiatives

ORR provided continuation funding through the Preventive Health Discretionary grant program to 35 states, awarding grants totaling \$4,748,000. Through this program, ORR promotes outreach and access for newly arrived refugees to provide medical screenings. Health assessments help to identify health conditions that may be a threat to public health and that may be an impediment to refugees achieving self sufficiency.

In some areas, interpretation, follow-up treatment, and informational services were also provided through the preventive health funds. State Refugee Coordinators reported a total of 41,678 medical health screenings completed in FY 2006.

Technical Assistance: Refugee Mental Health

Technical assistance for mental health activities for refugees is available to U.S. resettlement communities under an inter-agency agreement with the Refugee Mental Health Program at the Center for Mental Health Services, Substance Abuse and Mental Health Services Administration (SAMHSA), Department of Health and Human Services. Under this agreement, one mental health professional provides technical assistance

and consultation to Federal and State agencies, voluntary resettlement agencies, community-based organizations, and local communities on the mental/behavioral health and well-being of refugee populations, torture survivors, and victims of human trafficking. Other activities include presentations at refugee-related conferences, facilitation of collaboration among refugee service providers and public and private mental health providers, organizations and systems, and response to emergencies of refugee admissions and other unique refugee-related assignments from the Office of the Director, ORR.

Technical Assistance: Refugee Health Services and Medical Screening

Under a second agreement, the Office of Humanitarian and Refugee Health Affairs of the Office of Global Health Affairs (OGHA), Department of Health and Human Services provides technical assistance in organizing, conducting and financing medical screenings and health assessments, refugee preventive health activities, data management activities surrounding refugee health, medical interpretation, and available prevention and promotion materials in refugee languages. OGHA also provides health information on new refugee populations, staff trainings, caring for refugees with HIV and other special medical needs, and providing and promoting better communication with voluntary agencies, State health coordinators and mutual assistance associations. OGHA liaises with federal and non-governmental partners to promote refugee health and well-being, and provides oversight on the Center for Disease Control and Prevention's (CDC) programming for refugee health.

ORR Refugee Health Team

Through the ORR inter-agency agreements with both SAMHSA and OGHA, ORR has formed a Refugee Health Team to address the broad health and mental health needs of refugees in a seamless, holistic manner. Examples of several health prevention and response activities are listed below:

- OGHA and SAMHSA provides technical assistance to ORR in the development of a pan-

demographic planning response. OGHA is engaging state and local officials involved in pandemic planning on the importance of incorporating refugees and other populations with Limited English Proficiency in their planning process.

- The *Points of Wellness: Partnering for Refugee Health and Well-Being*, an ongoing initiative is designed to help develop and implement health/mental health promotion and disease prevention activities and programs within refugee communities. This initiative includes a toolkit, website, a refugee health listserv and SAMHSA & OGHA technical assistance and training for mutual assistance associations and other refugee provider partners.
- A collaborative effort with the OGHA, CDC, Mercy Housing, Inc. and the Spring Institute to create an awareness campaign on lead poisoning for refugees and refugee case workers.
- A multi-agency effort that includes CDC to treat Hmong and other refugees who were resettled in the U.S. with undetected tuberculosis, as well to educate the broader Hmong community for disease prevention.
- A collaborative effort with SAMHSA and ORR child welfare technical assistance grantee, BRYCS (Bridging Refugee Youth and Children's Services, a project of U.S. Conference of Catholic Bishops/Migration and Refugee Services) to provide consultation and technical assistance to address the emerging problems of sexual victimization of young Hmong girls in the St. Paul, MN community.

ORR Refugee Medical Screening Work Group

In 2006, ORR established a Work Group to develop guidelines to improve programs of medical screening for arriving refugees and other eligible populations. The Work Group membership includes the Department of State's Bureau of Population, Refugees and Migration and from HHS: CDC, OGHA, SAMHSA and ORR. State refugee programs are also represented by officials from Arizona, California, Colorado, Florida, Massachusetts, and Missouri.

Cuban/Haitian Grants

In FY 2006, ORR awarded \$19 million for service programs for Cuban Haitian refugees and entrants. Seven grants were made ranging from \$100,000 to \$17 million. Service for each grantee include one or more of the following program categories: employment; health and mental health; refugee crime and victimization, and; adult/vocational education.

The following States received grants under this program:

- Arizona Dept. of Economic Security, \$175,000
- Florida Dept. of Children and Families, \$17,925,000
- Massachusetts Office of Refugee and Immigrants, \$175,000
- New Mexico Human Services Department, \$100,000
- New York State Office of Temporary and Disability Assistance, \$150,000
- State of Oregon, \$100,000
- Texas Health and Human Services Commission, \$375,000

Refugee School Impact

In FY 2006, ORR awarded 35 grants totaling \$15,000,000 to the State Governments and non-profit groups to assist local school systems inundated with refugee children. These grants provide support for supplementary instruction to refugee students, fostering parent/school partnership and assistance to teachers and other school staff in improving their understanding of refugee children and their families. The following States received grants under this program:

- Arizona Dept. of Economic Security, \$400,000
- California Dept. of Social Services, \$1,700,000

- Colorado Dept of Human Services, \$137,000
- State of Connecticut, \$187,500
- Florida Department of Education, \$2,375,000
- Georgia Department of Human Resources, \$500,000
- Mountain States Group, Inc., \$137,500
- Illinois Department of Human Services, \$500,000
- Indiana Family and Social Services Administration, \$125,000
- Iowa Dept. of Human Services, \$137,500
- Catholic Charities of Kentucky, \$250,000
- Maine Dept. of Health and Human Services, \$137,500
- Mass. Office for Refugees and Immigrants, \$287,500
- Michigan Dept. of Human Services, \$437,500
- Minnesota Dept of Human Services, \$1,031,250
- Department of Social Services of Missouri, \$318,750
- Nebraska Dept of health and Human Services, \$125,000
- State of Nevada, \$137,500
- State of New Hampshire, \$125,000
- New Jersey Division of Family Development, \$137,500
- New Mexico Human Services Dept., \$125,000
- New York State Office of Temporary & Disability Assistance, \$1,250,000
- North Carolina Dept. of Health and Human Services, \$218,750

- North Dakota Dept of Human Services, \$137,500
- Ohio Dept. of Job and Family Services, \$225,000
- Oregon Department of Education, \$312,500
- Commonwealth of Pennsylvania, \$375,000
- Lutheran Social Services of SD, \$181,250
- Tennessee Department of Human Services, \$125,000
- Texas Health and Human Services Commission, \$900,000
- State of Utah, \$218,750
- State of Vermont, \$125,000
- Virginia Dept of Social Services, \$225,000
- State of Washington, \$1,156,250
- Wisconsin Dept of Public Instruction, \$137,500

Services to Older Refugees

In FY 2006, ORR continued support for older refugees with a new discretionary grant program. This program brings together refugee service providers and mainstream area agencies on aging to coordinate programs for older refugees. Approximately \$2,600,000 was awarded to 33 States to establish or expand working relationships with State and area agencies on aging to insure that older refugees would be linked to local community mainstream aging programs. Grants were awarded to Alaska, Arizona, California, Colorado, Connecticut, Florida, Georgia, Idaho, Iowa, Illinois, Kentucky, Maine, Massachusetts, Maryland, Michigan, Minnesota, Mississippi, Missouri, New Hampshire, New Jersey, New York, North Carolina, Ohio, Oklahoma, Oregon, Pennsylvania, Tennessee, Texas, Utah, Vermont, Virginia, Washington and Wisconsin.

In addition, ORR continued its working relationship with the Administration on Aging to identify

ways in which both agencies could work together more effectively at the State and local levels to improve access to services for older refugees.

Services for Survivors of Torture Program

The Services for Survivors of Torture Program recognizes that many individuals residing in the U.S., including refugees, asylees, immigrants, other displaced persons, and U.S. citizens, have experienced torture by foreign governments. It has been estimated that over 400,000 torture survivors reside in the U.S.

This program provides torture survivors with the rehabilitation services that enable them to become productive community members. Although there are opportunities for treatment and training in many urban areas, many torture survivors do not have access to these highly specialized programs where they reside. This program increases torture survivors' access to psychological, medical, social, and legal services. Treatment is provided regardless of immigration status. While the program focuses on providing health, social, and legal services to torture survivors, it also provides funds for research and training to service providers.

The program was first authorized under The Torture Victims Relief Act of 1998 (Public Law 105-320; 22 U.S.C. 2152 note) and was reauthorized in 2005 by Public Law 109-165.

In FY 2006, ORR funded 20 projects in 15 States: California, Colorado, Florida, Georgia, Illinois, Maryland, Massachusetts, Michigan, Minnesota, Missouri, New York, Oregon, Texas, Utah and Virginia. These projects are focused on the provision of direct services to persons who have been tortured or to the family members or other close persons who have witnessed the torture.

In addition, ORR funded two cooperative agreements to provide national technical assistance. The Center for Victims of Torture provides technical assistance to the programs providing specialized services to torture survivors. Gulf Coast Jewish Family Services provides technical assistance to mainstream service providers that encounter survivors in their work.

These projects are currently in the first year of a three-year project period.

Year One Awards

- Center for Victims of Torture (technical assistance to specialized programs nationwide),
- City of Minneapolis, Minnesota, \$470,000.
- Gulf Coast Jewish Family Services (technical assistance to mainstream providers nationwide), Clearwater, Florida, \$335,000.
- Advocates for Survivors of Torture and Trauma, Baltimore, Maryland, \$395,000.
- Arab Community Center for Economic and Social Service, Dearborn, Michigan, \$475,000.
- Asian Americans for Community Involvement, San Jose, California, \$380,000.
- Bellevue/ NYC Health and Hospitals Corporation/ New York City, New York, \$535,000.
- Boston Medical Center Corporation, Boston, Massachusetts, \$475,000.
- Center for Multicultural Human Services, Falls Church, Virginia, \$415,000.
- Center for Survivors of Torture, Dallas, Texas, \$415,000.
- Center for Victims of Torture, Minneapolis, Minnesota, \$535,000.
- City of St. Louis Mental Health Board of Trustees, St. Louis, Missouri, \$475,000.
- DeKalb County Board of Health, Atlanta, Georgia, \$385,000.
- Gulf Coast Jewish Family Services, Clearwater, Florida, \$475,000.
- Heartland Alliance for Human Needs, Chicago, Illinois, \$535,000.
- Legal Aid Foundation of Los Angeles, Los Angeles, California, \$265,000.
- Lutheran Immigration and Refugee Service, multi-site, \$380,000.
- Massachusetts General Hospital/Harvard Program in Refugee Trauma, Boston, Massachusetts, \$375,000.
- Oregon Health and Science University, Portland, Oregon, \$400,000.
- Program for Torture Victims, Los Angeles, California, \$475,000.
- Rocky Mountain Survivors Center, Denver, Colorado, \$535,000.
- Survivors of Torture International, San Diego, California, \$475,000.
- TIDES Center, Salt Lake City, Utah, \$285,000.

Victims of Trafficking

The Trafficking Victims Protection Act of 2000 (TVPA) designates the U.S. Department of Health and Human Services (HHS) as the agency responsible for helping victims of human trafficking become eligible to receive benefits and services so they may rebuild their lives safely in the U.S.

The HHS trafficking program in the Administration for Children and Families (ACF), Office of Refugee Resettlement (ORR) conducts the following activities:

- Certifies international victims of human trafficking;
- Provides outreach and education to service providers, non-governmental organizations and state and local governments on the phenomenon of trafficking;
- Awards discretionary grants designed to provide outreach and direct services to victims;
- Administers a public awareness campaign designed to rescue and restore victims of trafficking; and
- Provides services and case management to victims of trafficking through a network of service providers across the U.S.

HHS Trafficking Program Changes

The HHS/ACF/ORR trafficking program has steadily evolved since operations began in 2001. Initially only comprising two federal employees, by the end of FY 2006, in response to the increasing scope and complexity of the program, the office had increased to four federal and three contract staff members. The program has improved and expanded dramatically in the second half of FY 2006 with progressive new contracts, additional grants, and increased public awareness, training, and outreach. At the same time, the program has improved contract oversight and management, grantee performance, and programmatic response to the field. The program is now positioned to further improve cooperative assistance with other federal agencies, increase public

awareness, and further expand the reach of victim identification and recovery services.

Certifications and Letters of Eligibility

On March 28, 2001, HHS Secretary Thompson delegated the authority to conduct human trafficking victim certification activities to the Assistant Secretary for Children and Families, who in turn re-delegated authority on April 18, 2002, to the Director of the Office of Refugee Resettlement.

Section 107(b)(1)(E) of the TVPA states that HHS, after consultation with the Attorney General, may certify a victim of a severe form of trafficking who:

- is willing to assist in every reasonable way in the investigation and prosecution of severe forms of trafficking in persons; and
- has made a bona fide application for a visa under section 101(a)(15)(T) of the Immigration and Nationality Act...that has not been denied; or (b) is a person whose continued presence in the United States the Attorney General is ensuring in order to effectuate prosecution of traffickers in persons.

The TVPA authorizes the "certification" of adult victims to receive certain federally funded or federally administered benefits and services, such as cash assistance, medical care, food stamps, and housing. Though not required to be certified by HHS, minors who are determined to be victims receive "letters of eligibility" for the same types of services. In FY 2006, ORR issued 214 certification letters to adults and 20 eligibility letters to minors for a total of 234 letters issued. Ninety-four percent of victims certified in FY 2006 were female.

These certifications and eligibility letters, combined with the 231 letters issued in FY 2005, 163 letters issued in FY 2004, 151 letters issued in FY 2003, 99 letters issued in FY 2002, and the 198 letters issued in FY 2001, bring to 1,076 the total number of letters issued during the first six fiscal years in which the program has operated.

FY 2006 letters were provided to victims or their representatives in 20 states plus the District of Columbia, Guam and Saipan. The majority of victims originated in Latin America (62 percent) with the largest numbers coming from El Salvador (28 percent) and Mexico (20 percent). Certified victims came from over forty countries, spanning the Americas, Africa, Asia, Europe, and the Pacific Islands. Caseloads ranged from individual victims recovered to large-scale raids of over 100 victims identified in a single setting.

Service Provision

ORR has utilized both contracts and discretionary grants to create a network of service organizations available to assist victims of a severe form of human trafficking. In April 2006, ORR entered into a contract with the U.S. Conference of Catholic Bishops (USCCB) to provide comprehensive support services to victims of human trafficking. Through this contract, ORR has streamlined support services to help victims gain access to shelter, job training and health care, and provided a mechanism for victims to receive vital emergency services prior to receiving certification.

By addressing the vulnerabilities inherent during the time between victim identification, determination, and certification, ORR has met the challenge of helping victims access certain services when they are needed most. The contract with USCCB provides per capita services through a case management model to pre-certified and certified victims. In FY 2006 (six months duration), 37 pre-certified and 109 certified victims received services through this contract by 42 organizations in 21 states that have joined in the effort through sub-agreements with USCCB.

Unaccompanied minors who are victims of trafficking are eligible for foster care administered through the Unaccompanied Refugee Minor (URM) program. This program offers a variety of care levels appropriate to the needs of the victim and enrolls unaccompanied trafficked minors as expeditiously as possible. ORR has also recently arranged for its Division of Unaccompanied Children's Services (DUCS) program to accept unaccompanied trafficked minors and provide comparable services through a system of group homes

and shelters. A two-page addendum to screen for signs of force, fraud, or coercion was added to the intake forms in DUCS shelters. This screening tool has resulted in referrals to law enforcement and new investigations.

Street Outreach Grants

In FY 2006, ORR provided continued funding to 18 organizations to conduct street outreach services to help identify victims of trafficking among populations that they already serve, and awarded 18 new grants that begin work in FY 2007. The grants support direct, person-to-person contact, information sharing, counseling and other communication between agents of the grant recipient and members of a specified target population. Grantees include public, private for-profit (although HHS funds may not be paid as profit), and private nonprofit organizations, including faith-based organizations. Some of the vulnerable population groups to which the grantees provide outreach are homeless and at-risk youth, girls exploited through the commercial sex industry, migrant farm workers, prostitutes, and women exploited in beauty parlors and nail salons. Grantees were eligible for these grants regardless of whether they had previously participated in anti-trafficking efforts.

Because these organizations were already engaged in outreach to specified vulnerable populations, these grantees are able to capitalize on their existing expertise working with these populations and the accompanying trust that has been built. Grantees are evaluated on their ability to connect identified victims to services, and achieve certification by building strong relationships with law enforcement. In FY 2006, over 1,300 suspected victims were identified through mobile feeding programs that target immigrant populations, single women's shelters, and youth centers. Additionally, street outreach grantees provided training on identifying trafficking victims to local law enforcement agencies, community-based organizations, faith-based organizations and health providers.

The following street outreach grants continued work in FY06 with FY05 funding:

- Breaking Free, St. Paul, Minnesota, \$150,000.
- Coalition to Abolish Slavery and Trafficking (CAST), Los Angeles, \$75,000.
- Catholic Charities Milwaukee, \$81,300.
- Catholic Charities Portland, \$131,146.
- Catholic Social Services for Northern Arizona, \$97,444.
- City of Homestead, Florida, \$75,000.
- Colorado Legal Services, Denver, \$142,449.
- Crisis House / BSCC, San Diego, \$95,000.
- The Door, New York, \$84,817.
- Farmworker Legal Services, Rochester, \$70,000.
- Girls Educational & Mentoring Services (GEMS), New York, \$100,000.
- Georgia Legal Services, Atlanta, \$57,533.
- Good Shepherd Services, Atlanta, \$75,492.
- Refugee Women's Alliance (ReWa), Seattle, \$118,884.
- Rural Opportunities, Poughkeepsie, \$70,565.
- Salvation Army, New York, \$147,695.
- United States Conference of Catholic Bishops (USCCB), Washington, D.C., \$148,568.
- West Care Nevada, Las Vegas, \$150,000.

Additionally, one grantee was awarded supplemental funding:

- United States Conference of Catholic Bishops (USCCB), Washington, D.C., \$95,000.

The following new street outreach grants were awarded at the end of FY 2006 for work starting in FY 2007:

- Alternatives for Girls, Michigan, \$25,000.
- Breaking Free, St. Paul, Minnesota, \$110,000.
- Catholic Charities of the Diocese of Camden, New Jersey, \$70,000.
- Catholic Social Services of Central and Northern Arizona, \$101,462.
- Center for Social Advocacy, San Diego, \$27,502.
- Coalition to Abolish Slavery and Trafficking of California, \$75,000.
- Farmworker Legal Services of New York, \$72,734.
- Girls Educational and Mentoring Services, New York City, \$102,799.
- International Rescue Committee, Arizona, \$103,779.
- Mosaic Family Services, Dallas, \$123,585.
- Polaris Project, New Jersey, \$114,000.
- Positive Options, Referrals & Alternatives, Illinois, \$115,000.
- SAGE Project, San Francisco, \$121,979.
- Salvation Army, Illinois, \$125,000.
- Southeastern Network of Youth and Family Services of Alabama, \$90,000.
- Southeastern Network of Youth and Family Services of Florida, \$46,700.
- Tapestri, Georgia, \$75,310.
- Texas Rio Grande Legal Aid, \$71,871.

Rescue & Restore Victims of Human Trafficking Public Awareness Campaign

FY 2006 encompassed the third year of the HHS public awareness campaign, *Rescue & Restore Victims of Human Trafficking*. The campaign strives to help communities identify and serve more victims of trafficking so that every individual forced, coerced, or fraudulently induced into exploitative work will have the courage and support to come forward and receive the full protection and benefits offered by the TVPA. The third year of the campaign built upon the previous year's efforts to target intermediaries – those persons or entities who are most likely to come into contact with victims including local law enforcement officials, social service providers, ethnic organizations, juvenile court officials, educational organizations and legal assistance organizations. It also targeted institutional partners and the general public.

Original Campaign Materials

HHS continued to distribute a variety of *Rescue & Restore* public awareness materials, including posters, brochures, fact sheets, and cards with tips on identifying victims. The materials are available in English, Polish, Russian, Spanish, and Chinese. HHS also distributed posters in Korean, Indonesian, Thai and Vietnamese. The materials, updated in FY 2006 to reflect passage of the Trafficking Victims Protection Reauthorization Act of 2005, can be viewed on the HHS website, www.acf.hhs.gov/trafficking and ordered at no cost.

In addition, HHS distributed a 10-minute video to help train intermediaries on how to recognize cases of human trafficking and learn how to initiate support services for those victims. The video showcases trafficking experts and victims in an effort to shed light on the horrors of trafficking, as well as the resources available to help victims rebuild their lives.

To further increase awareness of the campaign, and to drive more individuals to the *Rescue & Restore* website, the website address www.rescueandrestore.org was created to provide target audiences with a campaign resource that could be easily remembered. The website

www.rescueandrestore.org serves simply as a placeholder site that directs visitors to the official campaign site, www.acf.hhs.gov/trafficking, for more information. ORR's contractual relationship with Lockheed Martin Aspen Systems enhanced the website's capability to include the addition of email services in English, Spanish, Chinese, Polish and Russian. The posting of Frequently Asked Questions on the HHS web site is now available in English and Spanish. HHS received 290 electronic messages via the website in FY 2006.

Media Outreach

Media outreach in FY 2006 included responding to key national media requests, monitoring the news daily and when appropriate, following-up with reporters to encourage additional stories. HHS wrote opinion editorials and placed letters to the editor in response to key stories. Regular radio interviews of Dr. Wade Horn, Assistant Secretary for Children and Families, were also encouraged. HHS further developed its partnership with the Ricky Martin Foundation to raise awareness among English- and Spanish-speaking audiences on the issue of human trafficking. FY 2006 concluded with a high-profile press conference to open the HHS Conference on Survivors of Sex Trafficking, held September 28, 2006. The press conference, which featured survivors of sex trafficking, Dr. Horn, Congresswoman Deborah Pryce and Ambassador John Miller, Ambassador at Large on International Slavery and Director of the Office to Combat Human Trafficking at the Department of State, was attended by over 100 individuals involved in anti-trafficking efforts and highlighted the needs of victims and the services provided by HHS. The event was also attended by 20 journalists in person or through a tele-briefing phone line and yielded more than 20 media placements.

Information and Referral Hotline

A key component of the campaign is the 24/7 toll-free Trafficking Information and Referral hotline (which will be renamed the *Human Trafficking Resource Center* in FY 2007) 1.888.373.7888. The hotline provides service referrals to potential trafficking victims, educates callers about *Rescue &*

Restore campaign materials, directs non-trafficking related questions to relevant federal and local agencies, and takes reports on possible trafficking cases to forward to the Civil Rights Division at the Department of Justice. The hotline is staffed by approximately 13 bilingual crisis workers of Covenant House, New York, which is a sub-contractor of Lockheed Martin Aspen System. All calls received in languages other than English and Spanish are referred to the AT&T Language Line. The hotline took 2,670 calls in FY 2006, 20 percent of which were in languages other than English.

Intermediaries

In FY 2006 HHS awarded four new contracts to "intermediary" organizations to foster connections between the *Rescue & Restore* national campaign and local awareness building and service provision. The following contracts were awarded:

- Bilateral Safety Corridor Coalition, \$597,117
- Civil Society, \$348,032
- Immigrants Rights Advocacy Center, \$666,668
- Practical Strategies, \$172,266

The purpose of these intermediary contracts is to improve cooperation and coordination between small NGOs in local communities that are working to identify and serve trafficking victims. This funding, which is shared by larger NGOs with grassroots partners, will help equip local communities to expand and strengthen anti-trafficking networks and leave these communities better equipped to combat human trafficking when the federal funding expires.

Local Coalitions

In FY 2006, HHS continued to work with anti-trafficking coalitions in 17 areas: Atlanta, Houston, Illinois, Las Vegas, Long Island, Los Angeles, Miami, Milwaukee, Minnesota, Newark, Philadelphia, Phoenix, Portland, St. Louis, San Francisco, Seattle, and Tampa. The coalitions consist of dedicated law enforcement personnel, social service

providers, local government officials, health care professionals and leaders of faith-based and ethnic organizations. The goal of the coalitions is to increase the number of trafficking victims who are identified, assisted in leaving the circumstances of their servitude, and connected to qualified service agencies and to the HHS certification process so that they may receive the benefits and services for which they are eligible. Along with identifying and assisting victims, coalition members use the *Rescue & Restore* campaign messages to educate the general public about human trafficking.

Examples of the work of the HHS coalitions in FY 2006 include:

- The Atlanta Coalition created an independent committee to help pass anti-trafficking legislation in Georgia. The Georgia Security and Immigration Compliance Act codified the offense of human trafficking and abetting human trafficking, and established minimum jail times for traffickers. The legislation was signed into law in April 2006; the trafficking component went into effect July 1, 2007.
- The Illinois Coalition held an Illinois *Rescue & Restore* Human Trafficking Outreach Day on April 22, 2006. Over 1,000 volunteers canvassed over 100 communities throughout the state to raise awareness of human trafficking and placed more than 15,000 *Rescue & Restore* posters in community shops, laundromats, houses of worship and gas stations. The event was covered by several newspapers, including a full-page article and photo in the *Chicago Sun-Times*.
- The Minneapolis/St. Paul Coalition produced a one-hour local television film directed toward victims of human trafficking. The film included the participation of real victims, obscured on camera for their protection, and prominently featured the local Minnesota 24-hour trafficking tip line number.

HHS has focused its outreach efforts on public health organizations with activities including training, speaking engagements, and conferences. HHS trained social and health service workers in

the Illinois Department of Human Services (DHS) domestic violence, homeless, youth, and immigrant and refugee services. It also disseminated outreach materials through 122 Family Community Resource Centers. HHS also has trained outreach workers, case managers, refugee health screening program site coordinators, and nine participating health departments through Illinois Public Health. Seven-hundred Illinois Children and Family Services investigators received training from HHS using innovative, web-based technology. Additional HHS outreach opportunities have included speaking engagements with the Migrant Clinicians Network and the American Academy of Family Physicians. The Webcast on Human Trafficking was held in conjunction with the CDC.

International Discretionary Grants

As part of the President's \$50 million initiative to address the international aspects of human trafficking, HHS, in cooperation with the Senior Policy Operating Group (SPOG), assisted in funding international programs that research and address the public impact of human trafficking in Brazil, Mexico, and Tanzania.

In Brazil, HHS funded a comprehensive public information campaign to deter sex tourism. The campaign broadcasts and posts deterrence messages at U.S. departure airports, on flights to known sex tour destinations, and at foreign airports located at known sex tour destinations. The campaign also maintains a website, www.stopchildtourism.org, where concerned individuals can report American sex tourists, which has generated a great deal of public interest.

In Mexico, HHS provided grant support to two projects. First, HHS supported a public awareness campaign aimed at reducing sex tourism in popular resort areas such as Acapulco and Cancun. Second, HHS supported the Bilateral Safety Corridor Commission (BSCC) in their efforts to address the public health impact that human trafficking and sex tourism has on communities along Mexico's northern border. The one-year project to train public health workers, provide public education, build service networks, and

offer targeted treatment of HIV/AIDS, tuberculosis, and other diseases and infections impacting communities with a high prevalence of human trafficking has yielded a large number of partnerships and collaborative agreements between clinics, immigration services, and social services groups on both sides of the border.

In Tanzania, HHS supplemented a President's Emergency Plan for AIDS Relief (PEPFAR) grant to the Tanzanian Ministry of Health to train health care workers to recognize victims of trafficking and to engage in a broader public awareness campaign on human trafficking. The program breaks new ground by asking the health care sector to look beyond simply preventing or treating HIV/AIDS - a challenge in itself - to the circumstances of their patients' lives that put those patients at risk.

Areas of Emphasis for FY 2007

ORR continues to assess how it can best leverage its resources to achieve the maximum impact in fulfillment of its responsibilities under the TVPA. The following have been designated as areas of emphasis for the 2007 fiscal year:

- **Expanding the Network of Victim Care and Service Providers.** In FY2007, the toll-free Trafficking Information and Referral hotline will be renamed the National Human Trafficking Resource Center to better reflect its position as a vital link between potential trafficking victims, interested persons, and a vast network of care providers in the U.S. ORR will facilitate more extensive collaboration among all of ORR's contractors, grantees and the Resource Center in order to deepen and strengthen service availability in every region.
- **Developing Victim Care Best-Practices for Non-Emergency Services.** Greater emphasis will be placed on identifying innovative strategies for providing victims with services beyond the "rescue" phase to that of the "restore" part of our *Rescue & Restore* campaign. To this end, attention will be placed on developing practices that address trauma alleviation and other mental health needs of

victims, as well as facilitate greater access to programs designed to foster self-sufficiency.

- **Increasing the Amount and Sophistication of Technical Assistance to Service Providers.** ORR entered into a contract in early FY 2007 with Polaris Project to provide technical assistance to all ORR-funded service providers. Polaris Project will serve as a resource to build the capacity of street outreach grantees, intermediary contractors, the Resource Center and victim service providers and increase ORR's ability to be responsive to the changing needs of the anti-trafficking movement.
- **Targeting Outreach and Training to High-Impact Populations.** ORR has identified high-impact populations to which it will direct a greater concentration of outreach and training resources. Within HHS, ORR will target HHS Regional Staff with the goal of identifying persons within each region that can serve as a resource and point-of-contact on trafficking issues in their areas. In the health sector, ORR will reach out by targeting free clinics, public health clinics, emergency room workers and sexual assault nurses. In the legal sector, ORR will reach out to pro bono lawyers and associations. Finally, in the child welfare sector, ORR will target Child Protective Services and other state agencies that may encounter trafficked minors.
- **Sharing Lessons Learned.** ORR will examine its first six years of serving trafficking victims with an eye for sharing lessons learned within and without HHS in support of the collective effort to enable these victims to rebuild their lives in safety and dignity.

Unaccompanied Alien Children Program

Pursuant to Section 462 of the Homeland Security Act of 2002, the custody and care of unaccompanied alien children transferred from the former Immigration and Naturalization Service to the Office of Refugee Resettlement's (ORR), Division of Unaccompanied Children's Services (DUCS) in March 2003. Since then, the number of children in DUCS care has steadily increased. With an operating budget of \$77.3 million in 2006, ORR funded approximately 1,300 beds and placed 7,746 children in its various shelter facilities.

A Continuum of Care

ORR focused on developing a full continuum of care for unaccompanied alien children, adding a variety of care options, such as 25 shelter facilities, group homes and transitional foster care providers, three staff-secure facilities, two secure facilities with innovative programming, and residential treatment centers for children with psychiatric and mental health needs. In FY 2006, ORR placed 25 unaccompanied alien children in residential mental health treatment centers, a 25 percent increase from FY 2005.

In addition, through agreements with the U.S. Conference of Catholic Bishops (USCCB) and the Lutheran Immigration and Refugee Services (LIRS), in FY 2006, ORR expanded its foster care capacity to place up to 100 unaccompanied alien children who have been in shelter care for prolonged periods of time, are of young age, or have demonstrated that their needs would be best served in a less structured environment.

In FY 2006, ORR placed a total of 79 children into ORR-funded long term foster care. In addition, there were five placements into the URM program for Haitian entrants, asylees, and child victims of a severe form of trafficking.

When the former Immigration and Naturalization Service transferred its program to ORR in early 2003, approximately one-third of the unaccompanied alien children in its care were housed in secure county or local juvenile detention centers. In 2004, as an alternative to the court-administered juvenile detention centers, ORR developed staff-

secure (medium secure) beds to house unaccompanied alien children with serious behavioral concerns or with non-violent, non-assaultive criminal histories. ORR focused on ensuring only youth with violent or repeated juvenile offenses were placed in a secure detention setting. As a result, less than two percent of all unaccompanied alien children in ORR's care are in secure detention. During FY 2006, ORR utilized 57 staff secure beds.

Enhanced Services

The Office of Refugee Resettlement has focused on enhancing services for UAC in its network of care provider facilities.

A small percentage of children with serious and persistent mental health symptoms and emotional disorders require the intensive supervision, treatment, and structure of a residential treatment centers (RTC). A total of 25 UAC were placed in RTC during FY 2006. That accounts for a 25 percent increase from FY 2005 (20 placements). In addition, a small number of children in long-term foster care were referred to RTC within their local jurisdiction for interim care and stabilization prior to being returned to their foster care homes. In FY 2005, ORR spent \$750,000 on RTC placements; in FY 2006, over \$900,000 (including the RTC care via long-term foster care, this cost climbs to over \$1 million).

During FY 2006, ORR developed and implemented a series of mental health assessment tools that are now utilized nationally by ORR care providers. The forms provide a standardized method of collecting information about each child in order to identify acute medical and mental health needs, potential reunification options, and the need for specialized services. ORR care providers received additional training in FY 2006 on the assessment forms, as well as clinical issues, such as child trauma. ORR is continually striving to enhance the clinical services and resources available to unaccompanied alien children.

Release and Reunification

In August 2004, ORR took over from the Department of Homeland Security, Immigration and

Customs Enforcement (ICE), the responsibility for the release of unaccompanied alien children in ORR's custody to family members or other eligible sponsors living in the United States. This entails completing finger print background checks on children's sponsors, which is accomplished through an inter-agency agreement with HHS' Program Support Center. ORR now utilizes 17 digital finger print machines at various sites across the country which greatly improves the delivery of prompt and verifiable fingerprint checks on sponsors. In addition to fingerprint checks for criminal history, ORR completes immigration checks and a criminal history public record check on all sponsors. ORR Field Specialists review the release recommendations from the ORR's Field Coordinators and shelter case managers, and consult with Department of Homeland Security/ICE to ensure that a prompt and safe reunification takes place.

Home Suitability Assessments

ORR also completes home suitability assessments on select families to whom the children are being released through agreements with USCCB and LIRS, two voluntary agencies with a nationwide network of affiliate social service agencies. Previously, under the former Immigration and Naturalization Service, home assessments were limited to Chinese and Indian families due to smuggling concerns. ORR continues to require home assessments on every Chinese and Indian child before releasing to family members, but has expanded home assessments to potential sponsors of any nationality. In these cases, questions may arise on the family members' ability to care for the minor's specific needs, on the child's ability to adapt to a home environment, and for safety concerns overall. In FY 2006, ORR completed a total of 210 home suitability assessments, including 90-day follow-up services for all minors whose sponsors participated in a home assessment.

A Field Presence

In FY 2006, ORR hired four more Federal Field Specialists to work in areas of high immigration apprehensions: Chicago, Harlingen/Brownsville, El Paso, and San Antonio. Together with the other four field staff (Houston, Phoenix, Miami, and

Harlingen/Brownsville), they perform inherently federal functions and coordinate efforts between the Department of Homeland Security, the Executive Office for Immigration Review, ORR and other agencies and stakeholders in the program.

Since FY 2004, through cooperative agreements with USCCB and LIRS, ORR coordinates a family reunification program for UAC in its custody. USCCB and LIRS Field Coordinators work as ORR liaisons in the field, review family reunification requests and make preliminary recommendations to ORR as to whether the child's potential sponsor is a viable, appropriate reunification option. They regularly meet with children, identify alternate placements, intervene on crisis situations, and assist ORR in developing and improving procedures.

Minors in Care			
FY 2004, FY 2005 and FY 2006			
	FY 2004	FY 2005	FY 2006
OCT	506	780	1,139
NOV	488	770	984
DEC	504	690	868
JAN	474	594	789
FEB	579	626	929
MAR	614	756	955
APRIL	663	801	1,060
MAY	760	988	1,149
JUNE	780	1,014	1,155
JULY	819	1,039	1,018
AUG	867	1,122	1,020
SEPT	888	1,246	1,153

Tracking and Management System

In FY 2004, ORR began developing a web-based Tracking and Management System (TMS) which will ultimately track children from initial placement by ORR to release or return to the home country. During FY 2006, ORR increased the functionality of TMS to encompass the family reunification review process and capture performance

measurement data. Further development will include more aspects of individualized case management for children in care.

Inter-Agency Agreements

Starting in FY 2004, ORR implemented an inter-agency agreement with the Public Health Service to provide health services and special therapeutic placements for children in ORR's care.

Pro Bono and Child Protection Advocates

In FY 2005, ORR launched a pro bono outreach pilot program with the Vera Institute for Justice (New York, New York). Vera subcontracted with non-profit legal service providers who currently serve UAC in ORR custody to build up pro bono outreach. A variety of non-profit legal service providers are involved in the pilot, from law school clinics to faith-based organizations, to recruit, mentor and retain pro bono attorneys to serve UAC. All pilot sites have special software to track attorney representation, case dispositions, and other information. At the end of the three-year pilot, Vera Institute will provide ORR with a comprehensive report and recommendations.

In addition, ORR continued a *child protection advocate* pilot project in Chicago (the University of Chicago Law School) to serve as a model for a nationwide program. In FY 2006, the project explored expansion into the Houston, Texas area, and began discussions with the University of Houston School of Social Work and other community organizations.

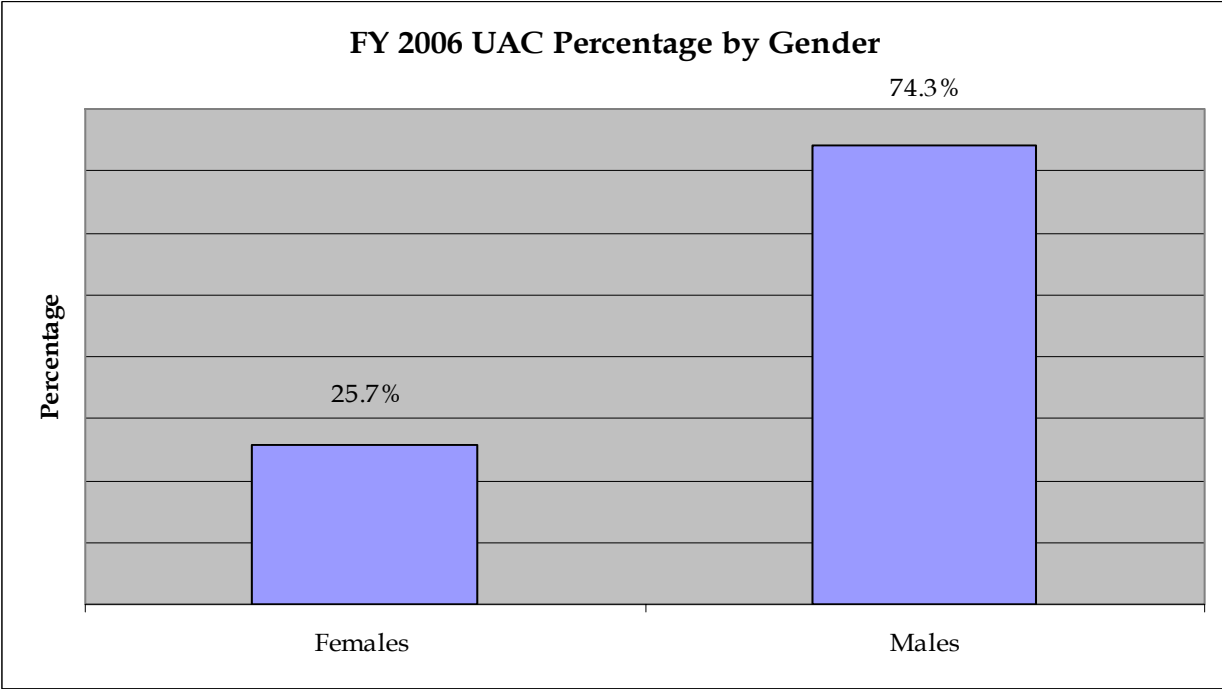
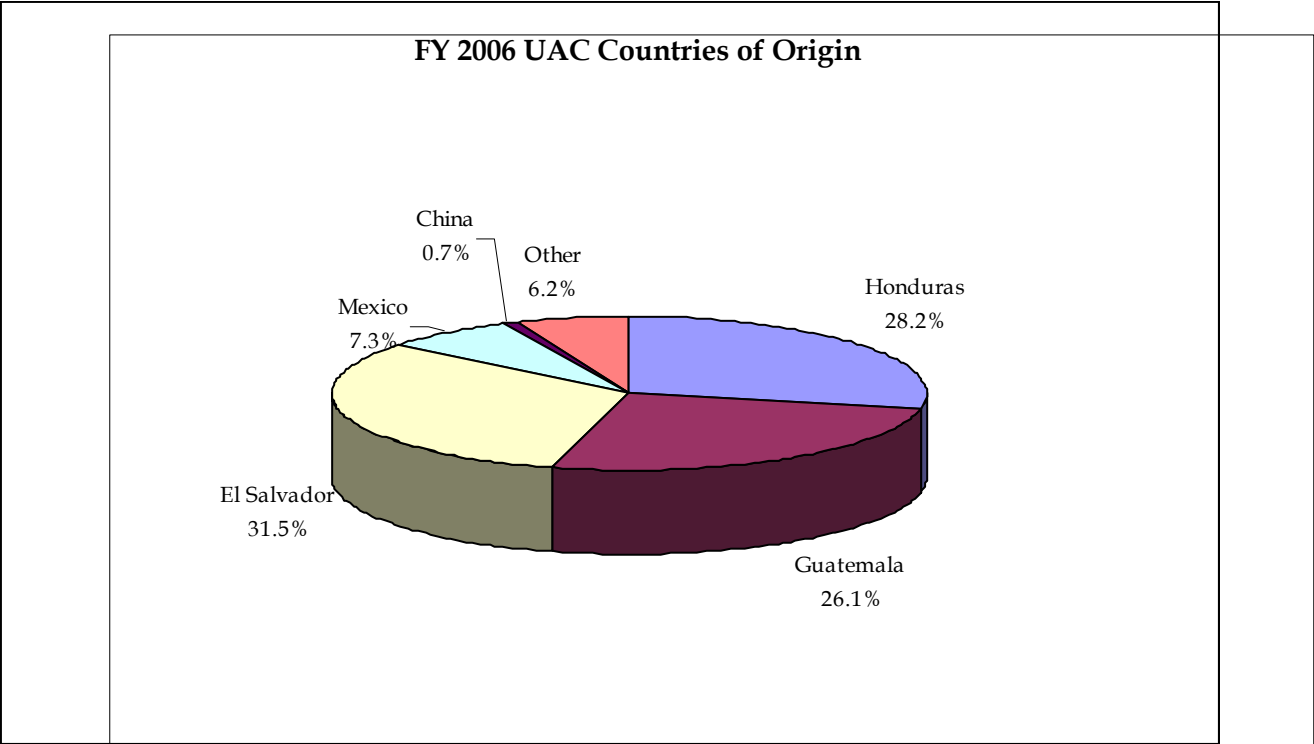
ORR has continued collaborative efforts with the U.S. Department of Justice, Executive Office of Immigration Review (EOIR). The Office of the Chief Immigration Judge has met often with ORR on immigration court procedures involving UAC. Moreover, the EOIR Pro Bono Program works closely with ORR on coordinating pro bono outreach with the Vera Institute of Justice.

FY 2007 Objectives

- In response to allegations of inappropriate conduct between UAC and shelter staff, ORR will undertake a comprehensive review of

child welfare policy and practice in its network of shelters, and work to strengthen child welfare related training of ORR staff, grantees, and shelter staff.

- The ORR Associate Director for Trafficking will work closely with the DUCS program to assess and strengthen protocols for identifying UAC trafficking victims and improving services to UAC who are determined to be victims of trafficking.
- In response to congressional concerns about the increasing length of stay of UAC in ORR shelters, and the cost associated with these stays, ORR will be undertaking a thorough review of factors contributing to increasing length of stay and determining how best to contain costs without reducing services or exposing UAC to unnecessary risks.



U.S. Repatriation Program

The U.S. Repatriation Program (Program) was established by Title XI, Section 1113 of the Social Security Act (Assistance for United States Citizens Returned from Foreign Countries), in 1935 to provide temporary assistance to U.S. citizens and their dependents who have been returned to the U.S. from a foreign country because of destitution, illness, war, threat of war, or similar crisis and are without available resources.

Temporary assistance is defined as money payments, medical care, temporary billeting, transportation, and other goods and services necessary for the health or welfare of individuals (including guidance, counseling, and other welfare services), furnished to United States (U.S.) citizens and their dependents who are without available resources in the U.S. upon their arrival from abroad and for such period after their arrival, not exceeding 90 days, as may be provided in regulations of the Secretary of Health and Human Services (HHS). Certain temporary assistance may be furnished beyond the 90-day period in the case of any citizen or dependent upon a finding that the circumstances involved necessitate or justify the furnishing of such assistance beyond such period in that particular case (42 United States Code (U.S.C.) 1313).

The Program contains four different activities. Two of these are characterized by ongoing caseloads. These are the regular individual repatriations under Section 1113 of the Social Security Act and the assistance provided to mentally ill repatriates found under 24 U.S.C. 321. The other two activities are contingency activities. One is the emergency repatriation responsibility assigned under Executive Order (E.O.) 12656 (amended by E.O. 13074, February 9, 1998; E.O. 13228, October 8, 2001; E.O. 13286, February 28, 2003). The other is group repatriations for which, by the extension of the E.O. precedent, HHS often has responsibility and for which it uses the Section 1113 authority. Operationally, these types of activities involve different kinds of preparation, resources and execution. However, the core program policies and administrative procedures are essentially the same for each.

The Department of State (DOS) requests assistance from the U.S. Repatriation Program for national emergency evacuations and also certifies that citizens and their dependents are eligible for repatriation assistance and returns them to the U.S. Upon arrival in the U.S., services for repatriates are the responsibility of the Secretary of HHS. The Secretary has delegated this responsibility to the Administration for Children and Families (ACF) and to the Office of Refugee Resettlement (ORR) within ACF.

ORR maintains a cooperative agreement with International Social Service—United States of America (ISS-USA) for the carrying-out of the program individual activities. ISS-USA assists in the administration of the nationwide non-emergency program; maintains the network of local providers in the State governments and in the private sector; trains and guides workers in procedures for complex cases, such as unaccompanied minors, individuals with serious medical or mental problems, incompetent adults, and victims of domestic violence; and serves as a point of guidance and technical assistance to States. In consultation with ORR, ISA-USA provides information on specific benefits with which all local providers may not be familiar, such as Medicaid, Medicare, Supplementary Security Income (SSI) and veteran's benefits. In addition, ISS-USA consults with ORR and Overseas Citizens Services (DOS/OCS) for services to clients who have a criminal history in the U.S.

During FY 2006, hostilities developed between Israel military and Hezbollah guerrillas in Lebanon after the capture of two Israeli soldiers that led to an emergency repatriation.

This successful emergency operation effort resulted in the largest United States repatriation of Americans since World War II. During the 17-day operation, ACF/ORR and its partners offered needed services to approximately 12,421 American citizens and others who arrived on 61 flights to four major international airports. At the airport, 4,454 people were offered services at Baltimore-Washington International Thurgood Marshall Airport (MD); 1,814 at McGuire Air Force Base in New Jersey (NJ), 1,982 in Hartsfield-

Jackson Atlanta International Airport (GA), and 4,171 in Philadelphia International Airport (PA).

The reception effort was designed to provide necessary services to eligible individuals after they cleared Customs in the United States.

To assist with this repatriation effort, on July 26, the U.S. Congress passed legislation raising the \$1 million cap on repatriation funding to \$6 million for FY 2006. On July 27, the President signed this legislation into law.

The estimated total amount utilized during this repatriation is approximately \$1.4 million at this time. This amount does not include the cost for temporary assistance provided to those 100 eligible individuals who were referred to different states for follow-up assistance. Follow-up assistance provided at the final state of destination included but was not limited to medical services, family resettlement assistance, and services to unaccompanied minors.

Upon conclusion of this emergency repatriation, ACF/ORR engaged in a series of after-event conferences and distributed after-event questionnaires to the states, federal partners, other agencies that were involved in this event (e.g. American Red Cross) and repatriates who received assistance at the port of entry (POE). The purpose of these after event activities was to gather information regarding lessons learned and best practices. Overall, responses to the after event activities (AEA), which were rated on a grade scale, showed a very positive response and experience of the Lebanon Emergency Repatriation (LER).

During FY 2006, the Program, through its grantee and other partners, provided expert social work service and case coordination around the clock, extending care and protection to U.S. repatriates worldwide.

During FY 2006, the Program served over 800 cases. From this amount, approximately 482 regular cases were referred by the Department of State, Office of Citizen Services, 327 cases from LER for follow-up services in the state of residence and the rest of the cases were fare share repatriate cases.

In addition, during FY 2006 the Program incurred some high-cost cases, including one repatriate whose medical bill is currently over \$270,000.

FY 2006 has been a challenging year not only because of the number of cases referred from the LER, but also because of the approximate 130 percent increase in the number of regular cases served. The average reported number of regular cases per year is 210 cases.

II. Refugees in the United States

This section characterizes the refugee, Amerasian, and entrant population (hereafter, referred to as refugees unless noted otherwise) in the U.S., focusing primarily on those who have entered since 1983. All tables referenced by number appear in Appendix A.²

Nationality of U.S. Refugee Population

Southeast Asians remain the largest refugee group among recent arrivals.³ Thirty-three percent of the 2,111,946 refugees who have arrived in the U.S. since the ORR refugee database was created in 1983 have fled from nations of Southeast Asia (refer to Table 1, Appendix A). Prior to 1983, the proportion was much higher, as evidenced by supplementary admission data supplied by the Department of State. According to their data, the proportion of refugees who arrived since 1975 that fled from Southeast Asia is 50 percent (refer to Table II-1, this section).

Vietnamese continue to be the majority refugee group from Southeast Asia, although the ethnic composition of the entering population has become more diverse over time. About 135,000 Southeast Asians fled to America at the time of the collapse of the Saigon government in 1975. Over the next four years, large numbers of boat people escaped Southeast Asia and were admitted to the U.S. The majority of these arrivals were Vietnamese. The Vietnamese share has declined gradually, especially since persons from Cambodia and Laos began to arrive in larger numbers in 1980.

For the period FY 1983 through FY 2006, Vietnamese refugees made up 69 percent of refugee arrivals from Southeast Asia, while 20 percent were from Laos, 11 percent were from Cambodia, and one percent from Burma.

More recently, refugees from outside of Southeast Asia have arrived in larger numbers. Between FY 1988 and FY 2005, refugees arriving from the former Soviet Union have surpassed refugees arriving from Vietnam every year except FY 1991. More recently, since FY 1995, refugees from the former Soviet Union and Vietnam were surpassed by refugees arriving from Cuba. Finally, since FY 1998, refugees from the former Yugoslavia eclipsed all other refugee groups until FY 2002, when entrants from Cuba and refugee arrivals from Africa began to dominate arrivals. In FY 2006, refugees from Africa comprised 31 percent of total refugee arrivals and arrivals from Cuba comprised 34 percent.

Since ORR began keeping records of refugee arrivals in 1983, refugees from five countries have represented 75 percent of all arrivals: the former Soviet Union (24 percent), Vietnam (22 percent), Cuba (14 percent), the former Yugoslavia (8 percent), and Laos (6 percent).

Geographic Location of Refugees

Southeast Asian refugees have settled in every State of the U.S. (refer to Table 2, Appendix A). From FY 1983 through FY 2006, California received the largest number of arrivals (439,591, or 21 percent). Florida recorded 298,591 refugees and entrants, or 14 percent; followed by New York with 252,357 (12 percent); Texas with 106,401 (5 percent); and Washington with 92,183 or 4 percent). Altogether, these five States received 56 percent of all refugee and entrant arrivals since 1983.

More Southeast Asians initially resettled in California than any other State (34 percent). For the

² Tables do not include refugees who arrived prior to FY 1983. However, the Bureau of Population, Refugees, and Migration, U.S. Department of State, reports 805,644 arrivals for the period FY 1975 through FY 1982.

³ Southeast Asian refugees are almost entirely represented by Burmese, Cambodians, Laotians, and Vietnamese.

same period, more non-Southeast Asians resettled in New York than any other State (14 percent).

California, New York, and Florida have resettled the greatest number of refugees to date (refer to Table 2, Appendix A). California received the most refugees from FY 1983 through FY 1994; since FY 1995, Florida has resettled the largest number of refugees every year but FY 1997, when New York resettled the most refugees.

Secondary Migration

The Reception and Placement program (see page 5) ensures that refugees arrive in communities with sufficient resources to meet their immediate needs and a caseworker to assist them with resettlement and orientation. Refugees need not stay in the community of initial resettlement, and many leave to build a new life elsewhere. A number of explanations for secondary migration by refugees have been suggested: better employment opportunities, the pull of an established ethnic community, more generous welfare benefits, better training opportunities, reunification with relatives, or a more congenial climate.

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

Analysis of the summary totals indicates that much of the secondary migration of refugees takes place during their first few years after arrival and that the refugee population becomes relatively stabilized in its geographic distribution after an initial adjustment period. The matrix of all possible pairs of in- and out-migration between States can be summarized into total in- and out-migration figures reported for each State. Ex-

amination of the detailed State-by-State matrix showed several migration patterns: a strong movement in and out of California; a strong movement into Florida, Minnesota, Ohio, and Washington; a strong movement out of New York and Texas; and some population exchange between contiguous or geographically close States.

Almost every State experienced both gains and losses through secondary migration in FY 2006. Twenty-one States gained additional refugees through secondary migration. The largest net immigration was recorded for Minnesota (14,688), Washington (909), and Ohio (815). Texas (979), Georgia (765), and Illinois (627) experienced the largest net out-migration.

Economic Adjustment

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

Past refugee surveys have found that the economic adjustment of refugees to the U.S. has been a successful and generally rapid process. However, similar to 2005, the 2006 process of refugee economic adjustment appears to have met with some difficulty, most likely due to the residual effects of the 9/11 crisis on the U.S. population. Nevertheless, according to the employment information retrieved from this year's refugee population study, refugees in the five-year population achieved a level of economic achievement only marginally lower than the population of the U.S., as evidenced by their employment rates, labor force participation rates, and

Table II-1: Summary of Refugee Admissions for FY 1975-FY 2006

Fiscal Year	Africa	East Asia	Eastern Europe	Soviet Union	Latin America	Near East Asia
1975	0	135,000	1,947	6,211	3,000	0
1976	0	15,000	1,756	7,450	3,000	0
1977	0	7,000	1,755	8,191	3,000	0
1978	0	20,574	2,245	10,688	3,000	0
1979	0	76,521	3,393	24,449	7,000	0
1980	955	163,799	5,025	28,444	6,662	2,231
1981	2,119	131,139	6,704	13,444	2,017	3,829
1982	3,412	73,755	11,109	2,760	580	6,480
1983	2,645	39,245	11,867	1,342	691	5,428
1984	2,749	51,978	10,096	721	150	4,699
1985	1,951	49,962	9,233	623	151	5,784
1986	1,322	45,482	8,503	799	131	5,909
1987	1,990	40,099	8,396	3,699	323	10,021
1988	1,593	35,371	7,510	20,411	2,497	8,368
1989	1,902	45,722	8,752	39,602	2,604	6,938
1990	3,453	51,598	6,094	50,628	2,305	4,979
1991	4,420	53,522	6,837	39,226	2,253	5,342
1992	5,470	51,899	2,915	61,397	3,065	6,903
1993	6,967	49,817	2,582	48,773	4,071	6,987
1994	5,860	43,564	7,707	43,854	6,156	5,840
1995	4,827	36,987	10,070	35,951	7,629	4,510
1996	7,604	19,321	12,145	29,816	3,550	3,967
1997	6,065	8,594	21,401	27,331	2,996	4,101
1998	6,887	10,854	30,842	23,557	1,627	3,313
1999	13,043	10,206	24,497	17,410	2,110	4,098
2000	17,561	4,561	22,561	15,103	3,232	10,129
2001	19,021	3,725	15,777	15,748	2,973	12,060
2002	2,548	3,525	5,439	9,963	1,933	3,702
2003	10,717	1,724	2,525	8,744	452	4,260
2004	29,125	8,079	489	8,765	3,556	2,854
2005	20,749	12,071	11,316	-	6,700	2,977
2006	18,182	5,659	10,456	-	3,264	3,718
1975-2006 Grand Total	203,137	1,306,353	291,944	605,100	92,678	149,427

Note: This chart does not include an additional 8,214 refugees admitted between FY 1988 and FY 1993 under the Private Sector Initiative (PSI) or the 14,161 Kosovar refugees admitted in FY 1999. Numbers listed above for Latin America exclude Cuban and Haitian entrants. Beginning with FY 2005, the Department of State reports refugee totals from the republics of the former Soviet Un-

ion as part of the Eastern European category.

Source: Bureau of Population, Refugees, and Migration, U.S. Department of State. Totals do not correlate directly with ORR database.

unemployment rates, which may indicate that integration into the mainstream of the U.S. economy is proceeding steadily.

Gauges of Economic Adjustment

In 2006, ORR completed its 35th survey of a national sample of refugees selected from the population of all refugees who arrived between May 1, 2001 and April 30, 2006. The survey collected basic demographic information, such as age and country of origin, level of education, English language training, job training, labor force participation, work experience and barriers to employment, for each adult member of the household. Other data were collected by family unit, including housing, income, and welfare utilization data.

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

Employment Status

Table II-2 presents the Employment-to-Population Ratio (EPR) or employment rate in October 2006 for refugees 16 and older in the five-year population. The survey found that the overall EPR for all refugees who came to the U.S. between 2001 and 2006 was 58 percent (69 percent for males and 48 percent for females). As a point of reference, the employment rate for the U.S. population was 63 percent in 2006.⁴

⁴ The **Employment-to-Population Ratio (EPR)**, also called the **employment rate**, is the ratio of the number of individuals age 16 or over who are employed (full- or part-time) to the total number of individuals in the population who are age 16 or over, expressed as a percentage.

Economic conditions in the U.S. as a whole influence the ability of refugees to find employment, and these conditions have varied in the past decade. Table II-3 describes the history of U.S. and refugee participation in the labor force for surveys conducted since FY 1993, the year that the Annual Survey was expanded to include refugees from all regions of the world. During this time, the national employment rate varied little, with the current U.S. employment rate (63 percent) almost equal to the 1996 rate and the peak rate (64 percent) recorded in 2000. The refugee employment rate, on the other hand, has not tracked the U.S. rate. In the 1993 survey, refugee employment (33 percent) was barely more than half the U.S. rate (62 percent). Over the next six years, the refugee rate soared 34 percentage points, while the U.S. rate climbed only two percentage points to 64 percent. In the 1999 survey, the refugee employment rate exceeded the U.S. rate by three percentage points.

Soon after, however, the economy began to soften. The overall U.S. rate has remained at 63 percent. The refugee rate, on the other hand, has been much more volatile, advancing eight points from 2003 (55 percent) to 2004 (63 percent) and regressing five points from 63 percent in 2004 to 58 percent in 2005. The 2006 refugee employment rate remained the same (58 percent) as in 2005, falling behind the national rate by five points. However, the refugee employment rate increases with their length of stay in the U.S. As indicated in Table II-2, the employment rate was low (46 percent) for recent arrivals (2006 arrivals), but much higher (73 percent) for well-established refugees (2001 arrivals).

Table II-3 also contains data on the labor force participation rate (LFP) for refugees 16 and over in the five-year population. This rate is closely related to the employment rate, except it includes individuals looking for work as well as those currently employed. In October 2006, the overall LFP for the five-year refugee population was 64 percent, two points lower than the overall U.S. rates. Refugee males (74 percent) sought or found work at a much higher rate than refugee females (55 percent).⁵

⁵ The **labor force** consists of adults age 16 or over looking for work as well as those with jobs. The **labor force participation rate** is the ratio of the total number of persons in the labor force divided by the total number of persons in the population who are age 16 or over, expressed as a percentage.

TABLE II-2 – Employment Status of Refugees by Year of Arrival and Sex: 2006 Survey

Year of Arrival	Employment Rate (EPR)			Labor Force Participation Rate			Unemployment Rate		
	All	Male	Female	All	Male	Female	All	Male	Female
2006	45.7 %	51.9 %	38.8 %	59.1 %	61.3 %	56.7 %	22.8 %	15.4 %	31.6 %
2005	54.7	67.5	44.4	60.4	67.7	50.0	9.4	7.9	11.2
2004	52.6	64.1	42.1	57.6	65.6	48.4	8.7	5.4	13
2003	63.1	69.1	57.9	68.9	73.9	64.7	8.5	6.5	10.5
2002	61.3	69.7	52.9	66.3	73.9	58.6	7.5	5.7	9.8
2001	73.1	86.6	56.1	75.6	89.1	58.5	3.3	2.8	4.2
Total Sample	58.4	69.2	48.1	64.0	73.8	54.6	8.7	6.3	11.9
U.S. Rates	63.1	70.1	56.6	66.2	73.5	59.3	4.6	4.6	4.6

Note: As of December 2006. Not seasonally adjusted. Data refer to refugees 16 and over in the five-year sample population consisting of Amerasians, entrants, and refugees of all nationalities who arrived in the years 2001-2006.

The 2006 refugee labor force participation rate (64 percent) remained steady since 2005, but dropped five points since 2004 (69 percent). During this time, the overall U.S. participation rate was virtually unchanged (66 percent).

However, while the unemployment rate of the U.S. population decreased one percent from 2004 (6 percent) to 2006 (5 percent), the unemployment rate among the refugees increased two percentage points (from 7 percent to 9 percent).

Nevertheless, as with the employment rate and independent of economic conditions, the labor force participation rate for refugees increases with time in the U.S. The labor force participation rate for the 2006 arrivals in this year’s survey was 59 percent, for example, but reached 76 percent for refugees who arrived in 2001 (refer to Table II-2). This year’s survey again revealed a 19-percent difference in labor force participation between men and women among the refugees (74 percent versus

55 percent). By way of contrast, the overall gender difference in labor force participation rates for the U.S. population was 14 points.

Table II-4 reveals significant differences between the six refugee groups in terms of their EPR, labor force participation rate, and unemployment rate. The EPR for the six refugee groups ranged from a high of 78 percent for refugees from Eastern Europe to a low of 41 percent for refugees from Southeast Asia.⁶

⁶ The six refugee groups are derived from the following countries or regions: Africa (Cameroon, Burundi, Djibouti, Ghana, Ivory Coast, Ethiopia, Kenya, Liberia, Nigeria, Rwanda, Sierra Leone, Senegal, Somalia, Sudan, Togo, and Zaire), Eastern Europe (Albania, Bosnia and Herzegovina, Croatia, Macedonia, Serbia, and the former Yugoslavia), Latin America (Cuba, Haiti, Colombia and Ecuador), the Middle East (Afghanistan, Iran, Iraq, Syria, Pakistan, and Libya), the former Soviet Union (Azerbaijan, Belarus, Estonia, Georgia, Kyrgyzstan, Kazakhstan, Latvia, Moldova, Russia, Tajikistan, Turkmenistan, Ukraine, and Uzbekistan), and Southeast Asia (Burma, Cambodia, Laos, Thailand, and Vietnam (including Amerasians)).

Table II-3 – Employment of Refugees by Survey Year and Sex
(Based on Refugees Age 16 and Older)

Year Survey Administered	Employment Rate (EPR)			Labor Force Participation Rate			Unemployment Rate		
	All	Male	Female	All	Male	Female	All	Male	Female
2006 Survey	58.4	69.2	48.1	64.0	73.8	54.6	8.7	6.3	11.9
U.S. Rate	63.1	70.1	56.6	66.2	73.5	59.3	4.6	4.6	4.6
2005 Survey	58.0	68.1	48.3	64.7	74.5	55.4	6.8	6.3	7.1
U.S. Rate	62.7	69.6	56.2	66.0	73.3	59.3	5.1	5.1	5.1
2004 Survey	62.6	70.8	52.5	69.3	77.1	59.9	6.7	6.2	7.4
U.S. Rate	62.3	69.2	56.0	66.0	73.3	59.2	5.5	5.4	5.6
2003 Survey	55.2	64.0	45.3	61.0	69.1	51.8	5.7	5.1	6.4
U.S. Rate	62.3	68.9	56.1	65.7	72.8	59.2	6.0	6.3	5.7
2002 Survey	60.8	65.6	55.2	67.1	72.3	61.3	6.4	6.8	6.1
U.S. Rate	62.7	69.7	56.3	67.8	74.8	61.3	5.8	5.9	5.6
2001 Survey	62.0	67.7	56.3	66.6	72.7	60.5	6.9	6.9	7.0
U.S. Rate	63.7	70.9	57.0	67.6	74.9	60.9	4.7	4.8	4.7
2000 Survey	60.8	72.6	62.7	70.1	74.9	65.1	3.3	3.0	3.7
U.S. Rate	64.4	71.9	57.5	67.2	76.6	60.9	4.0	3.9	4.1
1999 Survey	66.8	72.3	61.1	68.9	74.4	63.3	3.1	2.8	3.5
U.S. Rate	64.3	71.6	57.4	67.1	76.7	60.7	4.2	4.1	4.3
1998 Survey	56.0	62.7	49.4	59.1	65.9	52.3	5.2	4.9	5.6
U.S. Rate	64.1	71.6	57.1	67.1	76.8	60.4	4.5	4.4	4.6
1997 Survey	53.9	62.9	45.1	58.3	67.1	49.5	7.5	6.3	9.0
U.S. Rate	63.8	71.3	56.8	67.1	77.0	60.5	4.9	4.9	5.0
1996 Survey	51.1	58.8	43.3	57.5	65.7	49.2	11.2	10.6	12.0
U.S. Rate	63.2	70.9	56.0	66.8	76.8	59.9	5.4	5.4	5.4
1995 Survey	42.3	49.5	35.1	49.8	57.4	42.1	15.1	14.0	16.6
U.S. Rate	62.9	70.8	55.6	66.6	76.7	59.4	5.6	5.6	5.6
1994 Survey	35.5	41.2	29.8	43.6	50.7	36.5	18.8	18.9	18.6
U.S. Rate	62.5	70.4	55.3	66.6	76.8	59.3	6.1	6.2	6.0
1993 Survey	32.5	37.3	27.7	35.4	41.2	29.7	8.4	9.5	6.9
U.S. Rate	61.7	70.0	54.1	66.3	77.3	58.5	6.9	7.2	6.6

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

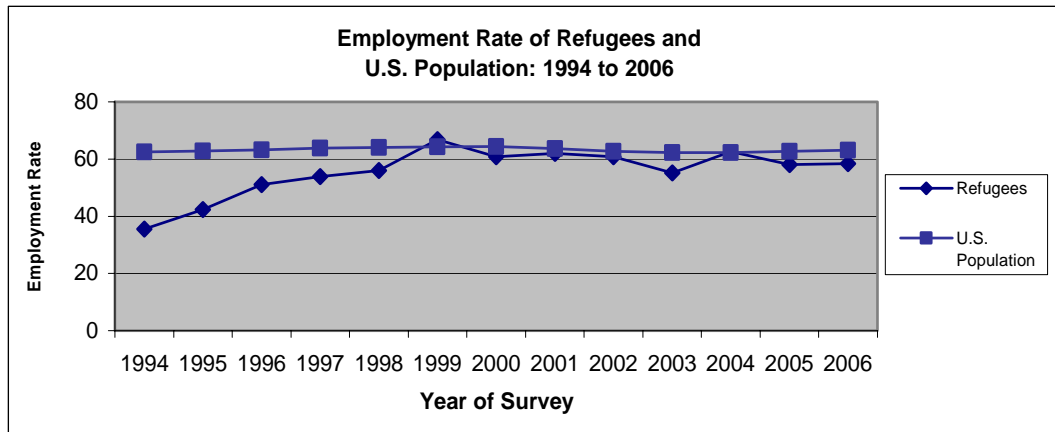


Figure 1. Employment Rate of Refugees and U.S. population: 1994 to 2006 (Figures for Refugees are for those in the survey sample in the years shown. Employment status is as of the week prior to the survey.)

As in previous years, refugees from Eastern Europe continue to sustain the highest employment rate (78 percent), followed by those from Latin America (74 percent), Middle East (57 percent), the former Soviet Union (53 percent), Africa (49 percent), and Southeast Asia (41 percent). Both Africa and Latin America reported employment rates of 67 percent in 2004, but employment rates have since gone in the opposite directions, with Africa tumbling to 49 percent and Latin America rising to 74 percent. The largest gender difference was found among the African refugees (62 percent for males vs. 35 percent for females) while the smallest difference was among male and female refugees from Eastern Europe (83 percent vs. 73 percent).

The labor force participation rate (LPR) followed a similar pattern as the EPR. The LFP was high for refugees from Eastern Europe (81 percent) and Latin America (80 percent). Those from Southeast Asia (46 percent) and Africa (55 percent) were at the lower end while those from the Middle East (63 percent) and the former Soviet Union (60 percent) positioned in between. The highest disparity between male and female participation rates was found for African families. Sixty-six percent of males were working or looking for work at the time of the survey, compared with 42 percent of females. A sizeable gender gap was also found among refugees from the Southeast Asia (20 percent), Middle East (20 percent), and the former Soviet Union (19 percent). For Eastern European families, the participation rates, by contrast to the other groups, differed by only nine percent.

Overall, the unemployment rate of refugees in the five-year population was higher than the recorded rate for the U.S. as a whole (nine percent vs. five percent). The rate for refugee males (6 percent) was marginally higher than the recorded rate for all males in the U.S. (five percent), but the unemployment rate for refugee females (12 percent) was considerably higher than that of all U.S. females (5 percent).

In this year's survey, the unemployment rate was highest for refugees from the former Soviet Union (13 percent), followed by Southeast Asia (12 percent), Africa (10 percent), Middle East (9 percent), Latin America (7 percent), and Eastern Europe (3 percent). While the unemployment rates were almost equal among the male and female refugees from Eastern Europe (2 percent vs. 4 percent) and the former Soviet Union (12 percent vs. 15 percent), the gap between males and females was significant among refugees from Africa (6 percent vs. 17 percent), Southeast Asia (9 percent vs. 15 percent), Latin America (3 percent vs. 11 percent), and Middle East (12 percent vs. 4 percent). This large gender gap was one of the factors that contributed to the relatively high overall unemployment rates in these groups. The unemployment rate was higher among female refugees across all groups except the Middle Eastern group where men had a much higher unemployment rate (12 percent) than women (4 percent).

TABLE II-4 Employment Status of Selected Refugee Groups by Sex: 2006 Refugee Survey

Employment Measure	Africa	Eastern Europe	Latin America	Middle East	S.E. Asia	Former Soviet Union	All
Employment Rate (EPR)	49.4	78.4	74.3	57.2	40.7	52.5	58.4
-Males	62.3	83.4	85.9	63.8	53.2	61.7	69.2
-Females	34.6	73.4	64.0	51.0	32.1	43.5	48.1
Worked at any point since arrival	56.0	84.6	83.5	63.2	42.1	61.7	65.6
-Males	68.2	88.2	90.8	67.0	56.0	69.7	74.7
-Females	42.0	81.0	77.1	59.6	32.6	53.9	56.9
Labor Force Participation Rate	54.6	80.7	79.6	62.7	46.0	60.4	64.0
-Males	66.2	85.1	88.4	72.7	58.2	70.0	73.8
-Females	41.5	76.3	71.8	53.2	37.6	51.1	54.6
Unemployment Rate	9.6	2.8	6.7	8.7	11.6	13.1	8.7
-Males	5.8	1.9	2.8	12.2	8.6	11.8	6.3
-Females	16.5	3.7	10.9	4.2	14.8	15.0	11.9

Note: As of December 2006. Not seasonally adjusted. Data refer to refugees 16 and over in the five-year sample population consisting of Amerasians, entrants, and refugees of all nationalities who arrived in the years 2001-2006.

Reasons for Not Looking for Work

The survey also asked refugees age 16 and over who were not employed why they were not looking for employment (refer to Figure 2). Attending school accounted for the largest proportion (40 percent), with an associated median age of 18. Child Care/Other Family Responsibilities accounted for another 25 percent, with an associated median age of 33. Poor health accounted for the third largest proportion (22 percent), with an associated median age of 54.

Furthermore, of those citing Child Care/Other Family Responsibilities, 71 percent were under the age of 40, and 95 percent were female. Limited English accounted for 18 percent with an associated median age of 36. Discouraged workers (persons who believed no work was available or who indicated they could not find a job) made up a very small fraction of refugees who did not work and who did not look for a job, with only two percent of respondents selecting this reason.

Work Experience in the Previous Year

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

As with employment status, the proportion of refugees with some work experience in the past year tends to increase with length of time in U.S. Table II-5 shows that less than half (47 percent) of the refugees who arrived in 2006 had worked in the year before the survey, compared with 62 percent of those who arrived in 2005. Unlike the employment status of refugees who had been in the U.S. for less than three years, refugees who arrived in 2001-2003 recorded high rates of employment in the year prior to the survey, 77 percent, 67 percent, and 70 percent respectively among the 2001, 2002, and 2003 arrivals.

Refugees who had worked in the year prior to the survey averaged 42 weeks of employment during that period (refer to Figure 3). This is consistent with findings from the previous surveys. Workers reported an average of 43 weeks of work in the 2005 survey and 42 weeks in the 2004 survey. The most recent (2006) arrivals averaged 22 weeks of work during the previous 12 months. In contrast, the 2005 arrivals reported an average of 36 weeks and the 2001 arrivals reported an average of 48 weeks.

Elapsed Time to First Job

How soon do refugees find work after coming to the U.S.? The 2006 survey indicates that of those who have worked at all since coming to the U.S. (about 66 percent of refugees 16 years old and over in the survey), about 20 percent found work within one month of arrival, another 24 percent within the first three months, and another 19 percent within six months. Eighteen percent found their first job more than 12 months after arrival (refer to Figure 4).

This represents a moderate pace of adjustment to the American job market and part of an on-going improvement for the past ten years. In the 1995 survey, for example, only 46 percent of job placements occurred in the first six months after arrival. The percentage taking more than a year to find first employment has similarly declined over the past decade. In the 2006 survey, only about 20 percent found their first job more than 12 months after the arrival. This compares with the much longer time needed in 1995, when almost a third of job placement occurred after the first twelve months.

Factors Affecting Employment

Achieving economic self-sufficiency depends on the employment prospects of adult refugees, which hinges on a mixture of factors including transferable skills, family size and composition (e.g., number of dependents to support), job opportunities, and the resources available in the communities in which refugees resettle. The occupational and educational skills that refugees bring with them to the U.S. also influence their prospects for self-sufficiency, as can cultural factors.

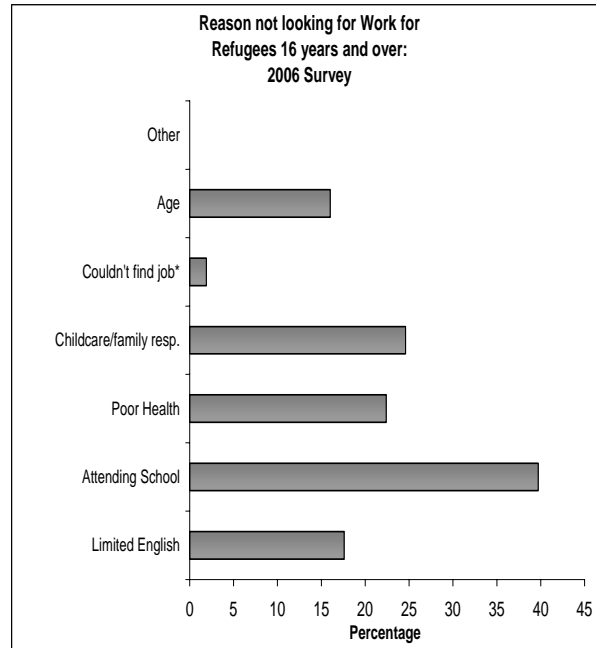


Figure 2. Reason not looking for Work for Refugees 16 years and over: 2006 Survey.

(Chart note: Limited to refugees who did not work in previous year and are not looking for work at the time of the survey.)

*(Chart note: "Couldn't find job" represents survey value, "Believes no work available/couldn't find job")

In the 1993 survey, 24 percent of refugees in the five-year population had not earned a degree, even from primary school, at the time of arrival. By the time of the 2006 survey, the proportion without a primary school degree had dropped five percentage points to 19 percent (refer to Table II-6). In this year's survey, the average number of years of education for all arrivals was approximately ten. The average years of education among ethnic groups ranged from a high of 12 for the Latin American population to a low of seven for Southeast Asian population. Among refugees from the former Soviet Union and Latin America, only four percent of the adult refugees had failed to complete primary grades. Refugees from Eastern Europe (11 percent) had fairly high achievement as well.

Table II-5 Work Experience of Adult Refugees in the 2006 Survey By Year of Arrival

	Number	Percent Distribution
Total Refugees 16 years and older	5773	100.0
Worked*	3676	63.7
50-52 weeks	2248	38.9
Full-time	2848	77.5**
Average weeks worked	42.2	
2006 arrivals	491	100.0
Worked	232	47.2
50-52 weeks	6	1.1
Full-time	171	73.9**
Average weeks worked	22.0	
2005 arrivals	1236	100.0
Worked	766	62.0
50-52 weeks	274	22.2
Full-time	586	76.5**
Average weeks worked	35.6	
2004 arrivals	1459	100.0
Worked	830	56.9
50-52 weeks	603	41.3
Full-time	665	80.1**
Average weeks worked	45.1	
2003 arrivals	713	100.0
Worked	500	70.1
50-52 weeks	340	47.6
Full-time	368	73.7**
Average weeks worked	45.1	
2002 arrivals	975	100.0
Worked	657	67.4
50-52 weeks	462	47.4
Full-time	475	72.3**
Average weeks worked	45.1	
2001 arrivals	901	100.0
Worked	691	76.7
50-52 weeks	564	62.6
Full-time	582	84.3**
Average weeks worked	47.8	

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

**Among refugees who worked in the previous year.

***As of December, 2006.

The educational achievement of two ethnic groups was noticeably weaker than average in this survey year. Nearly half (47 percent) of refugees from Southeast Asia in the five-year population had not received a primary school degree before arrival, while 34 percent of African refugees had similar levels of education. The very low educational achievement of the Southeast Asian refugee group was driven by the Hmong group from Laos who came to the U.S. between May 2004 and April 2005. On average, their educational background consisted of only about 2.9 years of education, compared with 9.8 years for all other refugee groups. Three quarters (75 percent) of Hmong adults surveyed had not finished primary school compared to 17 percent of the non-Hmong refugees in the survey. Only one tenth (12 percent) of the Hmong refugees in the survey reported an education beyond primary school compared to 41 percent among the non-Hmong refugees. These data reflect the extremely difficult conditions and very poor educational opportunities available to this group due to their confinement in refugee camps for a long period of time.

As for the African group, their relatively poor educational background was, to a large extent, attributable to the very low educational achievement of the first-year respondents. Nearly one quarter (24 percent) of the first year respondents reported no degree at all and another 27 percent could report no more than a primary school degree.

The 1993 survey also revealed that 19 percent of refugees had earned a college or university degree before arrival. By the time of the 2006 survey, this proportion had slipped to nine percent.

Overall, the pattern since 1993 is for stability in the number of years of education even as strong trends continue for more refugees with at least a basic education, but fewer refugees with a post-secondary degree. Only 39 percent of refugees in the five-year population had completed at least a high school or technical school degree. Eastern Europe (43 percent) and Latin America (50 percent) were the most advanced followed, by the Middle East (39 percent) and the former Soviet Union (54 percent). Only 23 percent from Africa could report a secondary or technical school degree or higher.

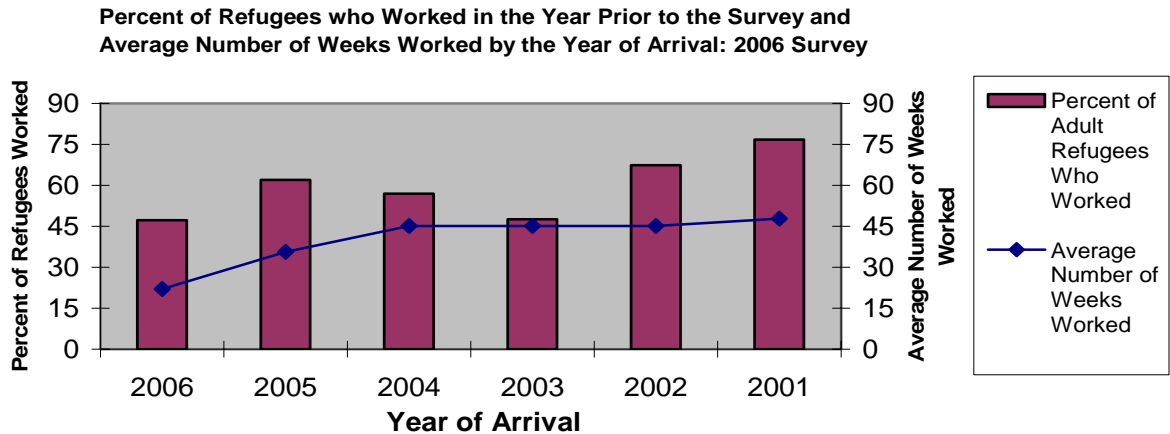


Figure 3. percent of Adult Refugees who Worked in the Year Prior to the Survey and the Average Number of Weeks Worked: 2006 Survey.

Less than one tenth (nine percent) of the adult refugees in the 2006 survey had completed the requirements for a bachelor’s degree or other degree, such as a medical degree, prior to arrival in the U.S. Refugees from Latin American claimed the largest proportion of refugees with advanced degrees (19 percent). Many refugees continued their education toward a degree after arrival in the U.S.

Overall, 14 percent attended high school, four percent completed school for an associate degree, and three percent completed college for a bachelor’s degree.

It should be noted that even though the survey asks about years of schooling and the highest degree obtained prior to coming to the U.S., the correlation between years of schooling and degrees or certifications among different countries is not necessarily the same. Consequently, some degree of caution is necessary when interpreting education statistics.

The 2006 survey shows that refugees had made solid progress in learning English. Nearly two thirds (62 percent) of the refugees in the 2006 survey reported speaking no English when they arrived in the U.S. (refer to Table II-6).

At the time of arrival, majorities from Latin America (78 percent), the former Soviet Union (73 percent), Southeast Asia (71 percent), and Eastern Europe (66 percent) spoke no English. On the other hand, of the African refugees, only 37 percent

spoke no English at the time of arrival. This relative fluency among African refugees stems from the recent increased flow of refugees from English-speaking African nations.

English fluency improved considerably by the time of the survey interview, with only 19 percent of all refugees speaking no English. Seventy percent of the Middle East refugees spoke fluently by the time of the interview, followed closely by refugees from Africa (68 percent) and Eastern Europe (54 percent). Overall, about 46 percent spoke English fluently at the time of the survey.

Many refugees, however, had failed to progress in this important skill. By the time of the interview, 42 percent of refugees from Latin America still spoke no English, followed by Southeast Asia (22 percent), the former Soviet Union (12 percent), Africa (9 percent), Eastern Europe (six percent), and the Middle East (five percent). Latin American refugees may have continued as monolingual speakers because a large portion of Cuban entrants reside in south Florida where English fluency is not always required for employment.

Further analysis revealed that the low fluency of the Southeast Asian refugee groups was driven in part by the low fluency of the Hmong tribesmen from Laos who arrived in great numbers during the survey year. Only eight percent of Hmong refugees spoke English fluently at the time of arrival in the U.S. compared with 14 percent of non-Hmong

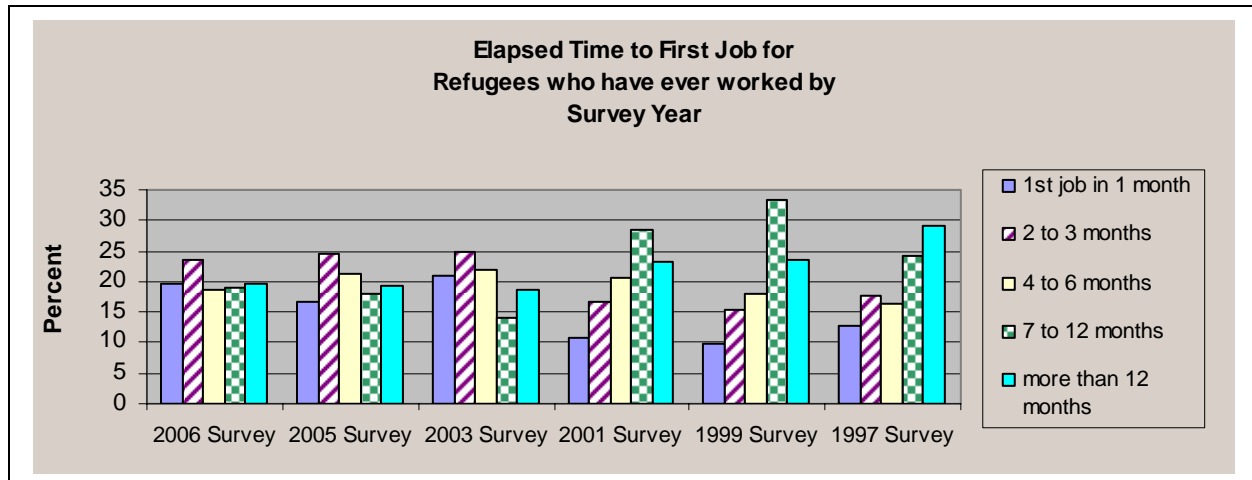


Figure 4. Elapsed Time to First Job for Refugees who have ever worked by Survey Year

refugees. Upon arrival, 92 percent of the Hmong refugees spoke no English at all compared with 59 percent of non-Hmong refugees.

The ability to speak English is one of the most important factors influencing the economic self-sufficiency of refugees (refer to Table II-7). Approximately half (46 percent) of all refugees indicated that they spoke English well or fluently (at the time of the survey). Another 32 percent indicated that they did not speak English well, while 19 percent reported that they spoke no English at all.

There was a significant difference in the employment rate among refugees with different levels of English fluency. Those speaking English well or fluently had an EPR of 62 percent while those speaking no English had an EPR of only 40 percent. Historically, most refugees improve their English proficiency over time. Those who do not are the least likely to be employed.

During the past 12 months, 24 percent of all adult refugees attended English Language Training (ELT) outside of high school (see Table II-8). The rates for the different refugee groups ranged from six percent (Eastern Europe) to 37 percent (the former Soviet Union). For the same period, the proportion of refugees who have attended job-training classes (seven percent) lags far behind ELT (24 percent). Eleven percent of Latin American refugees and eight percent of Soviet refugees attended job training since arrival, higher than

other refugee groups, none of which exceeded seven percent. Overall, most refugee groups were job ready.

Earnings and Utilization of Public Assistance

The earnings of employed refugees generally rise with length of residence in the U.S. (refer to Table II-9). The average hourly wage was \$8.56 for the 2006 arrivals and \$9.61 for the 2001 arrivals (a 12-percent difference). The overall hourly wage of employed refugees in the five-year population was \$9.12. This represents a five-percent increase from the overall average rate in the 2005 survey (\$8.80) and is comparable to the 2002 survey year, which reported an overall hourly wage of \$9.37.⁷

Another way of looking at these earnings data is to follow refugees who arrived in the same year over time. For example, the average hourly wage for 2002 arrivals was \$9.01 in the 2002 survey, \$8.45 in the 2003 survey, \$8.77 in the 2004 survey, \$9.00 in the 2005 survey, and \$9.96 in the 2006 survey. The initial high hourly rate in the 2002 survey was largely due to the fact that the number of 2002 arrivals sampled in that year was extremely small including only those that arrived between January 1 and April 30, 2002; and the fact that they were

⁷ The average hourly pay for all full-time workers in the U.S. in 2003 was \$18.09.

TABLE II-6 – Education and English Proficiency Characteristics of Selected Refugee Groups

Education and Language Proficiency	Africa	Eastern Europe	Latin America	Middle East	S.E. Asia	Former Soviet Union	All
Average Years of Education before U.S.	7.6	9.8	11.7	9.0	6.6	10.5	9.5
Highest Degree before U.S.							
None	34.4%	11.2%	3.6%	18.9%	46.7%	3.9%	18.9%
Primary School	26.3	29.1	22.0	24.1	13.4	24.4	23.4
Training in Refugee Camp	0.0	1.5	0.3	0.1	0.9	1.1	0.5
Technical School	2.1	4.8	10.7	4.4	0.1	21.2	8.1
Secondary School (or High School)	20.7	38.6	39.2	34.6	26.5	32.7	30.8
University Degree (Other than Medical)	4.2	4.6	17.0	6.7	1.6	8.2	8.5
Medical Degree	0.0	0.5	1.2	0.1	0.0	1.1	0.6
Other	0.0	0.0	0.7	0.0	0.1	0.5	0.3
Attended School/University (since U.S.)	34.5	24.3	12.2	39.7	15.4	22.2	23.8
Attendance School/ University (since U.S.) for degree/certificate	34.0	20.1	11.7	38.7	11.5	21.0	22.6
High School	23.8	9.4	6.5	19.4	9.2	12.7	14.2
Associates Degree	6.0	5.6	1.0	6.3	2.3	6	4.2
Bachelor's Degree	3.2	4.2	1.7	12.5	0.0	1.4	2.9
Master's/Doctorate	0.3	0.1	0.3	0.0	0.0	0.3	0.2
Professional Degree	0.8	0.0	0.1	0.3	0.0	0.2	0.3
Other	0.0	0.8	1.7	0.3	0.0	0.2	0.6
Degree Received	1.5	2.9	2.1	0.8	1.1	1.3	1.6
At Time of Arrival							
Percent Speaking no English	37.2	66.2	77.8	52.5	70.5	73.1	61.6
Percent Not Speaking English Well	28.7	16.3	12.9	27.6	14.8	18.1	20.1
Percent Speaking English Well or Fluently	22.4	8.5	6.4	13.0	5.6	2.8	11.0
At Time of Survey							
Percent Speaking no English	8.9	6.1	41.6	4.9	21.6	11.5	19.4
Percent Not Speaking English Well	19.1	37.3	33.0	23.3	43.6	47.9	32.2
Percent Speaking English Well or Fluently	68.4	54.1	23.4	70.2	31.2	40.1	46.1

Note: Data refer to refugees 16 and over in the five-year sample population consisting of Amerasians, entrants, and refugees of all nationalities who arrived in the years 2001-2006. These figures refer to self-reported characteristics of refugees. Professional degree refers to a law degree or medical degree.

Table II-7 – English Proficiency and Associated EPR by Year of Arrival

Year of Arrival	Percent Speaking No English (EPR)	Percent Not Speaking English Well (EPR)	Percent Speaking English Well or Fluently (EPR)
At Time of Arrival			
2006	70.7 (50.4)	15.2 (47.0)	6.8 (42.8)
2005	64.4 (55.2)	23.5 (51.4)	9.2(57.2)
2004	62.4 (49.3)	18.4 (59.6)	13.1(68.4)
2003	54.6 (64.7)	18.3 (60.2)	19.7 (66.2)
2002	64.1 (61.5)	20.3 (65.5)	8.4 (63.8)
2001	53.6(71.3)	21.9 (81.5)	8.4 (72.7)
Total Sample	61.5 (57.6)	20.1 (61.6)	11.0 (64.5)
At Time of Survey			
2006	39.7(51.9)	32.9 (36.4)	25.5 (51.4)
2005	21.1 (41.1)	38.0 (61.3)	40.2 (55.6)
2004	19.8 (51.0)	29.6 (53.5)	46.8 (54.0)
2003	13.8 (66.7)	30.6 (64.3)	52.7 (63.2)
2002	17.7 (38.8)	36.1 (70.1)	44.3 (64.7)
2001	11.8 (68.5)	25.6 (76.7)	62.6 (75.3)
Total Sample	19.4 (40.0)	32.2 (61.2)	46.1 (61.6)

Note: As of December 2006. Not seasonally adjusted. Data refers to refugees 16 and over in the five-year sample population consisting of Amerasians, Entrants, and Refugees of all nationalities who arrived in the years 2001-2006. These figures refer to self-reported characteristics of refugees.

mostly from the former Soviet Union with a relatively high level of education. That being considered, the data clearly indicated that the average hourly wage for the 2002 arrivals increased steadily over time, from \$8.45 in the 2003 survey to \$9.96 in the 2006 survey.

From the 2006 survey, the overall hourly wage of employed refugees who spoke English well or fluently at the time of the survey was an average of \$9.23, compared to \$9.17 for refugees who did

not speak English well, and \$8.48 for refugees who did not speak English at all. Upon closer examination, refugees who spoke English well or fluently at the time of the survey accounted for 52 percent of jobs that paid over \$7.50 per hour, compared to 35 percent of refugees who did not speak English well, and 12 percent of refugees who did not speak English at all.

Finally, the number of refugees who reported homeownership also appears to increase with length of residence. Overall, 17 percent of refugees interviewed in the 2006 survey reported homeownership. Only six percent of recent arrivals reported homeownership, but refugees who had arrived in previous years showed increasingly higher rates of homeownership, reaching 36 percent for 2001 arrivals.

Table II-10 details the economic self-sufficiency of the five-year sample population. According to the 2006 survey, 62 percent of all refugee households in the U.S. achieved economic self-sufficiency, relying only on earnings for their needs. This is a marginal decrease from the previous four years, which averaged about 69 percent. An additional 23 percent had achieved partial independence, with household income a mix of earnings and public assistance, the highest rate over the past six years.

For another 11 percent of refugee households, however, cash income in 2006 consisted entirely of public assistance. The 2006 survey findings regarding the Public Assistance Only category reflect a slight increase from the 2005 survey (nine percent), which was the lowest since 1998. Hourly wages, homeownership, and self-sufficiency for the most recent five surveys are contained in Table II-10. While there are year-to-year fluctuations because of the different mix of refugee demographics and skill levels, economic self-sufficiency tends to increase with the length of residence in the U.S., most noticeably within the first two years.

Table II-11 details several types of household characteristics by income. Households receiving only public assistance average three members and no wage earners, while those with a mix of earnings and assistance income average five members and

TABLE II-8 – Service Utilization by Selected Refugee Groups and for Year of Arrival

Type of Service Utilization	Africa	Eastern Europe	Latin America	Middle East	S.E. Asia	Former Soviet Union	All
ELT since arrival Inside High School	17.6 %	11.8 %	5.9 %	19.7 %	8.4 %	8.6%	11.5%
ELT since arrival Outside of High School	14.5	5.6	24.8	22.4	35.4	37.0	23.7
Job training since arrival	5.5	0.9	11.4	6.8	1.2	7.7	6.9
Currently attending ELT Inside High School	17.6	11.8	5.9	19.7	8.4	8.6	11.5
Currently attending ELT Outside of High School	8.1	2.1	14.0	9.6	26.9	20.5	13.7
Type of Service Utilization by Year of Arrival	2006	2005	2004	2003	2002	2001	All
ELT since arrival Inside High School	13.6 %	12.9 %	12.4 %	12.4 %	10.4 %	7.5 %	11.5 %
ELT since arrival Outside of High School	35.5	37.5	22.1	19.1	16.8	11.9	23.7
Job training since arrival	11.8	8.1	6.3	8.2	5.3	4.5	6.9
Currently attending ELT Inside High School	13.6	12.9	12.4	12.4	10.4	7.5	11.5
Currently attending ELT Outside of High School	25.1	18.5	14.5	11.3	10.4	5.3	13.7

Note: Data refer to refugees 16 and over in the five-year sample population consisting of Amerasians, Entrants, and Refugees on all nationalities who arrived in the years 2001-2006. In order that English language training (ELT) not be confused with English high school instruction, statistics for both populations are given.

two wage earners. Households that receive no public assistance likewise generally contained two wage-earners. It is noteworthy that the Public Assistance Only category had the fewest number of households with children. Typically, there is a positive correlation between the number of households with children and the number of households utilizing public assistance only.

However, in this case, the negative correlation may be due to the high proportion of Public Assistance Only households that consist of aged refugees receiving Supplemental Security Income.

English language proficiency was lowest in welfare dependent households. Only 10 percent of these households contained one or more persons fluent

in English. In contrast, about 30 percent of households with a mix of earnings and assistance reported at least one fluent English speaker. Twenty-seven percent of households that lived on their earnings only reported at least one fluent English speaker. Again, the relationship between English language proficiency and income seems to suggest that refugees are more likely to be self-sufficient when they are proficient in English.

Medical Coverage

Overall, 20 percent of adult refugees in the 2006 survey lacked medical coverage of any kind throughout the year preceding the survey (refer to Table II-12). Lack of medical coverage varied

TABLE II-9 – Hourly Wages, Home Ownership, and Self-Sufficiency by Year of Arrival: 2006 Survey

Year of Arrival	Hourly Wages of Employed - Current Job	Own Home or Apartment	Rent Home or Apartment	Public Assistance Only	Both Public Assistance and Earnings	Earnings Only
2006	\$8.56	5.6 %	81.4 %	18.8 %	51.4 %	22.4 %
2005	\$8.52	5.7	91.2	12.1	39.2	47.1
2004	\$8.72	10.1	85.4	11.4	13.3	69.3
2003	\$9.23	19.5	77.1	8.9	12.7	76.9
2002	\$9.96	36.0	61.9	10.7	18.3	67.7
2001	\$9.61	31.1	62.7	4.2	12.1	76.5
Total Sample	\$9.12	17.3	78.0	10.7	23.1	62.0

Note: Data refer to refugees 16 and over in the five-year sample population consisting of Amerasians, Entrants, and Refugees of all nationalities who arrived in the years 2001-2006. These figures refer to self-reported characteristics of refugees.

widely among the six refugee groups, with seven percent of the Eastern European refugees reporting no medical coverage at any point in the past 12 months and over one-third (34 percent) of the refugees from Latin America reporting no medical coverage during the same period of time.

The proportion of refugees without medical coverage has varied greatly over the past several years, ranging from a low of twelve percent for the 2001 survey to a high of 20 percent in this year's survey. The proportion has steadily eroded since then, the result of the trends discussed earlier. It appears that the influx of low-skill refugees, with fewer years of schooling and lower English language training has resulted in lower employment rates, lower wages, and fewer or non-existent work benefits.

The 2006 survey revealed that only 21 percent of refugee families had obtained medical coverage through an employer, similar to the rate found in the 2005 survey. This continues a trend which has seen employment-related coverage decrease by two-thirds over the past five years, from a high of 69 percent in the 2002 survey (refer to Table II-13). Refugees from Eastern Europe were the most likely to have medical coverage through employment (33 percent), followed by African refugees (23 percent) and Latin American refugees (22 percent). These findings are consistent with the associated EPR for each refugee group excluding Latin America, which had a relatively high EPR (72 percent)

and a low percentage of refugees who received insurance coverage through their employer. This suggests that although refugees from Latin America are employed, they most likely are not eligible or have not been extended medical benefits through their employer. Medical coverage through Medicaid or RMA continues to increase. Public medical coverage has increased from 33 to 44 percent since 2001. This finding is consistent with the EPR for year 2006 which showed a decreased employment rate of 58 percent versus 63 percent in the 2004 survey.

Medical coverage through Medicaid or RMA varied widely between refugee groups. Coverage was highest for the former Soviet Union (63 percent), Southeast Asia (52 percent), Africa (49 percent), and Middle East (48 percent) and lowest for Latin America (27 percent) and Eastern Europe (21 percent). As a general rule, medical coverage through employment increases with time in the U.S., and medical coverage through government aid programs declines with time in the U.S. This is illustrated by the 2006 survey (see Table II-12).

TABLE II-10 – Average Hourly Wages, Home Ownership, and Public Assistance by Survey Year						
Year of Survey	Average Hourly Wages of Employed	Own Home or Apartment	Rent Home or Apartment	Public Assistance Only	Both Public Assistance and Earnings	Earnings Only
2006 Survey	\$9.12	17.3 %	78.0 %	10.7 %	23.1 %	62.0 %
2005 Survey	8.8	20.2	78.4	9.0	17.9	68.5
2004 Survey	8.9	17.4	79.4	7.4	18.2	71.0
2003 Survey	9.2	18.7	79.0	9.3	19.6	61.6
2002 Survey	9.4	13.4	85.7	8.7	18.7	68.8
2001 Survey	8.9	7.2	91.9	14.0	21.9	62.7

Note: As of December 2006, October 2005, October 2004, October 2003, October 2002, and October 2001. Earnings figures are not adjusted for inflation. Data refer to refugees 16 and over in the five-year sample population consisting of Amerasians, Entrants, and Refugees of all nationalities who were interviewed as a part of the 2006, 2005, 2004, 2003, 2002, and 2001, and surveys.

Table II-11 – Characteristics of Households by Type of Income				
Refugee Households with:				
Household Characteristics	Public Assistance Only	Both Public Assistance and Earnings	Earnings Only	Total Sample
Average Household Size	3.1	4.5	4.1	4.1
Average Number of wage earners per household*	0.0	1.6	1.8	1.5
Percent of households with at least one member:				
Under the age of 6	23.5 %	31.7 %	35.6 %	33.7%
Under the age of 16	45.6	70.5	65.8	65.1
Fluent English Speaker *	9.8	29.6	26.8	25.4

*Data refers to refugees who arrived in the years 2001-2006. Refugee households with neither earnings nor assistance are excluded.

TABLE II-12 – Source of Medical Coverage for Selected Refugee Groups and for Year of Arrival

Source of Medical Coverage	Africa	Eastern Europe	Latin America	Middle East	S.E. Asia	Former Soviet Union	All
No Medical Coverage in any of past 12 months	16.9 percent	7.3 percent	33.5 percent	15.6 percent	18.9 percent	13.2 percent	20.4 percent
Medical Coverage through employer	22.7	33.3	22.4	14.2	12.3	20.4	21.1
Medicaid or RMA	49.4	21.1	26.9	47.9	52.1	63.4	44.0
Source of Medical Coverage by Year of Arrival	2006	2005	2004	2003	2002	2001	All
No Medical Coverage in any of the past 12 months	8.8 percent	15.2 percent	22.4 percent	27.9 percent	17.3 percent	28.0 percent	20.4 percent
Medical Coverage through Employer	7.7	15.6	17.4	24.2	33.0	26.7	21.1
Medicaid or RMA	73.6	64.1	43.4	32.8	31.4	24.1	44.0

Note: As of December 2006, data refers to refugees 16 and over in the five-year sample population consisting of Amerasians, Entrants, and Refugees of all nationalities who arrived in the years 2001-2006.

While 2006 arrivals reported a very high utilization rate for Medicaid and RMA in their first year (74 percent), this rate declined for refugees who arrived in previous years, with utilization declining to 24 percent for 2001 arrivals. Only eight percent of these recent arrivals reported medical coverage through an employer in the 2006 survey. This rate rose steadily with the length of stay in the U.S., but did not exceed one-third for any cohort, even for 2001 arrivals.

Only nine percent of the most recent (2006) arrivals reported no coverage of any type during the past year, due to their eligibility for the Medicaid and Refugee Medical Assistance programs which cover almost all refugees during the early months after arrival. Eligibility for needs-based medical programs is not available for long, however, and the number of individuals not covered quickly rises as refugees exhaust their eligibility and begin employment, often without medical benefits. In the 2006 survey, the number of refugees without coverage exceeded 22 percent for groups arriving in 2004 and earlier years.

Refugee Welfare Utilization

As in previous years, welfare utilization varied considerably among refugee groups. Table II-14 pre-

sents welfare utilization data on the households of the six refugee groups formed from the survey respondents.

Non-cash assistance was generally higher than cash assistance, probably because Medicaid, food stamp, and housing assistance programs, though available to cash assistance households, are also available more broadly to households without children. Over half (55 percent) of the refugee households reported receiving food stamps in the previous 12 months, the highest proportion of the five-year population. This compares with the percentages of 53, 41, 46, 34, and 36 reported in the previous five surveys. Food stamp utilization was lowest among the Eastern Europeans (15 percent) but significantly higher for the other groups, reaching 79 percent among the refugees from Southeast Asia.

In the 2006 survey, 21 percent of refugee households reported that they receive housing assistance, up significantly from the previous surveys, which averaged ten percent excluding 2003, when the rate was 15 percent. Housing assistance for refugee groups showed similar diversity as with other measures—a minimum of eleven percent for Latin Americans and as high as 25 percent for all other groups except the Middle East where the rate was 21 percent.

TABLE II-13 – Source of Medical Coverage for Selected Refugee Groups by Year of Survey

Year of Survey	Africa	Eastern Europe	Latin America	Middle East	S.E. Asia	Former Soviet Union	All
No Medical Coverage in any of past 12 months							
2006 Survey	16.9 percent	7.3 percent	33.5 percent	15.6 percent	18.9 percent	13.2 percent	20.4 percent
2005 Survey	16.6	12.8	35.0	18.2	19.5	16.4	21.5
2004 Survey	11.8	17.3	40.4	21.3	9.9	3.8	17.9
2003 Survey	12.6	10.8	32.0	0.0	33.3	5.4	16.1
2002 Survey	15.5	13.4	38.8	24.7	0.0	11.7	17.4
2001 Survey	11.9	9.3	24.9	12.0	15.8	5.0	11.5
Medical Coverage Through Employer							
2006 Survey	22.7 percent	33.3 percent	22.4 percent	14.2 percent	12.3 percent	20.4 percent	21.1 percent
2005 Survey	23.2	50.1	20.8	10.1	16.0	17.2	21.5
2004 Survey	46.5	56.6	15.1	18.1	43.7	13.5	33.1
2003 Survey	42.2	56.4	27.7	2.4	8.7	14.7	29.9
2002 Survey	68.0	60.8	40.6	74.7	97.6	88.0	68.8
2001 Survey	47.1	78.7	33.5	46.5	73.0	24.5	50.3
Medicaid or RMA							
2006 Survey	49.4 percent	21.1 percent	26.9 percent	47.9 percent	52.1 percent	63.4 percent	44.0 percent
2005 Survey	46.5	13.8	27.3	41.4	56.7	46.3	39.3
2004 Survey	25.8	17.4	19.2	48.7	44.7	53.3	31.3
2003 Survey	23.8	21.1	19.2	88.9	28.6	63.4	36.3
2002 Survey	31.2	19.5	26.1	60.8	11.2	61.4	34.6
2001 Survey	35.7	10.4	33.1	34.3	9.9	62.3	33.0

Note: As of December 2006, October 2005, October 2004, October 2003, October 2002, and October 2001. Not seasonally adjusted. Data refer to refugees 16 and over in the five-year sample population consisting of Amerasians, Entrants, and Refugees of all nationalities who were interviewed as a part of the 2006, 2005, 2004, 2003, 2002, and 2001 surveys.

Table II-14 also reveals that 34 percent of refugee households surveyed in 2006 had received some kind of cash assistance in at least one of the previous 12 months. This indicates an increase of seven percent from the 2005 survey, and approximately 10 percent from 2002 to 2004. Overall, receipt of any cash assistance was highest for Southeast Asia (53 percent) and the Middle East (50 percent) and lowest for Eastern Europe (19 percent), Africa (24 percent) and Latin America (27 percent) each.⁸

The surveys are conducted in the refugee’s native language, and certain technical terms which distinguish types of income do not translate well into foreign languages. Refugees readily admit to receiving “welfare” or “assistance”, but they are frequently confused about the correct category. Past surveys have found that refugee households are very accurate in reporting Supplemental Security Income (SSI) because their claims are handled by the Social Security Administration. However, RCA, TANF, and GA cases are all handled by the local county welfare office and are not clearly distinguished from each other by the refugee family. Over the years, we have noted that many refugees claim RCA many years after arrival even though the program is confined to the first eight months in the U.S., claim receipt of TANF even though they have no children, or claim receipt of general relief even though they reside in States that do not provide such assistance, such as Florida or Texas.

⁸ Caution must be exercised when reviewing refugee declarations of welfare utilization. These are self-reported data and the questions asked are subject to wide variation in interpreta-

TABLE II-14 – Public Assistance Utilization of Selected Refugee Groups

Type of Public Assistance	Africa	Eastern Europe	Latin America	Middle East	S.E. Asia	Former Soviet Union	All
Cash Assistance							
Any Type of Cash Assistance	24.4 %	19.1 %	26.9 %	50.1 %	53.1 %	46.7 %	33.7 %
TANF	7.9	0.0	3.4	22.1	0.0	1.4	5.0
RCA	4.1	1.4	16.8	13.1	22.5	20.5	13.3
SSI	9.2	14.6	5.1	18.1	30.8	29.0	14.8
General Assistance	5.0	4.1	3.8	2.4	0.0	9.3	4.6
Non-cash Assistance							
Medicaid or RMA	49.4	21.1	26.9	47.9	52.1	63.4	44.0
Food Stamps	55.7	14.7	48.3	56.0	78.5	61.1	54.9
Housing	24.9	25.0	10.8	20.6	25.2	25.3	20.5

Note: Data refers to refugee households in the five-year sample population consisting of Amerasians, Entrants, and Refugees of all nationalities who arrived in the years 2000-2005. Medicaid and RMA data refer to adult refugees age 16 and over. All other data refer to refugee households and not individuals. Many households receive more than one type of assistance.

Five percent of all refugee households had received TANF in the 12 months prior to the survey, which was identical to the rate reported in the 2005 survey. Utilization of TANF ranged from a high of 22 percent for the Middle East to a low of zero percent for Southeast Asia and Eastern Europe. Utilization was eight percent for Africa and one percent for the Former Soviet Union, respectively. Thirteen percent of sampled households received RCA in 2006, six percentage points higher than in 2005.⁹

Fourteen percent of the refugee households had at least one household member who had received Supplemental Security Income (SSI) in the 12 months prior to the survey, which is similar to that of 2005 and seven points lower than 1998, probably due to the decrease of arrivals from the former Soviet Union. Utilization of SSI varied largely in relation to the number of refugees over age 65, and refugee families from the former Soviet Union have historically included aged and retired household members.

Refugee households from Southeast Asia (31 percent) and the former Soviet Union (29 percent) were found to utilize SSI most often. In the 2006 survey, six percent of the refugees who came from the former Soviet Union in the past five years were aged 65 or over. In contrast, three percent of the refugees from Latin America, Eastern Europe and Africa, and two percent of the refugees from Southeast Asia and Middle East were 65 or older. The median age for the six refugee groups (16 years of age and older) ranged from a low of 27 years for Africa to 39 years for Latin America.

General Assistance (GA, also called General Relief or Home Relief in some States) is a form of cash assistance funded entirely with State or local funds. It generally provides assistance to single persons, childless couples, and families with children that are not eligible for TANF. The 2006 survey reported that about four percent of refugee households received some form of GA during the past twelve months. Refugees from the Former Soviet Union showed the highest utilization rate (nine percent) followed by Africa (five percent) and Eastern Europe (four percent). Refugees from Southeast Asia did not utilize this type of assistance at all (zero percent).

⁹ The Temporary Assistance for Needy Families (TANF) program was created by Congress in 1996 to provide cash assistance to needy families with children, replacing the Aid to Families with Dependent Children (AFDC) program.

The relationship between employment and receipt of welfare (cash assistance) varied across refugee groups. Refugees from Eastern Europe (20 percent), Latin America (27 percent), and Africa (24

TABLE II-15 – Public Assistance Utilization of Selected Refugee Groups by Year of Survey

Year Survey Administered	Africa	Eastern Europe	Latin America	Middle East	S.E. Asia	Former Soviet Union	All
Any Type of Cash Assistance							
2006 Survey	24.4 %	19.1 %	26.9 %	50.1 %	53.1 %	46.7 %	33.7 %
2005 Survey	22.1	18.9	16.0	44.1	34.7	41.8	26.8
2004 Survey	25.5	16.8	8.4	48.7	26.5	44.1	25.6
2003 Survey	24.3	21.5	21.9	9.5	49.0	50.1	28.9
2002 Survey	22.5	16.6	14.9	27.1	60.0	55.4	27.4
2001 Survey	39.6	10.6	38.9	45.9	30.0	61.9	35.9
Medicaid or RMA							
2006 Survey	49.4 %	21.1 %	26.9	47.9 %	52.1 %	63.4 %	44.0 %
2005 Survey	46.5	13.8	27.3	41.4	56.7	46.3	39.3
2004 Survey	25.8	17.4	19.2	48.7	44.7	53.3	31.3
2003 Survey	23.8	21.1	19.2	88.9	28.6	63.4	36.3
2002 Survey	31.2	19.5	26.1	60.8	11.2	61.4	34.6
2001 Survey	35.7	10.4	33.1	34.4	9.9	62.3	33.0
Food Stamps							
2006 Survey	55.7 %	14.7 %	48.3 %	56.0 %	78.5 %	61.1 %	54.9 %
2005 Survey	60.7	25.4	45.2	53.5	65.6	58.8	52.7
2004 Survey	39.6	19.4	32.9	51.0	56.2	61.0	40.6
2003 Survey	45.4	27.8	37.6	32.5	73.2	62.0	46.4
2002 Survey	35.6	22.5	28.6	47.5	17.8	54.0	33.5
2001 Survey	42.5	10.0	45.2	35.0	40.0	59.4	35.8
Public Housing							
2006 Survey	24.9 %	25.0 %	10.8 %	20.6 %	25.2 %	25.3 %	20.5 %
2005 Survey	15.7	2.2	6.6	12.9	12.6	16.3	11.4
2004 Survey	26.6	1.9	5.9	16.6	5.5	11.9	12.3
2003 Survey	24.8	6.8	3.8	2.4	51.6	27.5	14.9
2002 Survey	23.5	7.3	6.4	1.3	0.0	22.7	11.7
2001 Survey	21.8	3.2	3.6	4.0	0.0	21.7	10.2

Note: Data refer to refugee households in the five-year sample population consisting of Amerasians, entrants, and refugees of all nationalities who were interviewed as a part of the 2006, 2005, 2004, 2003, 2002, and 2001 surveys. Medicaid and RMA data refer to adult refugees age 16 and over. All other data refer to refugee households and not individuals. Many households received more than one type of assistance.

percent) showed relatively low welfare utilization and a high EPR (78 percent, 74 percent, and 49 percent, respectively – see Table II-4).

Tables II-4 and II-14, when read together, illustrate that refugees from the former Soviet Union showed a relatively high welfare utilization rate (47 percent) and a relatively low employment rate (53 percent). Refugees from the Middle East showed a relatively high welfare utilization rate (50 percent) and yet a relatively high EPR (57 percent). This may relate to their family composition and living arrangements

whereby younger workers share a household with elderly parents receiving SSI. It is noteworthy that there was a substantial increase in the welfare utilization rates for the Southeast Asian (18 percent) refugee populations as compared to 2005 (8 percent).

Employment and Welfare Utilization Rates by State

The 2006 survey also reported welfare utilization and employment rate by State of residence. Table II-16 shows the EPR and utilization rates for vari-

ous types of welfare for the top ten States with the largest number of refugees, as well as the nation as a whole. Table II-16 presents data on the number of individual refugees who resettled in each of the ten states, their EPR, and the welfare utilization by households. The EPR was generally high where welfare utilization was low and vice versa. Specifically, in States with a high refugee employment rate like Florida (78 percent), Texas (67 percent), and Arizona (65 percent), welfare utilization among refugee households was low, 27, 35, and 11 percent, respectively.

However, some States showed a high EPR and a high rate of welfare utilization. For example Georgia (58 percent), California (48 percent), and Washington (44 percent) scored not only relatively high EPRs but also relatively high welfare utilization rates—58 percent, 48 percent, and 50 percent, respectively.

California, Minnesota, and Washington showed the highest proportion of TANF utilization (16, 15, and 11 percent, respectively) while Georgia (33 percent), North Carolina (25 percent), and Washington (19 percent) showed the highest rate of RCA utilization.

Washington, followed by Minnesota and Georgia, showed the highest rate of SSI utilization (27, 24, and 23 percent, respectively). Washington, followed by Minnesota, showed the highest GA utilization (16 and 14 percent, respectively).

In summary, findings from ORR's 2006 survey indicate (as in previous years) that refugees face significant problems upon arrival in the United States. In previous years, we reported that the data described a process where refugees readily accepted entry level employment and moved toward economic self-sufficiency in their new country. Data also showed continued progress of most refugee households toward self-sufficiency tied to factors such as education, English proficiency, and such characteristics as age at time of arrival and family support.

All in all, past surveys have described a consistent process of advancement, slow at first, and halting for some, but sustained, nevertheless, toward integration with the American mainstream. The 2006

survey, in contradistinction, describes a much more serious struggle. The 2006 survey reveals a downturn in refugee resettlement advancement as measured by the general labor force participation and welfare utilization data. The survey indicates that the educational background of the five-year population is substantially weaker than that reported in previous surveys. Fewer refugees have finished high school, and fewer still have finished a college degree. A smaller proportion of arriving refugees can speak English fluently and a higher proportion speak no English at all. This has translated into lower labor force participation, as measured by the employment rate which has retreated from 62 percent in the 2004 survey to 58 percent this year.

Moreover, the jobs that refugees find have lower wages than seen in previous surveys. This year the average wage declined about five percent from the year before after considering the effects of inflation. Also of concern is the decline in employer-related health benefits: Five years ago, two-thirds of respondents could claim such coverage; today, only one-fifth can make that claim.

Nevertheless, there is room for optimism in this report. As the survey data have shown, the decreasing employment and lower self-sufficiency rates appear to be a result of the policy to welcome refugee groups with decidedly poor employment and self-sufficiency prospects, rather than any defect in the resettlement system. Even with all the barriers and obstacles detailed in this section, refugees are entering the work force at a fairly high rate and their rates of welfare utilization have not moved up. Refugee food stamp utilization is at an all-time high, but there is no evidence of sustained cash assistance dependency developing among arriving refugee groups. Other groups with meager job skills or educational backgrounds have arrived here in the 25 years since the Refugee Resettlement Program was created and have resettled successfully. While it is true that the employment rate of the current five-year population has retreated to 58 percent this year, it is also true that it had never reached that level until the 1999 survey. The earlier surveys that recorded lower employment rates, indeed much lower employment rates, also described a process of advancement and economic progress after initial difficulty. Each survey since the inception of the program has documented that

TABLE II-16 – Employment-to-Population Ratio (EPR) and Welfare Dependency for Top Ten States

Percent of Individuals (vs. Households) on Welfare							
State	Arrivals* Individuals	EPR Individuals	TANF Households	RCA Households	SSI Households	GA Households	Total** Households
Florida	(1,928)	77.7 %	2.8 %	14.9 %	8.7 %	2.1 %	27.1 %
California	(827)	48.4	16.0	19.1	18.5	7.8	48.0
New York	(536)	51.4	3.0	8.8	19.9	5.0	33.2
Washington	(519)	44.4	10.7	18.9	27.1	15.7	50.1
Texas	(432)	66.6	1.1	11.6	11.5	10.8	34.9
Minnesota	(392)	31.2	15.3	.3	24.4	13.6	44.3
North Carolina	(359)	48.8	0.0	25.4	3.3	.5	29.1
Georgia	(304)	57.5	0.0	33.3	23.4	1.4	58.2
Pennsylvania	(219)	55.5	6.3	12.5	15.1	0.0	34.0
Arizona	(202)	64.9	1.4	0.0	9.7	1.1	10.8
Other States	(2,914)	53.3	3.7	8.9	15.5	3.1	28.1
All States	(8,631)	58.4	5.0	13.3	14.8	4.6	33.7

*The State arrival figures are weighted sample total of individuals for the 2006 survey.

**The column totals represent percent of individual households who received any combination of TANF, RCA, SSI and/or GA.

Note: As of December 2006. Not seasonally adjusted. Welfare utilization refers to receipt of public assistance in at least one of the past twelve months. The listed utilization rate for each type of public assistance is in terms of individual households in which one or more persons (including minor children received such aid in the five-year sample population residing in that State. **Because some refugees have difficulty distinguishing between GA and AFDC/TANF, some GA utilization may reflect AFDC/TANF utilization.** For data on welfare utilization by household, see Table 14. Due to the small number of households in each state, except for the top three, estimates about the use of public assistance are subject to a large sampling error.

refugee family economic adjustment improves the longer a family lives in the U.S., and we expect further progress in the future.

refugee’s native language. The questionnaire and interview procedures were essentially the same between the 1981 survey and the 1992 survey, except that beginning in 1985 the sample was expanded to a five-year population consisting of refugees from Southeast Asia who had arrived over the most recent five years.

In 1993, the survey was expanded beyond the Southeast Asian refugee population to include refugee, Amerasian, and entrant arrivals from all regions of the world. Each year a random sample of new arrivals is identified and interviewed. In addition, refugees who had been included in the previous year’s survey—but had not resided in the U.S. for more than five years—are again contacted and interviewed for the new survey. Thus, the survey continuously tracks the progress of a randomly selected sample of refugees over their initial five years in this country. This permits comparison of refugees arriving in different years, as well as the relative influence of experiential and environmental factors on refugee progress toward self-sufficiency across five years.

Technical Note: The ORR Annual Survey, with interviews conducted by DB Consulting Group, Inc. in the fall of 2006, is the 35th in a series conducted since 1975. Until 1993, the survey was limited to Southeast Asian refugees. A random sample was selected from the ORR Refugee Data File. ORR’s contractor, DB Consulting Group, Inc. contacted the family by a letter in English and a second letter in the refugee’s native language. If the person sampled was a child, an adult living in the same household was interviewed. Interviews were conducted by telephone in the

For the 2006 survey, a total of 1,363 households were contacted and interviewed. Refugees included in the 2005 survey sample who had not yet resided in the U.S. for five years were contacted again for re-interview along with a new sample of refugees, Amerasians, and entrants who had arrived between May 1, 2005 and April 30, 2006. Of the 2,967 re-interview households in the 2006 sample, 1,113 were contacted and interviewed, and 86 were contacted but refused to be interviewed. The remaining 1,786 re-interview households could not be traced in time to be interviewed. Of the 874 new sample households, 250 were contacted and interviewed, another eight were contacted, but refused to cooperate, and the remaining 616 could not be traced in time to be interviewed even after the replacement households were used. The resulting responses were then weighted according to year of entry and ethnic category.

In addition, of the 1,786 re-interview households that could not be traced in time to be interviewed, 1,776 had wrong or disconnected phone numbers. Five sampled persons were deceased and six had moved back to their native countries. The corresponding households were thus treated as out of scope and excluded from the denominator in calculating the response rate.

Of the 616 new interview households that could not be traced in time to be interviewed, 36 households had wrong or disconnected phone numbers. No telephone numbers could be found for the remaining 580 households due to limited background even after the replacement households were used.

III. Hmong Resettlement in the United States

In FY 2004, a group of approximately 15,000 Lao Hmong, who had been living in Thailand at the temple Wat Tham Krabok were approved for resettlement in the U.S. This was the final stage of their journey that began nearly 30 years ago in Laos during the U.S. war in Indochina. During the war, thousands of Hmong, a distinct highland ethnic group, fought for the U.S. and led efforts to conquer communists in Laos. Most of the Hmong refugees at Wat Tham Krabok had ties to the U.S. military and fled from Laos in the late 1970's and early 1980's, settling in various camps in Thailand. Most of these refugees were eligible for resettlement to the U.S. in the 1970's and 1980's, but many did not want to resettle, hopeful that they would soon be able to return to Laos.

In the early 1990's, the United Nations High Commissioner for Refugees (UNHCR) and the Thai government told the refugees that they had to choose between resettlement to a third country, or be returned to Laos. Many Hmong chose to remain in Thailand under the protection of a Buddhist monk at Wat Tham Krabok. It was his death in 1999 that ultimately led to the decision to resettle the remaining Hmong in the U.S.

These refugees are placed in well-established Hmong communities. These communities were formed by the first Hmong refugees who arrived in the U.S. in 1975. By 1995, more than 100,000 Hmong were resettled in the U.S. It is estimated that over 186,000 Hmong live in the U.S., with sizable communities residing in California, Michigan, Minnesota, North Carolina, and Wisconsin.

The total number of Hmong at the "Wat" was approximately 15,000. All have family in the U.S., especially in the well established Hmong communities in St. Paul, Minnesota; Fresno and the Central Valley counties and Sacramento, California; and a number of cities throughout Wisconsin. The newly arriving Hmong consisted of families with an average of three children. Approximately 30 percent were between 18 and 65, 30 percent between 6 and 18, and another 30 percent were 5 and under. Less than 4 percent of the population was over 65.

Economic Adjustment

In 2006, ORR completed its first annual survey of a random sample of Hmong who arrived in the U.S. between May 1, 2004 and April 30, 2006. The survey collected basic demographic information such as age, education, English language fluency, job training, labor force participation, work experience, and barriers to employment of each adult member of the household of the selected person. The survey also collected household income, housing, and welfare utilization data.

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

Employment Status

Table III-1 presents the employment rate (EPR) as of December 2006 for Hmong refugees age 16 and over. The survey found that the overall EPR for the Hmong in the 2006 sample was 27 percent (37 percent for males and 16 percent for females). The Hmong population as a whole had a much lower employment rate than overall refugee population (58 percent). The employment rates of both males (37 percent) and females (16 percent) of the Hmong population were 32 percent behind their counterpart rates in the overall refugee population (69 percent for male and 48 percent for female).¹⁰

¹⁰ The **Employment-to-Population Ratio (EPR)**, also called the **employment rate**, is the ratio of the number of individuals age 16 or over who are employed (full- or part-time) to the total number of individuals in the population who are age 16 or over, expressed as a percentage.

**TABLE III-1 – Employment Status of Hmong Refugees
2006**

	Employment Rate (EPR)			Labor Force Participation Rate			Unemployment Rate		
	All	Male	Female	All	Male	Female	All	Male	Female
Hmong	26.8 %	36.7 %	16.1 %	31.7 %	41.9 %	20.6 %	15.4 %	12.3 %	22.0 %
U.S. Rate	63.1	70.1	56.6	66.2	73.5	59.3	4.6	4.6	4.6

Note: Not seasonally adjusted. Data refer to Hmong refugees 16 and over in the five-year sample population. U.S. rates are from the U.S. Department of Labor and Statistics.

As a point of further reference, the employment rate for the non-refugee U.S. population was 63.1 percent in 2006, 70 percent for males and 57 percent for females.

Thus, the Hmong males in the survey were exceeded by their counterparts in the U.S. general population by 33 percentage points, while the females in the survey were exceeded by their U.S. female cohorts by 41 percent. The large difference in the employment rate between the Hmong cohort and U.S. population as well as between the Hmong and overall refugee population clearly shows that the path to self-sufficiency for Hmong in general has been much more difficult than for U.S. citizens and the non-Hmong refugees. Within the Hmong cohort, the difference between male and female employment rate (21 percent) was equal to that of the overall refugee population (21 percent), which was much higher than that of U.S. population (13 percent). Considering that this is a newly arrived non-English speaking population with extremely weak educational background, few transferable skills and almost no work history, this particularly low employment rate is understandable.

Table III-1 also contains data on labor force participation (LFP) rate for refugees age 16 and over. This rate is closely related to the employment rate, except it includes individuals looking for work as well as those currently employed. In December 2006, the overall labor force participation rate for the Hmong cohort (32 percent) was close to their

employment rate (27 percent). This overall LFP rate is 32 points lower than that of the overall refugee population (64 percent) and 35 points behind the non-refugee U.S. population (66 percent). This low LFP indicates that a substantial portion of Hmong arrivals are not only not working but also not looking for work.¹¹

The unemployment rate continues this pattern. The overall unemployment rate for the Hmong group was 15 percent in this year's survey, which was ten percent higher than that of the U.S. non-refugee population (five percent) and six percent higher than that of the overall refugee population. Similarly, there was also a significant gender difference: the males in the Hmong group had an unemployment rate of 12 percent, which was 10 percent lower than that of the females (22 percent).

The overall pattern is that the Hmong group, especially the females in this group, was joining the work force at a far lower rate than other refugees or the U.S. population as a whole.

¹¹ The **labor force** consists of adults age 16 or over looking for work as well as those with jobs. The **labor force participation rate** is the ratio of the total number of persons in the labor force divided by the total number of persons in the population who are age 16 or over, expressed as a percentage.

TABLE III-2 - Work Experience of Adult Hmong		
	Number	Percent Distribution
Total Hmongs 16 years and older	3205	100.0
Worked*	958	29.9
50-52 weeks	377	11.8
Full-time	630	**65.7
Average weeks worked	33.5	
** Refugees who worked in the previous year.		
** Among refugees who worked in the previous year.		
***As of December 2006.		

Table III-2 shows that 30 percent of the Hmong cohort had worked at some point in the previous year, two-thirds (66 percent) of which had a full-time job. Slightly over one-tenth (12 percent) of the adult Hmong in this year's survey claimed to have worked at least 50 weeks during the previous year. The average number of weeks they worked was 34 weeks. Table III-3 further demonstrates the large gender gap in the Hmong cohort across the four employment measures such as EPR, LFP, employment at any point since coming to the U.S., and unemployment rate.

Reasons for Not Looking for Work

The survey also asked the Hmong refugees age 16 and older who were not employed why they were not looking for employment. Limited English accounted for the largest proportion (74 percent), followed by attending school (51 percent), child-care/family responsibility (46 percent). Age and poor health accounted for 15 and 12 percent, respectively.

Elapsed Time to First Job

How soon do Hmong refugees find work after coming to the U.S.? The 2006 survey indicates that of those who have worked at all since coming to the U.S., (30 percent of the Hmong refugees 16 years of age or older), one-tenth found work within one month of arrival, an additional four percent after two to three months, 13 percent within four to six months, while another 29 percent took seven to 12

TABLE III-3 – Employment Status of Selected Hmong by Gender: 2006 Refugee Survey	
Employment Measure	Percent
Employment Rate (EPR)	26.8 %
-Males	36.7
-Females	16.1
Worked at any point since arrival	29.9
-Males	39.8
-Females	19.2
Labor Force Participation Rate	31.7
-Males	41.9
-Females	20.6
Unemployment Rate	15.4
-Males	12.3
-Females	22.0
Note: As of December 2006. Not seasonally adjusted. Data refers to Hmong 16 and over.	

months and 43 percent took more than a year (refer to Figure 7). Thus, the majority (72 percent) found employment after at least seven months after arrival.

Factors Affecting Employment

Among the adult Hmong refugees, the average number of years of education before coming to the U.S. was less than two years (refer to Table III-4). Four-fifths (80 percent) of the Hmongs never had any formal education before coming to the U.S. Only a fraction (seven percent) of them indicated that they had a secondary school education, and another three percent of the group reported that they had a primary school education. Clearly, the Hmong group consists of people who had few opportunities prior to their arrival in the U.S.

The 2006 survey (Table III-4) shows that although slightly over half (52 percent) of the Hmong refugees had attended some type of school since arrival, only 13 percent of these refugees had attended for a degree or certificate. Among those who were seeking a degree or certificate, no one reported having received it by the time of the interview. It should be noted that even though the

TABLE III-4 – Education and English Proficiency Characteristics of Hmongs (2006)	
Average Years of Education before U.S.	1.6
Highest Degree before U.S.	
None	79.9 %
Primary School	3.2
Technical School	0.4
Secondary School (or High School)	6.4
University Degree (Other than Medical)	0.2
Medical Degree	0.2
Other	0.0
Attended School/University (since U.S.)	51.5 %
Attendance School/University (since U.S.) for degree/certificate	
High School	12.6 %
Associates Degree	0.0
Bachelor's Degree	0.0
Master's/Doctorate	0.0
Professional Degree	0.0
Other	0.0
Degree Received	0.0
English At Time of Arrival	
Percent Speaking no English	89.6 %
Percent Not Speaking English Well	4.1
Percent Speaking English Well or Fluently	0.2
English At Time of Survey	
Percent Speaking no English	33.1 %
Percent Not Speaking English Well	56.7
Percent Speaking English Well or Fluently	1.9
Note: Data refer to Hmong refugees 16 and older. These figures refer to self-reported characteristics.	

survey asks about years of schooling and the highest degree obtained prior to coming to the U.S., the correlation between years of schooling and degrees or certifications among different countries is not necessarily the same. Consequently, some degree of caution is necessary when interpreting education statistics.

The 2006 survey reveals that 90 percent of the Hmong refugees were not able to speak English at all when they arrived in the U.S. (refer to Table

III-4), but this was reduced to 33 percent by the time of the survey interview. In the meantime, the proportion of those who could speak some English (not well) at the time of their arrival in the U.S. increased to 56 percent by the time of the survey. Similarly, the proportion of those who could speak English well or fluently also went up from almost none (0.2 percent) upon arrival in the U.S. to two percent by the time of the survey.

The ability to speak English is one of the most important factors influencing the economic self-sufficiency of refugees (refer to Table III-5). The survey found that the Hmong who spoke no English continued to lag behind those who could speak some English. The employment gap between them grew over time. Their employment rate at the time of arrival was 28 percent, compared to 33 percent among those who speak some English. By the time of the survey interview, this difference climbed to 21 percent (15 percent EPR for those who spoke no English versus 36 percent for those who could speak some English). The number of Hmong refugees who could speak English well was too small to generate a reasonably accurate estimate for their employment rate.

Historically, most refugees improve their English language proficiency over time, and those who do not are the least likely to be employed. During the past 12 months, nearly half (44 percent) of the adult Hmong refugees attended English Language Training (ELT) outside of high school. For the same period, the proportion of refugees who have attended job-training classes (eight percent)

TABLE III-5 – English Proficiency and Associated EPR (2006)		
Percent Speaking No English (EPR)	Percent Not Speaking English Well (EPR)	Percent Speaking English Well or Fluently (EPR)
At the time of arrival		
89.6 % (28.4)	4.1 (32.8)	n.a.
At the time of survey		
33.1 % (15.2)	56.7 (35.7)	n.a.
n.a. Estimate is not available due to a extremely small number of respondents.		

lagged far behind those in ELT. Half of the adult Hmong refugees were attending language instruction, either through high school curriculum (14 percent) or through other types of language class (36 percent) at the time of the survey.

Earnings and Utilization of Public Assistance

Table III-7 details the economic self-sufficiency of Hmong refugees in 2006. According to the 2006 survey, the average hourly wage of Hmong refugees was \$8.45. Slightly over two-fifths (42 percent) of the Hmong refugee households in the U.S. had achieved economic self-sufficiency, and an additional 12 percent had achieved partial independence, with household income a mix of earnings and public assistance. However, nearly one fifth (17 percent) of the Hmong households were sustained entirely by public assistance.

Table III-7 presents several household characteristics by type of income. Households sustained by only public assistance average six members with no wage earners. Households that have a mix of earnings and public assistance income average approximately seven members and one wage earner. Households that were independent of public assistance also average seven members with one wage earner. The self-sufficient group tended to be younger as they had the highest rates both in the categories of having at least one member under the age of 16 (97 percent) and having at least one member under the age of 6 (83 percent).

Medical Coverage

A vast majority (88 percent) of the adult Hmong refugees received medical coverage throughout the year prior to the survey. However, none of them received medical coverage from either their own employers or employers of their family members. Nearly all (91 percent) of the Hmong refugees were under the coverage of Medicaid or RMA during the 12 months preceding the survey. Only five percent reported no medical coverage of any kind throughout the year (refer to Table III-8).

Welfare Utilization

Table III-9 presents cash and non-cash welfare utilization data on Hmong refugees. Nearly one-third

TABLE III-6 – Average Hourly Wages, Home Ownership, and Public Assistance of Hmong

Hourly Wages of Employed- Current Job	\$8.45
Own Home or Apartment	1.7 %
Rent Home or Apartment	89.0 %
Public Assistance Only	17.1 %
Both Public Assistance and Earnings	11.7 %
Earnings Only	41.9 %

Note: As of December 2006. Earnings figures are not adjusted for inflation. Data refer to refugees 16 and over in the two-year sample population of Hmong who were interviewed as a part of the 2006 survey.

(29 percent) of the Hmong households received cash assistance in the 12 months prior to the survey. Supplemental Security Income (SSI) was the major source (27 percent). Other sources included General Assistance (two percent), TANF (one percent), and RCA (one percent).

A large majority of Hmong households received different types of non-cash assistance in the previous year such as Medicaid or RMA (91 percent), food stamps (91 percent), and public housing (81 percent).

Employment and Welfare Utilization Rates by State

The 2006 survey also reported welfare utilization and employment rate by State of residence. Table III-10 shows the EPR and utilization rates for various types of welfare in the States where most of the Hmong refugees resettled, as well as the nation as a whole. Over four-fifths (91percent) of Hmong refugees were concentrated in three states, Wisconsin (36 percent), Minnesota (35 percent), and California (20 percent).

In the general population, the welfare utilization tends to be low where the EPR is high and vice versa. Similar pattern was manifested among Hmong refugees in the 2006 Survey. Among the

top three States, Wisconsin had the highest EPR and lowest welfare utilization rate for the Hmong refugees (43 percent vs. 21 percent). It was followed by Minnesota (17 percent EPR vs. 29 percent welfare utilization) and California (10 percent EPR vs. 39 percent welfare utilization). SSI was almost the sole source of cash assistance for the Hmong refugees across all the States.

Overall, the findings from ORR's 2006 survey indicate that the newly resettled Hmong refugees faced significant problems upon arrival in the U.S., especially the female members of this group. They have, however, made significant strides in achieving independence. Although they had been in this country for less than two and half years at the time of the survey, their cash assistance utilization rate (29 percent) was lower than the five-year population of non-Hmong refugees (34 percent). They had been working hard to better their lives through improvement of their English language proficiency. Half of the adult Hmong refugees were attending English language training, either in or outside of high schools. The proportion of people who spoke no English at all had reduced from 90 percent at the time of arrival to 33 percent at the time of the survey. The outcome of all these efforts will be manifested in subsequent years.

TABLE III-7 – Characteristics of Hmong Households by Type of Income (2006)

Hmong Households with:				
Household Characteristics	Public Assistance Only	Both Public Assistance and Earnings	Earnings Only	Total Sample
Average Household Size	6.0	7.0	6.75	6.51
Average Number of wage earners per Household	0.0	0.8	1.2	0.7
Percent of households with at least one member:				
Under the age of 6	51.3 %	63.5 %	83.3 %	69.7 %
Under the age of 16	79.9	94.9	97.3	93.7
Fluent English Speaker	6.5	0.0	1.4	1.7

TABLE III-8 – Source of Medical Coverage for Hmong Refugees (2006)

Source of Medical Coverage	Percent
No Medical Coverage in Any of Past 12 Months	5.3
Medical Coverage Through Employer	0.0
Medicaid or RMA	91.0
Note: As of December 2006. Data refer to refugees 16 and over	

TABLE III-9 – Public Assistance Utilization of Hmong (2006)	
Type of Public Assistance	Percent
Cash Assistance	
Any Type of Cash Assistance	28.7 %
TANF	1.1
RCA	0.6
SSI	27.0
General Assistance	1.7
Non-cash Assistance	
Medicaid or RMA	91.0
Food Stamps	91.1
Public Housing	81.1
<p>Note: Medicaid and RMA data refer to adult Hmong age 16 and older. All other data refer to the Hmong households and not individuals. The percentages may not add up to 100 as one household could receive assistance from more than one source.</p>	

TABLE III-10 – Hmong Refugees Employment-to-Population Ratio (EPR) and Welfare Dependency for Top Three States (2006)							
State	Arrivals* Individuals	EPR Individuals	TANF Households	RCA Households	SSI Households	GA Households	Total**
Wisconsin	(2,852)	43.0 %	0.0 %	1.7 %	19.6 %	1.7 %	21.2 %
Minnesota	(2,752)	17.0	2.9	0.0	35.7	2.9	28.7
California	(1,577)	10.2	0.0	0.0	39.0	0.0	39.0
Other States	(701)	43.8	0.0	0.0	0.0	0.0	0.0
All States	(7,882)	26.8	1.1	0.6	27.0	1.7	28.7
<p>*The State arrival figures are weighted total of individuals in the sample adjusted for non-responses. **The column totals represent percent of households that received any combination of AFDC, RCA, SSI and/or GA</p>							

Appendix A

Tables

Table 1
Arrivals by Country of Origin
FY 1983 - 2006 a/

COUNTRY OF ORIGIN	FY 83 - 01	FY 2002	FY 2003	FY 2004	FY 2005	FY 2006	FY 83 - 06
AFGHANISTAN	27,420	1,670	1,448	927	809	639	32,913
ALBANIA	3,655	5	-	-	-	1	3,661
ANGOLA	315	16	21	21	21	8	402
BULGARIA	1,974	-	-	-	-	-	1,974
BURMA	2,143	128	202	1,055	1,447	1,323	6,298
BURUNDI	601	62	15	273	217	469	1,637
CAMBODIA	71,460	2	7	3	9	9	71,490
COLOMBIA	-	8	145	569	318	113	1,153
CUBA b/	48,602	1,922	301	2,960	6,359	3,142	63,286
CUBA (Entrant) c/	147,041	18,001	10,205	26,235	15,745	16,645	233,872
CZECH REPUBLIC	7,537	-	-	-	-	-	7,537
DEM.REP.CONGO	2,465	107	240	565	416	397	4,190
ERITREA	296	14	24	118	321	525	1,298
ETHIOPIA	31,568	329	1,707	2,708	1,675	1,262	39,249
HAITI d/	6,807	5	-	17	8	-	6,837
HAITI (Entrant) e/	26,276	867	993	326	144	55	28,661
HUNGARY	5,124	-	-	-	-	-	5,124
IRAN	56,371	1,524	2,452	1,784	1,848	2,785	66,764
IRAQ	40,953	447	296	65	186	189	42,136
KENYA	55	24	251	527	282	55	1,194
LAOS	113,473	18	13	5,995	8,487	815	128,801
LIBERIA	12,642	561	2,940	7,111	4,221	2,366	29,841
LIBYA	362	-	-	-	-	-	362
NICARAGUA	1,536	-	-	-	-	-	1,536
NIGERIA	1,172	28	54	34	13	19	1,320
POLAND	28,803	-	1	2	-	-	28,806
ROMANIA	34,661	1	-	3	2	2	34,669
RWANDA	1,031	47	50	177	184	110	1,599
SIERRA LEONE	4,121	176	1,374	1,066	878	448	8,063
SOMALIA	40,054	246	1,728	12,814	10,106	10,330	75,278
SUDAN	17,756	883	2,092	3,479	2,197	1,845	28,252
THAILAND	127	4	2	10	28	304	475
TOGO	973	16	44	38	74	17	1,162
UGANDA	384	2	5	11	10	14	426
UNION OF SOVIET SO- CIALIST REPUBLICS f/	468,114	9,951	8,734	8,791	11,272	10,453	517,315
VIETNAM	458,158	3,312	1,466	1,007	2,084	3,131	469,158
YUGOSLAVIA (Former) g/	160,381	5,438	2,524	486	143	28	169,000
OTHER/UNKNOWN h/	2,805	93	216	255	705	987	4,047
Table Total	1,820,414	45,907	39,550	79,432	69,702	57,979	2,112,984

a/ The numbers in this table have been adjusted since the FY 2005 Annual Report due to verification of data in the Refugee Arrivals Data System

b/ Includes Cubans with humanitarian parolee status prior to FY 1992

c/ Includes Cubans with humanitarian parolee status since 1992 or Havana parolee status since 1995

d/ Includes Haitians with humanitarian parolee status prior to FY 1992

e/ Includes Haitians with humanitarian parolee status since 1992

f/ Includes refugees from the former republics of the Soviet Union

g/ Includes refugees from the former republics of Yugoslavia

h/ Includes countries with fewer than 300 cumulative arrivals, as well as cases with an unknown country of origin

Table 2
Arrivals by Country of Origin and State of Initial Resettlement
FY 1983 - 2006 a/

STATE	AFGHAN.	ALBAN.	BULG.	BURMA	BURUNDI	CAMB.	COL.	CUBA	CUBA (Entrant)	CZECH REPUBLIC	DEM.REP. CONGO	ERITREA	ETHIOP.	HAITI	HAITI (Entrant)
ALABAMA	50				3	291		215	179	5	11		71	85	
ALASKA	7	2		1		4		4	1	2					
AMERICAN SAMOA															
ARIZONA	1,439	27	176	217	200	661	90	1,232	2,031	40	265	33	920	81	33
ARKANSAS	3	3		1	5	31		1	28	8			7		1
CALIFORNIA	9,787	177	515	413	42	18,626	72	1,581	1,964	1,715	206	128	7,345	125	211
COLORADO	521	14	21	151	22	681	44	213	28	131	98	62	920	75	6
CONNECTICUT	287	185	45	23	22	1,173	23	359	434	120	42	18	190	195	112
DELAWARE	62		3					18	5			2	11	3	30
DISTRICT OF COLUMBIA	378	4	20	22		371	6	71	28	37	134	21	1,329	58	2
FLORIDA	694	260	113	125	64	1,142	220	40,897	195,239	219	90	30	812	1,462	18,328
GEORGIA	1,306	11	4	66	181	1,798	38	456	711	75	243	112	2,631	34	71
GUAM															
HAWAII	31		1	46		75			1	13			3		
IDAHO	469	32	57	20	11	273	33	99	14	293	58	6	36	116	
ILLINOIS	645	201	91	119	73	3,008	40	777	761	323	131	83	1,586	81	70
INDIANA	225	5	9	1,021		227	5	77	52	37	56	26	151	33	2
IOWA	113	3		29	43	582		20	10	13	122	9	186	20	
KANSAS	158			19	8	452		11	38	12	4	11	52	10	2
KENTUCKY	111	3	3	78	48	454	32	706	4,068		241	1	87	44	18
LOUISIANA	196			28		561		443	655	16	45	3	58	37	61
MAINE	359	7	72	9	14	739		65	3	26	87	4	144		
MARYLAND	564	95	39	94	49	1,111	8	546	226	145	177	43	1,805	209	98
MASSACHUSETTS	522	246	13	35	33	5,710	17	146	245	963	69	35	686	422	599
MICHIGAN	371	485	59	106	54	206		517	2,209	111	47	13	484	289	49
MINNESOTA	191	3	8	608	12	2,659		51	41	49	65	45	4,555	55	2
MISSISSIPPI	12					15		2	48	11			13	12	21
MISSOURI	989	103	65	9	9	789	56	978	115	216	111	29	1,080	384	10
MONTANA	5					5			4	7					
NEBRASKA	412	4		38	12	167		185	55	68	14		22	6	
NEVADA	197	16	7	15	8	127	5	1,571	3,717	14	17	78	529		21
NEW HAMPSHIRE	107	40			36	340		2	4	93	32	3	23		
NEW JERSEY	722	219	41	67	3	310	61	3,677	3,502	238	45	8	459	732	516
NEW MEXICO	127				9	278	5	1,435	2,319	13			12		
NEW YORK	4,248	1,134	342	1,060	108	3,160	43	1,262	4,551	781	268	43	1,688	836	1,147
NORTH CAROLINA	149	2	5	424	14	1,560	41	643	238	41	61	12	238	33	16
NORTH DAKOTA	66	1	2		15	144	9	159	1	105	11	1	114	97	3
OHIO	150	26	8	146	26	1,702	11	39	89	115	37	27	796	9	40
OKLAHOMA	65			23	1	489		13	26	10			44		1
OREGON	308	6	10	119	10	976		91	1,706	32	46	4	560	62	98
PENNSYLVANIA	470	73	49	101	4	3,155	8	512	1,359	204	64	32	878	360	124
PUERTO RICO						1	233		566						2
RHODE ISLAND	2	55	1	9	30	1,305		6	17			1	40	2	18
SOUTH CAROLINA	37		6	16		107	1	5	54				10		
SOUTH DAKOTA	113		15		14	34		58	4	69	53	20	714		
TENNESSEE	341	2		76	45	1,317	10	598	380	38	124	11	478	225	22
TEXAS	1,636	51	39	532	289	5,337	221	2,222	4,854	242	626	178	3,998	225	34
UNKNOWN						10		7	31						10
UTAH	248		11	57	21	1,781	5	349	10	310	116	15	79		
VERMONT	31	34	27	1	24	223		8	0	306	81		7		
VIRGIN ISLANDS															4
VIRGINIA	3,141	39	19	141	52	2,238	17	332	1,118	38	200	75	1,183	178	48
WASHINGTON	693	55	66	87	18	4,858	31	387	96	196	65	75	2,134	247	
WEST VIRGINIA	11	3	5	1		16			1	8		1	1		
WISCONSIN	109	35	7	145	5	212		7	36	26	28		69		
WYOMING	35									3			2		
Table Total	32,913	3,661	1,974	6,298	1,637	71,490	1,153	63,286	233,872	7,537	4,190	1,298	39,249	6,842	21,830

Table 2
Arrivals by Country of Origin and State of Initial Resettlement
FY 1983 - 2006 a/

HUNG.	IRAN	IRAQ b/	KEN.	LAOS	LIBER.	NICAR.	NIG.	POL.	ROM.	RWAN.	SIERRA LEONE	SOM.	SUDAN	TOGO	USSR c/	VIET.	YUGO. d/	Grand Total
3	49	60		271	50			40	36	7	5	25	82	8	359	2,354	378	4,668
	53	5		118				28	32						363	243	89	952
									1									1
66	1,006	2,195	73	417	1,043	55	72	255	1,198	37	224	2,665	1,765	115	2,805	8,684	7,717	38,160
5	22	32		460				107	10		2				40	1,089	31	1,886
799	40,075	5,375	51	55,600	848	269	13	3,589	8,590	31	298	6,947	1,173	36	101,793	162,191	8,316	439,591
36	430	423	68	1,472	240	16	21	212	113	45	32	869	562		6,413	5,497	2,293	21,781
442	367	295	12	995	262	27	16	1,122	738	44	90	672	268	22	5,076	3,311	3,701	20,805
2	29			7	108			16	12		25	1	3	4	221	121	66	749
134	238	754		420	112	19	20	191	81	12	115	762	222	7	134	6,045	646	12,578
230	907	794	1	833	612	648	5	724	1,084	39	140	353	654	65	7,484	12,311	11,141	298,061
111	1,128	1,336	26	1,168	1,071	7	178	151	374	81	293	5,686	1,189	56	5,680	18,030	7,842	52,313
	5															56		61
2	11	3		581				6	2						21	3,274		4,076
23	148	295	61	238	78		1	320	389	11	5	305	169	18	1,768	1,088	3,324	9,770
137	1,523	3,389	27	2,256	867	21	120	3,566	4,543	82	206	1,707	851	84	23,691	9,211	15,605	76,150
22	146	207	1	194	241			188	126	7	37	377	114		1,997	1,466	1,962	9,069
54	55	210	1	1,854	363		86	175	120	28	69	467	1,509	30	511	6,212	6,713	19,668
	158	118		902	45		11	36	32		5	312	186	1	1,123	6,393	288	10,410
	125	763	57	272	288			29	66	22	45	1,065	356	35	1,942	3,726	5,428	20,179
1	94	122		723	194	54	23	83	23	9	7	267	234	18	96	7,990	966	13,024
18	218	15		25	13		2	383	95	18	1	601	626	30	502	552	542	5,203
76	1,783	363	23	373	1,291	31	17	676	366	41	1,381	1,283	401	10	10,537	6,270	1,088	31,445
79	541	573	2	1,600	924	15	6	779	191	33	257	2,669	484	15	23,540	14,784	3,241	59,569
72	437	7,733	68	2,174	507		1	2,033	2,136	33	99	1,306	810	19	7,106	6,306	8,405	44,368
67	207	179	40	18,521	2,974		39	284	236	10	333	13,922	893	68	8,247	7,386	2,588	64,456
2	18	1		16	2			9	7			34	100		34	1,089	37	1,484
147	482	1,435	54	659	444	3	153	626	553	35	106	1,935	636	9	4,016	7,768	10,550	34,739
	1			243	1	4		14	7						547	90	38	975
10	93	1,020		299	48		32	188	36	3	15	225	1,045	5	1,259	4,405	1,075	10,803
15	533	76		158	65	28		159	44	11	14	279	195	1	80	1,259	1,526	10,828
11	67	200	23	85	270	1	52	31	501	74	51	445	552	34	561	1,232	2,027	6,949
172	590	243		168	1,811	59	11	1,624	746	18	590	150	197		11,882	7,059	2,815	38,837
3	127	168		220	51	35		46	34	1	15	60	34	5	119	1,922	185	7,259
715	6,351	1,335	156	1,285	4,214	41	86	5,444	5,532	151	1,274	3,310	1,522	78	166,719	18,457	14,462	252,357
36	297	59		1,266	595	21		215	116	44	126	1,011	475	5	2,562	9,284	2,624	22,293
45	69	656	1	37	218		15	112	138	13	35	680	566	12	413	932	2,034	6,750
187	296	506	2	1,442	475	12	6	228	980	91	294	4,564	227		13,724	3,412	3,626	33,352
1	260	48		472	89			103	60		7	51	37		446	4,821	152	7,235
25	335	295		1,468	133		1	101	1,375	9	7	1,006	75	23	17,627	7,926	1,596	36,091
253	372	1,321		1,158	3,895	7		1,407	969	92	411	965	783	9	23,441	12,282	5,038	59,972
																4		806
239	22	11		1,392	1,495		1	89	35	20	3	59		4	1,999	361	53	7,274
8	80	69		102	33			12	20		10	142	14		676	934	122	2,465
83	55	149		65	113		12	160	168	27	5	446	965		831	409	907	5,549
15	700	2,413	43	1,480	387	23	52	159	156	96	62	2,297	1,561	22	1,576	4,827	2,246	21,896
117	3,108	3,544	210	3,790	1,944	88	176	1,313	1,235	226	495	5,032	3,700	180	5,006	45,653	9,507	106,402
3	3	3		1		1		4	7						15	21		116
7	609	697	129	572	224		36	361	66	20	49	1,374	1,001	28	1,861	3,864	3,998	18,003
19	17	83	29	19	7		4	31	182	17		254	111	25	463	1,060	1,773	4,854
																		4
59	1,255	1,214	11	898	840	20	48	220	157	28	722	4,845	1,129	68	3,368	12,439	3,573	39,857
551	1,151	1,297	15	3,867	225	21	2	933	902	20	65	3,291	680	13	43,507	21,812	4,695	92,183
6	11			19	8			19	9			1			14	233	37	404
11	104	54	10	16,132	123	10	2	198	40	13	38	561	96		3,068	978	1,934	24,098
5	3			14				7							52	35		156
5,124	66,764	42,136	1,194	128,801	29,841	1,536	1,320	28,806	34,669	1,599	8,063	75,278	28,252	1,162	517,315	469,158	169,000	2,112,984

a/ The numbers in this table have been adjusted since the FY 2005 Annual Report due to verification of data in the Refugee Arrivals Data System

b/ Includes Iraqi Kurds granted asylum status

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

d/ Includes refugees from the republics of the former Yugoslavia, primarily Bosnia

Table 3
Arrivals by Country of Origin and State of Initial Resettlement
FY 2006 a/

STATE	AFGHAN.	BURMA	BURUNDI	CUBA (Entrant)	CUBA (Ref)	DEM.REP. CONGO	ERITREA	ETHIOPIA	HAITI (Ref/ Ent)	IRAN
ALABAMA				2	1					
ALASKA				1	4					
ARIZONA	97	63	50	142	133	5	20	31		61
ARKANSAS				0						
CALIFORNIA	63	36	5	41	16	17	43	37		1,655
COLORADO	17	14	3	2	6	25	18	106		32
CONNECTICUT	15	5	4	3	28	5	8	2		4
DELAWARE				0						
DISTRICT OF COLUMBIA				0		4	7	13		5
FLORIDA	8	43	2	14,343	1,961	6	9	11	48	23
GEORGIA	44	23	74	86	32	10	28	64		49
HAWAII				0						
IDAHO	40	3	11	0		21	6	4		8
ILLINOIS	1	31	22	14	52	9	49	71		140
INDIANA	1	193		0	6	6	7			1
IOWA	10	17	23	0	3	4	5	11		
KANSAS	3	5		1			4	2		10
KENTUCKY	13	8	14	355	81	59		12		5
LOUISIANA	1			16	33	9	1			
MAINE				1		1				12
MARYLAND	10	20	12	3	1	17	10	37	1	54
MASSACHUSETTS	5	3	14	1	3	4	20	6	2	1
MICHIGAN	19	37	14	89	51	3	6	15		26
MINNESOTA		121					8	384		2
MISSISSIPPI				1						5
MISSOURI	34		4	8	35		11	8		5
NEBRASKA	1	19	7	0	11	2		2		6
NEVADA				323	77	6	40	15		17
NEW HAMPSHIRE			10			3	3	5		4
NEW JERSEY		36		111	100	2	7	4		7
NEW MEXICO	2		6	69	30					4
NEW YORK	62	217	43	256	40	6	19	27	1	48
NORTH CAROLINA		57		23	37	10	10	5		27
NORTH DAKOTA			4							
OHIO	7	50	11		20	2	12	39		11
OKLAHOMA		8							1	
OREGON	6	7		117	17		3	24		11
PENNSYLVANIA	4	16		66	8		9	11		5
RHODE ISLAND			20	1				1		
SOUTH CAROLINA		13		3	1					1
SOUTH DAKOTA				0	2	8	8	21		
TENNESSEE		11	8	37	60		9	31		45
TEXAS	82	155	69	358	232	120	66	85		305
UTAH	10	32	17	0	26	14	11	8		28
VERMONT				1		1				
VIRGINIA	71	39	22	145	19	14	31	68		59
WASHINGTON	12	13		4	16	4	37	102		99
WISCONSIN	1	28								10
PUERTO RICO				22						
VIRGIN ISLANDS									2	
Grand Total	639	1,323	469	16,645	3,142	397	525	1,262	55	2,785

a/ The numbers in this table have been adjusted since the FY 2005 Annual Report due to verification of data in the Refugee Arrivals Data System

b/ Includes Iraqi Kurds granted asylum status

c/ Includes refugees from the republics of the former Soviet Union, including Russia

Table 3
Arrivals by Country of Origin and State of Initial Resettlement
FY 2006 a/

STATE	IRAQ b/	LAOS	LIBERIA	SIERRA LEONE	SOMALIA	SUDAN	THAILAND	USSR c/	VIETNAM	Grand Total
ALABAMA			4		2	11		39		59
ALASKA								16	4	25
ARIZONA	22		134	6	381	156	16	391	50	1,800
ARKANSAS									1	1
CALIFORNIA	24	347	75	15	500	69	10	1,376	845	5,230
COLORADO			45	10	184	23	9	248	45	812
CONNECTICUT			6		70	11		117	18	319
DELAWARE			2							2
DISTRICT OF COLUMBIA						1		37	6	74
FLORIDA			40	7	17	26	8	267	95	16,976
GEORGIA	16		51	15	358	70	6	445	119	1,528
HAWAII									5	5
IDAHO			13		29	14		391		548
ILLINOIS	21		93	16	281	43	9	312	29	1,243
INDIANA	9		27		46	7	28	28	2	367
IOWA			39		66	139			39	358
KANSAS		7	5	2	22	11	4	46	25	150
KENTUCKY	3		35	2	120	37		276	7	1,060
LOUISIANA			15		24	19			23	143
MAINE					103	19		6		143
MARYLAND	2		41	104	95	34		170	35	679
MASSACHUSETTS	2		76	24	182	20	2	393	87	860
MICHIGAN	24	4	45	6	146	46	3	133	52	736
MINNESOTA		252	298	13	3,227	61	32	139	33	4,578
MISSISSIPPI										6
MISSOURI	5		23		143	31		203	41	564
NEBRASKA	5		11		28	175	5	9	15	301
NEVADA	4		2		24	1				525
NEW HAMPSHIRE			17	11	59	32		105	10	271
NEW JERSEY			119	23	16	33	10	168	34	672
NEW MEXICO			4		14				6	164
NEW YORK	8		246	35	350	79	64	862	97	2,567
NORTH CAROLINA	1	9	36	4	93	19	6	178	735	1,267
NORTH DAKOTA			30		124	17		6		185
OHIO			38	10	1,494	13	12	146	62	1,943
OKLAHOMA	4		10		37		3	28	8	99
OREGON	1		2		160	12		721	18	1,099
PENNSYLVANIA	4		354	32	69	46	2	632	64	1,351
RHODE ISLAND			85		9			2		133
SOUTH CAROLINA			3		18		3	37	4	83
SOUTH DAKOTA			11		51	45		22	5	184
TENNESSEE	2		39	3	313	99	2	72	19	761
TEXAS	19		171	42	471	234	40	318	273	3,128
UTAH	1		28	2	253	74	12	144	7	672
VERMONT			7		34	23		99		165
VIRGINIA	2		62	63	204	40	6	314	68	1,253
WASHINGTON	10		16	3	449	44	2	1,497	134	2,464
WISCONSIN		196	8		64	11	10	60	10	401
PUERTO RICO									1	23
VIRGIN ISLANDS										2
Grand Total	189	815	2,366	448	10,330	1,845	304	10,453	3,131	57,979

Table 4
Arrivals by State of Initial Resettlement
FY 1983–2006 a/

STATE	FY 83-01	FY 2002	FY 2003	FY 2004	FY 2005	FY 2006	FY 83-06
ALABAMA	4,324	44	49	85	107	59	4,668
ALASKA	758	19	28	42	80	25	952
ARIZONA	30,000	1,034	1,051	2,268	2,007	1,800	38,160
ARKANSAS	1,848	-	5	20	12	1	1,886
CALIFORNIA	411,493	4,295	4,222	6,809	7,542	5,230	439,591
COLORADO	18,311	449	484	824	901	812	21,781
CONNECTICUT	18,848	456	220	434	528	319	20,805
DELAWARE	643	36	40	10	18	2	749
DISTRICT OF COLUMBIA	12,255	33	110	60	46	74	12,578
FLORIDA	209,599	17,706	10,354	24,692	18,734	16,976	298,061
GEORGIA	44,584	913	1,122	2,222	1,944	1,528	52,313
HAWAII	4,003	4	15	24	25	5	4,076
IDAHO	7,782	280	263	363	534	548	9,770
ILLINOIS	70,129	918	960	1,423	1,477	1,243	76,150
INDIANA	7,286	182	263	476	495	367	9,069
IOWA	17,831	411	228	475	365	358	19,668
KANSAS	9,820	49	99	138	154	150	10,410
KENTUCKY	15,391	711	556	1,387	1,074	1,060	20,179
LOUISIANA	12,013	150	113	384	221	143	13,024
MAINE	4,507	92	109	201	151	143	5,203
MARYLAND	27,840	418	811	955	742	679	31,445
MASSACHUSETTS	54,273	762	833	1,543	1,298	860	59,569
MICHIGAN	40,064	689	561	1,385	933	736	44,368
MINNESOTA	45,119	703	1,783	5,916	6,357	4,578	64,456
MISSISSIPPI	1,451	11	3	12	1	6	1,484
MISSOURI	31,042	770	448	924	991	564	34,739
MONTANA	925	4	34	7	5	-	975
NEBRASKA	9,369	200	214	491	228	301	10,803
NEVADA	8,138	334	389	788	654	525	10,828
NEW HAMPSHIRE	5,303	255	241	566	313	271	6,949
NEW JERSEY	35,079	592	667	953	874	672	38,837
NEW MEXICO	6,476	190	96	202	131	164	7,259
NEW YORK	237,989	2,798	2,512	3,709	2,782	2,567	252,357
NORTH CAROLINA	16,637	1,388	597	1,118	1,286	1,267	22,293
NORTH DAKOTA	5,956	52	105	224	228	185	6,750
OHIO	27,177	561	662	1,446	1,563	1,943	33,352
OKLAHOMA	6,796	52	61	91	136	99	7,235
OREGON	30,328	1,072	866	1,614	1,112	1,099	36,091
PENNSYLVANIA	52,732	1,115	1,331	1,823	1,620	1,351	59,972
RHODE ISLAND	6,370	40	130	317	284	133	7,274
SOUTH CAROLINA	1,925	81	117	150	109	83	2,465
SOUTH DAKOTA	4,555	107	159	330	214	184	5,549
TENNESSEE	18,476	359	463	965	872	761	21,896
TEXAS	92,102	1,699	1,822	4,150	3,501	3,128	106,402
UTAH	15,165	251	401	761	753	672	18,003
VERMONT	4,103	89	78	237	182	165	4,854
VIRGINIA	33,973	687	853	1,702	1,389	1,253	39,857
WASHINGTON	78,471	2,615	2,757	3,025	2,851	2,464	92,183
WEST VIRGINIA	398	1	2	-	3	-	404
WISCONSIN	19,762	187	237	1,660	1,851	401	24,098
WYOMING	155	-	1	-	-	-	156
AMERICAN SAMOA	1	-	-	-	-	-	1
GUAM	56	-	-	-	5	-	61
PUERTO RICO	667	43	25	31	17	23	806
VIRGIN ISLANDS	0	-	-	-	2	2	4
UNKNOWN	116	-	-	-	-	-	116
Grand Total	1,820,414	45,907	39,550	79,432	69,702	57,979	2,112,984

a/ The numbers in this table have been adjusted since the FY 2005 Annual Report due to verification of data in the Refugee Arrivals Data System

Appendix B

Federal Agency Reports

Department of State

The United States leads the world in providing assistance to refugees and victims of conflict. The U.S. resettles about one-half of the refugees referred by the United Nations High Commissioner for Refugees (UNHCR) for resettlement each year. The Department of State's Bureau of Population, Refugees, and Migration (BPRM) has primary responsibility for formulating U.S. policies on these issues and for administering U.S. refugee assistance and admissions programs overseas.

Of the 41,277 refugees admitted to the U.S. in FY 2006, the largest number came from Africa (18,182) and Eastern Europe (10,455). As in previous years, the President authorized in-country processing in the former Soviet Union, Vietnam and Cuba for persons who would qualify as refugees if they live outside their country of origin. In general, the U.S. offers resettlement to refugees outside their countries of origin who were deemed to be of "special humanitarian concern" to the U.S. During FY 2006, a number of particularly vulnerable groups, including persecuted religious and ethnic minorities, were determined to be a special concern to the U.S. and processed.

Department of Homeland Security

The Department of Homeland Security (DHS) administers the immigration and naturalization laws relating to the interview, determination, admission and naturalization of refugees and asylees. The United States Citizenship and Immigration Services (USCIS) within the DHS is responsible for the adjudication of refugee applications overseas, and USCIS officers make the final determination regarding an applicant's eligibility for refugee resettlement in the U.S. In FY 2006, USCIS conducted 50,000 refugee classification interviews in more than 50 different countries.

DHS is also responsible for the inspection and admission of approved refugees upon arrival in the U.S. and processes subsequent applications for refugees including adjustment of status to lawful permanent resident and naturalization. In FY 2006, 41,279 refugees from over 60 countries were admitted to the United States. In addition to

processing refugees overseas, USCIS also adjudicates asylum applications filed by asylum seekers who are already present in the U.S. In FY 2006, USCIS asylum officers completed 79,448 cases, approving 10,311. The countries with the greatest number of asylum approvals were Haiti, China, Colombia, Venezuela, and Ethiopia.

Information about USCIS and the processing of refugee and asylum cases can be found on the internet at <http://www.uscis.gov>.

Office of Global Health Affairs

The Mission of the Office of Global Health Affairs is to promote the health of the people of the world by advancing the Department of Health and Human Services' global strategies and partnerships, thus serving the health and well-being of the people of the United States.

Humanitarian and Refugee Health Affairs in the Office of Global Health Affairs (OGHA) is dedicated to promoting the health and well-being of refugees resettled in the United States through the provision of technical assistance to the Office of Refugee Resettlement. OGHA accomplishes this goal through collaboration with Federal partners at the Office of Refugee Resettlement (ORR), the Substance Abuse and Mental Health Services Administration (SAMHSA), the Centers for Disease Control and Prevention (CDC) and others.

OGHA provides guidance on refugee health on the Federal, state and local levels. OGHA provides technical assistance to States on providing health assessments to newly arrived refugees and briefs State refugee workers and Voluntary Agencies on emerging health conditions within refugee populations and common conditions that could be a hindrance to successful resettlement. Healthy refugees are better equipped to manage the stresses of resettlement in the United States. OGHA is working to ensure that medical care providers, refugees, refugee workers and state and local officials have the tools to promote refugee health within their communities and on the local and national levels.

For more information on the Office of Global Health Affairs, please see our website at www.globalhealth.gov.

Substance Abuse and Mental Health Services Administration

The Refugee Mental Health Program (RMHP) is located in the Center for Mental Health Services (CMHS), Substance Abuse and Mental Health Services Administration (SAMHSA). Since 1995, through an Intra-Agency Agreement (IAA), ORR has funded the RMHP to provide refugee mental health consultation and technical assistance to Federal, State, or local agencies. The IAA funds two full-time public health advisors.

The objectives of the RMHP are to facilitate collaboration among refugee service providers and public and private mental health providers, organizations and systems, provide technical assistance and consultation on refugee mental and behavioral health and well-being, and respond to emergencies of refugee admissions and other unique refugee-related assignments from the Office of the Director, ORR, such as Kosovar refugees processed at Ft. Dix in 1999, refugees dislocated in U.S. by disasters, and populations with high prevalence of torture survivors.

Specific RMHP services and activities include:

- In-site and distance consultation and technical assistance concerning issues related to health and well-being of refugees.
- Refugee community assessments, program development and dissemination of technical assistance documents.
- Workshops and training programs for resettlement staff and mainstream personnel.
- Monitoring, technical assistance and evaluation of torture treatment centers.
- Special missions as assigned by the Director, Office of Refugee Resettlement.

In FY 2005, RMHP played a lead role in the development and implementation of a national refugee health promotion and disease prevention initiative. The initiative known as "Points of Wellness, Partnering for Refugee Health and Wellbeing" was established to help organizations to become involved with health promotion and disease prevention activities and programs within refugee communities. To help meet the national objectives of Points of Wellness, a Refugee Health Promotion and Disease Prevention Toolkit was published for use by mutual assistance associations and other community & faith-based organizations. The Toolkit is available to the general public at www.refugeewellbeing.samhsa.gov. Additionally, a listserv for sharing refugee health information and updates was established in FY 05. The listserv may be accessed at <http://list.nih.gov> and browse for REFUGEEHEALTH.

Appendix C

Resettlement Agency Reports

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

Church World Service

The Immigration and Refugee Program (IRP) is the largest program of Church World Service, Inc (CWS). CWS is the relief, development, and refugee assistance ministry of 35 Protestant, Orthodox, and Anglican communions in the United States. Working in partnership with indigenous organizations in more than 80 countries, CWS works worldwide to meet human needs and foster self-reliance for all whose way is hard.

CWS/IRP is unique among voluntary agencies in that seven national Protestant denominations partner with the organization in its resettlement activities. This unique relationship provides an extended network of support that benefits CWS clients, as the church co-sponsorship model utilized by the agency mobilizes congregations to provide additional private resources that assist refugees in their transition into the U.S. Local congregations frequently offer assistance in the form of material donations, social adjustment services, transportation, emergency funds, help with housing, and thousands of hours in volunteer time. On the national level, CWS/IRP's denominations are involved in designing program and policy through their participation in the Immigration and Refugee Program Committee (IRPCOM). IRPCOM is composed of representatives from each of the following communions: *American Baptist Churches USA; the United Methodist Church; Presbyterian Church USA; Christian Church (Disciples of Christ); Christian Reformed Church; Reformed Church of America; and the United Church of Christ.*

CWS/IRP operates through a national network of 27 affiliates and 9 sub-offices located in 24 states. Affiliate partners are independent, ecumenical, community-based non-profit organizations that organize sponsorships, secure community resources and deliver refugee services as part of their commitment to CWS/IRP refugees resettled in their respective areas. They range in size and scope from refugee service units of local interfaith councils to large multi-service agencies that provide wide-ranging services to many segments of the refugee, asylee and immigrant population(s). Through CWS/IRP and the national denominations' involvement in a broad range of refugee

and immigrant issues, the affiliate network is able to gain perspective on the context of their work, ensure strong community involvement in resettlement activities, and link refugees with resources to address needs beyond the initial resettlement period and services required by the Cooperative Agreement with Department of State/BPRM.

In FY 2006, CWS/IRP resettled 4,766 refugees through its affiliate network. Additionally, CWS/IRP assisted with the primary and secondary resettlement of 2,244 Cuban and Haitian clients.

FY 2006 Refugee Arrivals

Refugees:	Cases/Individuals
Africa	685/2,653
E.Eur/Fmr. Soviet Union	325/932
Latin America	109/203
Near East	253/506
Southeast Asia	177/472
Total	1,549/4,766

FY 2006 Entrant Arrivals

Cuba	2,242
Haiti	2
Total	2,244

In addition to the work carried out through the affiliate network, CWS/IRP administers the Overseas Processing Entities in Nairobi, Kenya and Accra, Ghana through contractual relationships with Department of State/Bureau of Population, Refugees, and Migration. In 2006, CWS/IRP continued its overseas activities under the Durable Solutions for the Displaced Program, with programs addressing an array of needs for displaced persons in Senegal, Kenya, Chile, Ecuador, Peru, Haiti, Ghana, Tanzania, Thailand, Afghanistan, and Pakistan. CWS/IRP also maintained its partnership with Jesuit Refugee Service/USA to operate the Religious Services Program, which offers access to religious services and counsel for detainees in eight of the Department of Homeland Security's Service Processing Centers. Further, CWS/IRP's Legal Program expanded number of CWS/

IRP affiliates providing immigration legal services, offering training sessions, assistance with Bureau of Immigration Appeals accreditation and recognition, and ongoing technical assistance on issues related to establishing, maintaining, and strengthening immigration legal services.

Episcopal Migration Ministries

Episcopal Migration Ministries (EMM), a program of the Domestic and Foreign Missionary Society of the Protestant Episcopal Church, responds to refugees, immigrants and displaced persons both domestically and internationally. EMM operates a national resettlement program through a network of 33 affiliate offices in 27 dioceses of the Episcopal Church that agree to organize parish sponsorships and community resources as part of their commitment to ensure the provision of reception and placement services to refugees. Programs range in size and scope from multi-service centers in major urban areas to smaller diocesan programs and refugee ministry units of State Councils of Churches.

While EMM is fortunate to benefit from substantial private support from the Episcopal Church, EMM believes that the hallmark of the Matching Grant program is the involvement of local communities and the resources they bring in the form of cash and in-kind assistance. In this regard, EMM affiliate sites regularly exceed the Office of Refugee Resettlement's (ORR) total match requirement.

In FY 2006, EMM resettled 2,170 refugees from the following regions:

FY 2006 Refugee Resettlement

Africa	974
E. Europe/Former Soviet Union	480
Latin America	165
Near East	232
Southeast Asia	319
Total	2,170

EMM received \$1,948,000 to enroll 974 people into the ORR-funded Matching Grant program. Enrollees included refugees, asylees, parolees, and victims of trafficking.

Several EMM sites with substantial resettlement potential enhanced their resettlement capacity with ORR Preferred Community grants. These include projects for medical case management, enhanced case management services, and cultural adjustment for refugee populations with special needs. ORR funding enables EMM to provide enhanced resettlement services to Somali Bantu arriving from the Kakuma camp in Kenya. Lastly, ORR's Ethnic Community Self-Help grant benefits four localities by assisting diverse refugee groups in becoming Ethnic Community Based Organizations with the capacity to more effectively serve and advocate on behalf of the constituents they represent.

EMM links the Episcopal Church with the worldwide Anglican Communion in responding to refugee crises internationally and represents the Church in advancing the need for safe and humane treatment of all forcibly displaced persons. EMM, through its office for Church Relations and Outreach, promotes active parish involvement in sponsoring or otherwise assisting refugees and marginalized immigrants.

For additional information please contact Ms. Deborah Stein at Episcopal Migration Ministries, 815 Second Avenue, New York, NY 10017 or e-mail her at dstein@episcopalchurch.org.

Ethiopian Community Development Council

The Ethiopian Community Development Council, Inc. (ECDC) is a non-profit community-based organization dedicated to helping refugees achieve successful resettlement in their new homeland and providing cultural, educational and socio-economic development programs in the refugee and immigrant community. ECDC also conducts humanitarian, educational and socio-economic development programs in Ethiopia.

Headquartered in Arlington, Virginia, ECDC serves as the national office for a network of 10 affiliates, which includes eight independent, community-based organizations and two ECDC branch offices that provide resettlement services in local communities around the country. Through information and educational programs and services, ECDC seeks to generate greater public awareness about the needs of uprooted people around the world, with a focus on Africa, and to enhance appreciation for the contributions that refugee newcomers make to the United States.

ECDC's resettlement affiliates include the Betania Community Center, Phoenix, Arizona; East African Community of Orange County, Anaheim, California; African Community Resource Center, Los Angeles, California; Alliance for African Assistance, San Diego, California; ECDC African Community Center, Denver, Colorado; Ethiopian Community Association of Chicago, Chicago, Illinois; Refugee and Immigrant Assistance Center, Jamaica Plain, Massachusetts; Southern Sudan Community Association, Omaha, Nebraska; ECDC African Community Center, Las Vegas, Nevada; Alliance for Multicultural Community Service, Houston, Texas.

In FY 2006, ECDC and its affiliates resettled 1,305 refugees, including 781 from Africa. Matching Grant programs were conducted by affiliates in Chicago, Denver, Houston, Las Vegas, Omaha, Phoenix, and San Diego. Of its refugee caseload arriving between September 1, 2005 and August 31, 2006, 39 percent were enrolled in the Matching Grant Program. Seven affiliate sites received ORR funding support through the Preferred Communities program, which enabled these sites to offer enhanced employment and orientation services, driver's education, youth programs, and increased their resource development capacities.

ECDC's African Resource Network (ARN) provided technical assistance and resource development support to over 60 existing and emerging African community-based organizations (CBOs) across the United States, most of which were established by former refugees who experienced first-hand the difficulties of adjusting to a new

culture; benefited from available public and private support systems; and now extend similar assistance to those just embarking on a life-changing journey they know so well. In addition, each year, ECDC conducts a leadership development workshop for African CBO leaders to strengthen organizational capacity and effectiveness in addressing community concerns. As part of its efforts in public education and awareness building on African refugees and immigrants, ARN publishes a monthly newsletter, the *African Refugee NETWORK*.

In addition, ARN conducts an annual national conference on African refugees that attracts over 250 participants from across the country. Participants include local, state and federal government officials, voluntary agencies, non-profit organizations, African community-based organizations, service providers, policy-makers, African refugees and immigrants as well as others interest in African refugee issues. The conference is designed to (1) create more informed service providers and policy makers on African refugee issues; (2) develop the knowledge and skills of service providers and African community-based organizations to effectively meet the needs of refugees as they become self-sufficient and contributing members of their new community; and (3) strengthen the capacity of newcomer communities to achieve healthy and fulfilling lives in their new homeland. ECDC's 12th national conference, *African Refugees: The Faces Behind the Numbers*, was held in Arlington, Virginia, May 8-10, 2005.

As a sub-grantee under International Rescue Committee's ORR-funded technical assistance initiative, Project for Strengthening Organizations to Assist Refugees, ECDC partnered with the Southeast Asia Resource Action Center to provide technical assistance to small and emerging mutual assistance associations to strengthen their organizational capacity and thus ensure that they develop into effective and suitable organizations. Technical assistance was provided to 16 ethnic community-based organizations through email, conference call trainings, fact sheets, an annual workshop, and on-site trainings.

With ORR funding support, ECDC's Refugee Family Enrichment project offered culturally and linguistically appropriate marriage and family

strengthening skills to African refugee families. This program was conducted through national coordination at three local sites. The sites included the Alliance for Multicultural Community Services in Houston, Texas; the ECDC African Community Center in Las Vegas, Nevada; and at ECDC's African Community Center in Arlington, Virginia. Each site focused on community outreach and training methods. Workshops included role plays and dramatizations to engage participants in an open discussion, education and explorations about their new roles as family members in a new society.

The ECDC Enterprise Development Group (EDG), through the ORR-funded Micro-enterprise Development Program, disbursed 9 loans totaling \$125,328 to refugee entrepreneurs in the Washington, D.C. area; and provided training to more than 200 people as well pre-loan business assistance and post-loan technical assistance to borrowers.

Hebrew Immigrant Aid Society

HIAS, the Hebrew Immigrant Aid Society, is the national and worldwide arm of the organized American Jewish community for the rescue, relocation and resettlement of refugees and migrants. HIAS works closely with Jewish Federations, Jewish Family Service and Jewish Vocational Service agencies across the nation to maintain an extensive cooperative network committed to providing the broadest possible spectrum of professionally staffed resettlement services.

All HIAS affiliates receive Reception and Placement grant funds to assist in meeting the needs of refugees in their initial phase of resettlement. Many HIAS affiliates also elect to supplement these services with private funding and other resources, enabling them to participate in the ORR Voluntary Agency Matching Grant Program as a way of further enhancing their ability to assist refugees to attain economic and social self-sufficiency. Several HIAS sites have also been awarded ORR Preferred Communities funding to help HIAS diversify its caseload, an effort that has resulted in an increasingly large proportion of HIAS's refugee arrivals being from populations

other than the former Soviet Union and Iran. In addition, HIAS has received funding from ORR to oversee marriage education activities conducted by affiliates in Tucson, San Diego, Atlanta, Chicago, and Bergen County (NJ) and to provide technical assistance to other ORR grantees. HIAS also has received funding to foster civic participation among émigrés from the former Soviet Union living across the United States.

HIAS World Headquarters is located at 333 Seventh Avenue (16th Floor), New York, NY 10001-5005. The HIAS website may be found at <http://www.hias.org>. E-mail may be sent to info@hias.org.

HIAS and its member agencies resettled 1,754 refugees in FY 2006, which consisted of 897 refugees from the former Soviet Union (consisting of 713 family-reunification FSU refugees and 184 free-case Meskhetian Turks), 514 Iranians, 241 Africans, and 102 Southeast Asians.

International Rescue Committee

Founded in 1933, the International Rescue Committee (IRC) is a global leader in emergency relief, rehabilitation, protection of human rights, post-conflict development, resettlement services and advocacy for those uprooted or affected by conflict and oppression. At work in 25 countries, the IRC delivers lifesaving aid in emergencies, rebuilds shattered communities, cares for war-traumatized children, rehabilitates health care, water and sanitation systems, reunites separated families, restores lost livelihoods, establishes schools, trains teachers, strengthens the capacity of local organizations and supports civil society and good-governance initiatives. For refugees afforded sanctuary in the United States, IRC offices across the country provide a range of assistance aimed to help new arrivals as they resettle, adjust and acquire the skills to become self-sufficient. Committed to restoring dignity and self-reliance, the IRC is a symbol of hope and renewal for those who have taken flight in search of freedom.

IRC resettles refugees in 24 cities throughout the U.S. Aside from its core resettlement services, IRC provides numerous enhanced programs. These include employment programs, services for refu-

gees with special needs, financial literacy, English language training, school-readiness and after school programs, and other services designed to assist refugees to move rapidly towards self-sufficiency.

During FY 2006, the IRC resettled 5,029 refugees. Of this number, 2,076 were from Africa, 596 were from East Asia, 684 were from Eastern Europe, 511 were from Latin America, 672 were from Near East, 200 were from South Asia and 290 were from Former Soviet Union.

Iowa Department of Human Services

The State of Iowa's refugee resettlement program, in existence since 1975, has reduced its level of resettlement over the last several years. Nevertheless, as a part of State government and representing the people of Iowa, we are committed to helping victims of persecution rebuild their lives.

The Bureau of Refugee Services' mission is to offer a home and a future for victims of persecution while helping them become self-sufficient. This enriches our State through the sharing of talents, skills and culture.

Originally, the Bureau's interest was Indochinese refugee resettlement. However, efforts are now being focused on resettling an increasingly diverse refugee population, with a new emphasis on refugees from Africa and Burma.

BRS Organization

The Bureau's refugee services model is based upon a team environment encompassing: skills training, job development and placement, case management, core reception and placement activities, social adjustment, and administration.

In February of 2003, the Bureau initiated activities in the Assessment, Training and Placement Center. The Center is producing the desired results and is, via skills training and targeted job prep, placement and retention activities, giving clients a much better start in their new jobs as well as the

increased ability to succeed in their employment situations.

Iowa's State Coordinator for Refugee Affairs is Mr. Kevin W. Concannon, Director of the Department of Human Services. The Deputy Coordinator and Program Manager is Mr. Wayne Johnson, Chief of the Bureau of Refugee Services.

Iowa's resettlement model is unique. The Bureau of Refugee Services' initial involvement with many refugee clients is via the Department of State Reception and Placement program, the only State with this designation. Because the Bureau is also the designated State agency for post reception and placement services funding from the Office of Refugee Resettlement (ORR), we are able to provide an unbroken continuum of services for clients resettled by the Bureau as well as on-going services for secondary migrants and other refugees and asylees beyond their resettlement and Matching Grant periods.

Iowa's Bureau of Refugee Services conducts initial resettlement efforts as well as providing post resettlement services from its headquarters located in Des Moines, Iowa. Sub-offices have been closed, however, and the number and geographical locations of social services have been reduced because of ORR funding cuts.

Resettlement Efforts

A continuing philosophy that refugees need to become self-sufficient as quickly as possible is core to resettlement for the Bureau.

Emphasis is on early placement of refugees in jobs as this promotes economic independence, generates tax income and helps local economies. Use of welfare-type assistance is discouraged, except in emergency situations or as temporary support which leads to self-sufficiency.

Resettlement Statistics

In FY 2006 the Bureau resettled 132 refugees.

BRS Resettlement, FY 2006

Bosnian

1

Burmese	17
Liberian	14
Sudanese	90
Vietnamese	10
Total	132

Resettlement, FY 1975 to FY 2006

Afghan	16
Benin	2
Bosnian	3,184
Burmese	28
Cambodian	368
Congolese	3
Ethiopian	2
Hmong	452
Iraqi	5
Kosovar	72
Lao	1,895
Liberian	122
Sierre Leone	7
Somali	7
Sudanese	339
Tai Dam	2,375
Vietnamese	3,806
Other	62
Total	12,745

The Bureau is located at 1200 University Ave., Suite D, Des Moines, IA. 50314. Phone (515) 283-7999 or www.dhs.state.ia.us/refugee.

Lutheran Immigration and Refugee Service

Lutheran Immigration and Refugee Service (LIRS) organized in 1939 to help World War II refugee survivors rebuild their lives in the United States, and is now the largest Protestant refugee and immigrant sewing agency in the U.S. The agency provides legal immigration services, children’s services, **and** advocacy for refugees, immigrants, asylum seekers and those in immigration detention through 25 affiliate offices, 23 sub-offices, and countless partners and volunteers across the country.

In FY 2006, LIRS resettled 2,120 refugees from Europe and Central Asia; 2,811 from Africa; 243 from the Near East; 877 from East Asia; 335 from Latin America; for a total of 6,386. Through the Matching Grant program, 21 LIRS affiliates helped 3,620 refugees. Cuban and Haitian entrants, asylees, and certified victims of trafficking seek economic self-sufficiency without accessing public cash assistance. Seventeen LIRS affiliates are identified as Preferred Community sites and provide specialized services to strengthen a community’s capacity to truly welcome refugees and enhance affiliate ability to serve populations such as the Somali Bantu and the Hmong. LIRS also manages the ORR-funded RefugeeWorks project, a national refugee employment and training program.

LIRS serves children in several capacities. LIRS’s Unaccompanied Refugee Minor (URM) program has worked with and resettled refugee youth for more than 30 years. Bridging Refugee Youth and Children’s Services is a national collaborative program of technical assistance whose goal is to foster linkages between refugee serving agencies and child welfare, and provide information to practitioners through a website and clearing-house in order to address challenges that refugee youth and children face. LIRS’s Trafficked Children initiative increases understanding, develops services and trains providers regarding children who are trafficked into the United States. In 2003, LIRS began the Safe Haven for Unaccompanied Children program to provide assessment and placement recommendations, and the Lutheran Unaccompanied Children and Youth Services (LUCYS) program to provide specialized family reunification and foster care services for unaccompanied migrant children in immigration proceedings.

In FY 2006, LIRS placed 35 unaccompanied refugee children, 5 unaccompanied asylee children and 11 unaccompanied trafficked children into URM foster care. Over 200 unaccompanied refugee, asylee and trafficked children were receiving URM foster care services at the end of FY 2006. Through the LUCYS program, LIRS coordinated the placement of 42 unaccompanied migrant children in the custody of ORR/Division of Unaccompanied Children’s Services, collaborated with

foster care affiliates to continue culturally- and linguistically-appropriate services for 33 children placed in previous fiscal years, and provided specialized family reunification assessment and post-reunification services for 115 children. Through the Safe Haven program, LIRS assessed approximately 5,000 children (61%) of the 8,128 total unaccompanied migrant children placed in ORR shelters, and submitted over 3,000 family reunification recommendations.

The Burmese Asylee Project of LIRS helps individuals from Burma who have been granted asylum in the United States integrate into their new communities. Project staff work closely with community leaders to guide them in the creation of sustainable Burmese mutual assistance associations. URS's Trafficked Children Initiative increases understanding, develops services and trains providers regarding children who are trafficked into the United States. With funding from ORR IRS also coordinates a nationwide network of legal service hubs for the most vulnerable torture survivors – those held in immigration detention. LIRS also administers a family enrichment program in three locations to help refugees cope with resettlement-related stressors that affect family structures and traditional gender roles. The number of affiliates that participated in the Match Grant program in FY 2006 were 21 enrolling 3,706 clients. There are four Hmong and 15 Bantu sites participating in the FY 2006 Preferred Communities program.

Lutheran Immigration and Refugee Service is located at 700 Light Street, Baltimore, MD 21230 Phone: 410-230-2700, Fax: 410-230-2890

U.S. Committee for Refugees and Immigrants

U.S. Committee for Refugees and Immigrants (USCRI) is a U.S. based non-profit refugee resettlement, immigrant service, public education and advocacy organization. USCRI has served the needs of refugees, asylum seekers and immigrants through a network of nearly 50 community-based partner agencies in the United States since 1911. The USCRI network is multicultural and multilingual, representing more than 65 language

groups, and is able to deal sensitively with the ethnic and cultural diversity of the clients it serves. The USCRI network collaborates with the Department of State Bureau of Population, Refugees and Migration, the Department of Health and Human Services Office of Refugee Resettlement, the Corporation for National and Community Service, and the Department of Homeland Security Citizenship and Immigration Services to provide resettlement assistance, cultural orientation, employment placement, language instruction, health and nutrition outreach, marriage education, services for clients with special needs, legal services, citizenship services, capacity building, and a variety of other programs for refugees and immigrants in the United States.

USCRI is a Private Voluntary Organization registered with the United States Agency of International Development. USCRI has held contracts with the Department of State Bureau of Population, Refugees and Migration for overseas processing projects in Singapore, Indonesia, Costa Rica, and Saudi Arabia. USCRI operated emergency processing operations in Guam and Ft. Dix, NJ, to facilitate the admission of evacuees from Iraq and Kosovo. USCRI is currently a grantee of the Ford Foundation, the Citigroup Foundation, the Robert Wood Johnson Foundation, and the United Nations High Commissioner for Refugees. USCRI has administered overseas programs serving women, youth and children in Croatia and Rwanda.

During FY 2006, USCRI and its partner agencies in 27 cities throughout the U.S. resettled 3,806 refugees from around the world, as follows:

Europe	5
Former Soviet Union	781
Africa	2,104
Near East	144
Asia	74
Latin America	294
Asia	478
Total	3,806

USCRI's headquarters is located at 1717 Massachusetts Avenue, NW, 2nd Floor, Washington, DC

20036-2003. The USCRI website can be found at www.refugees.org.

United States Conference of Catholic Bishops

The United States Conference of Catholic Bishops is the public policy and social action agency of the Roman Catholic bishops in the United States. Migration & Refugee Services is the lead office responsible for developing USCCB policies at international and national levels that address the needs and conditions of immigrants, refugees, migrants, and people on the move.

USCCB Arrivals by Continent

Africa	4,938
East Asia	2,062
Eastern Europe	2,032
Latin America	1,389
Near East	829
Total USCCB	11,250
of 41,277 total arrivals	27.25%

Refugee Resettlement

Working with the federal government and local churches, USCCB/MRS has helped refugees admitted to the United States resettle into caring and supportive communities around the country for 87 years.

USCCB/MRS resettles well over a quarter of the refugees coming to the United States through 104 local offices, and assists the service providers who work with them.

The USCCB Committee on Migration conducts fact-finding missions to learn first-hand the issues and needs of refugees in camps around the world.

Children and Families

MRS is one of two national voluntary agencies that serve unaccompanied minors for foster

placements. With the technical expertise in its *Safe Passages* programs, MRS arranges safe haven for children on the move unaccompanied by adults and without legal travel documents, and helps the U.S. government apply appropriate child welfare standards of care while the children in USC custody.

MRS implements ORR's designated Technical Assistance provider for child welfare, the *Bridging Refugee Youth & Children's Services* program. BRYCS is an interactive storehouse of expertise, offering on-site, targeted trainings, new resources, and an online clearinghouse of information on refugee child welfare via www.brycs.org, to strengthen the capacity of service providers who work with refugee children, youth, or families in the United States.

Victims of Severe Forms of Trafficking

Since 2002, MRS has led efforts to combat the modern-day slave trade of human trafficking, by increasing public awareness, training, and technical assistance to service providers, and directing outreach to the trafficking victims themselves. MRS places trafficked children into foster care, group homes, or independent living arrangements, and monitors their care and well-being.

Migrants

MRS also assists local churches and specialized ethnic apostolates responding to the pastoral needs of immigrants, refugees, migrants, and people on the move, aiding in the development and nurturing of a welcoming and supportive Church in the United States.

World Relief

World Relief is an international relief and development organization committed to relieving human suffering, poverty and hunger worldwide. World Relief currently works in over twenty countries throughout the world, in partnership with churches, volunteers, and community organizations. World Relief is the story of the Church at work; of heroic men and women all over the world extending their hands of hope.

Founded by the National Association of Evangelicals (NAE) in 1944 to assist victims of World War II, World Relief now implements a variety of programs including AIDS education, child survival and maternal health, micro enterprise development, agricultural development, anti-trafficking, refugee/immigrant services and disaster response. The commitment of World Relief to refugees worldwide is evidenced by both its U.S. resettlement activities and its work with refugees and displaced persons overseas.

In the U.S., World Relief participates with the Bureau of Population, Refugees and Migration (PRM) in the resettlement of refugees from all processing posts around the world. In FY 2006 World Relief resettled 4,667 refugees through its network of 21 resettlement sites in the U.S.

Since the inception of its refugee resettlement program in 1979, World Relief has resettled over 208,000 refugees in the U.S. Involvement in the resettlement of refugees is viewed as an extension of World Relief's mandate to empower the local evangelical church to minister to those in need.

In addition to the Reception and Placement program, World Relief's U.S. affiliate offices implement a variety of programs serving the local refugee and immigrant population, including employment services, ESL classes, immigration legal services, life skills training, and youth programs. In FY 2006, ten affiliate offices participated in the ORR Matching Grant program, and eight in the Preferred Communities program. Five affiliates provided assistance to victims of human trafficking, through a grant from the U.S. Department of Justice. Partnership with local churches is a primary focus of all World Relief programs. Affiliate offices have built a large network of churches, colleges, seminaries, para-church organizations, community-based organizations, and individual volunteers. Together, these partnerships provide a broad range of support and services for refugees and immigrants, including cash contributions, transitional housing, donated goods, and a variety of professional and non-professional volunteer services.

In FY 2006, World Relief's refugee arrivals were from the following regions:

Africa	1,481
Europe (incl. former Soviet Union)	2,048
Latin America/Caribbean	258
Near East/South Asia	299
East Asia	581
Total:	4,667

World Relief's headquarters office is at 7 East Baltimore Street, Baltimore, Maryland, 21202. The website can be found at www.worldrelief.org.

Note: According to 45 CFR 87.1 (d), A religious organization that participates in the Department-funded programs or services will retain its independence from Federal, State, and local government, but may not use direct financial assistance from the Department to support any inherently religious activities, such as worship, religious instruction, or proselytization.

Appendix D

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