

ANNUAL REPORT TO CONGRESS

Office of Refugee Resettlement
Fiscal Year 2018



ADMINISTRATION FOR
CHILDREN & FAMILIES

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ACRONYMS AND ABBREVIATIONS

ASR	Annual Survey of Refugees
CMA	Cash and Medical Assistance
DHS	U.S. Department of Homeland Security
ECBO	Ethnic Community-Based Organization
IDA	Individual Development Account
MED	Microenterprise Development Program
MG	Matching Grant
ORR	Office of Refugee Resettlement
PC	Preferred Communities
RCA	Refugee Cash Assistance
RAPP	Refugee Agricultural Partnership Program
RHP	Refugee Health Promotion Grant
RMA	Refugee Medical Assistance
SIV	Special Immigrant Visa Holder
SNAP	Supplemental Nutrition Assistance Program
SOT	Survivors of Torture Program
SSI	Supplemental Security Income
TAG	Targeted Assistance Grant
TANF	Temporary Assistance for Needy Families
UAC	Unaccompanied Alien Children
URM	Unaccompanied Refugee Minors

EXECUTIVE SUMMARY

The Annual Report to Congress for fiscal year (FY) 2018 was prepared in accordance with the Refugee Act of 1980. The report presents the activities, expenditures, and policies of the Office of Refugee Resettlement (ORR) and information about the individuals receiving ORR benefits and services. A summary of the information contained in this report is outlined below.

Refugee Resettlement Program

- ORR's funding level for the Refugee Resettlement Program, which is part of a lump sum appropriation, was \$537,936,000.
- In FY 2018, ORR served 22,491 refugee arrivals from 73 countries. The most common country of birth¹ for refugees was the Democratic Republic of Congo.
- Refugees arrived in 48 states and the District of Columbia. Texas and Washington resettled the largest number of refugees.
- The Unaccompanied Refugee Minors (URM) Program served 1,966 youth, including 333 new enrollees.

Unaccompanied Alien Children (UAC) Program

- ORR's funding level for the UAC Program, which is part of a lump sum appropriation, was \$1,303,245,000.²
- ORR served 49,100 UAC referred to its care by the U.S. Department of Homeland Security (DHS).
- The majority of UAC placed in ORR custody were from three Central American countries: Guatemala, El Salvador, and Honduras.
- ORR released UAC to sponsors residing in 49 states, the District of Columbia, and Puerto Rico.

¹ORR uses the generally recognized term "country of birth." However, the data on "country of birth" comes from the U.S. Department of State database, which calculates data by "country of chargeability." The country of chargeability is the independent country to which a refugee entering the United States under a ceiling is accredited by the U.S. Department of State. Chargeability is usually determined by country of birth, although there may be exceptions.

²The amount is the enacted appropriations level. Funding levels do not include any prior year funding or transfers to ORR available during FY 2018.

Policy, Research, and Evaluation

- ORR conducted onsite monitoring in 24 states and the District of Columbia.
- ORR completed the Annual Survey of Refugees, which tracks progress refugees make during their first 5 years in the United States.
- ORR also began a multiyear descriptive study of the URM program, in partnership with the U.S. Department of Health and Human Services (HHS), Administration for Children and Families (ACF), Office of Planning, Research, and Evaluation (OPRE).

STATUTORY REQUIREMENT

The Refugee Act requires the preparation of a report to Congress addressing the activities, expenditures, and policies of ORR and the characteristics of refugees.³ Specifically, the Act calls for the following information:

- (1) Employment and labor force statistics for refugees who entered the United States in the preceding 5 fiscal years and for refugees who entered earlier who are disproportionately dependent on welfare;
- (2) A description of the extent to which refugees received refugee resettlement assistance or services during the preceding 5 fiscal years;
- (3) A description of the geographic location of refugees;
- (4) A summary of the results of the monitoring and evaluation conducted during the fiscal year;
- (5) A description of the activities, expenditures, and policies of ORR and the activities of states, voluntary agencies, and sponsors;
- (6) A description of the director's plans for improvement of refugee resettlement;
- (7) Evaluations of the extent to which the services provided are assisting refugees in achieving economic self-sufficiency, achieving ability in English, and achieving employment commensurate with their skills and abilities;
- (8) Evaluations of the extent to which any fraud, abuse, or mismanagement has been reported in the provisions of services or assistance;
- (9) A description of medical assistance provided by the director to refugees who do not qualify for the state's Medicaid program;
- (10) A summary of the location and status of unaccompanied refugee children admitted to the United States; and
- (11) A summary of the information compiled and an evaluation regarding applications for adjustment of status.

Additionally, the William Wilberforce Trafficking Victims Protection Reauthorization Act of 2008⁴ requires the following: "The Secretary of Health and Human Services shall submit a report describing the activities undertaken by the Secretary to authorize the appointment of independent Child Advocates for trafficking victims and vulnerable unaccompanied alien children to the Committee on the Judiciary of the Senate and the Committee on the Judiciary of the House of Representatives."

³ See Pub. L. 96-212, 8 U.S.C. § 1523.

⁴ 8 U.S.C. 1232(c)(6)(D)

Appropriations

The total enacted appropriation for ORR in FY 2018 was \$1,841,181,000. This includes \$537,936,000 to support the Refugee Resettlement Program and the Survivors of Torture Program and \$1,303,245,000 for the UAC Program. Table 1 provides ORR's funding by program.

Table 1: FY 2018 ORR Funding by Program⁵

PROGRAM	AMOUNT
Transitional and Medical Services	\$320,000,000
Cash and Medical Assistance	
Wilson/Fish Program	
Matching Grant	
Refugee Support Services	\$207,201,000
Ethnic Community Self-Help Program	
Refugee Family Child Care Microenterprise Program	
Individual Development Account Program	
Microenterprise Development Program	
Preferred Communities Program	
Refugee Agricultural Partnership Program	
Refugee Family Child Care Microenterprise Program	
Refugee Mental Health Technical Assistance Project	
Refugee School Impact Program	
Services to Older Refugees Program	
Technical Assistance Grants	
Refugee Health Promotion Program	
Survivors of Torture Program	\$10,735,000
Unaccompanied Alien Children Program	\$1,303,245,000
TOTAL	\$1,841,181,000

⁵The amount is the enacted appropriation level. Funding levels do not include any prior year funding or transfers to ORR available during FY 2018.

INTRODUCTION

The Office of Refugee Resettlement (ORR) at the Administration for Children and Families (ACF) in the U.S. Department of Health and Human Services (HHS) serves refugees, asylees, Cuban and Haitian entrants, certain Special Immigrant Visa holders, Amerasians, victims of human trafficking, and Unaccompanied Alien Children (UAC). ORR promotes their economic and social well-being by providing these arrived populations with critical resources.

The Refugee Resettlement Program creates a path to self-sufficiency and integration for people displaced by war, persecution, and devastating loss. The first step on this path is helping refugees and other populations served by the program achieve economic self-sufficiency through ORR-funded employment services. Employment services equip ORR-served populations with skills, knowledge, and opportunities to succeed in the U.S. labor market. Social service programs build on the strengths of ORR-served populations as they continue on the path to becoming fully integrated members of their communities.

ORR also cares for UAC who are without lawful immigration status and without a parent or legal guardian. The UAC Program provides these children with a safe environment and client-focused care to better their opportunities for success both while in care and upon discharge from the program.

Highlights from FY 2018

In FY 2018, ORR created Refugee Support Services (RSS), a new program pursuant to section 412(c)(1) of the Immigration and Nationality Act that replaces three separate budgetary line items: refugee social services, formula and discretionary Targeted Assistance Grants (TAG), and the Refugee Health Promotion Program (RHP) with one budget item for RSS. RSS provides grantees with more flexibility in allocating funding for services to ORR-served populations.

ORR also funded two new programs in FY 2018. The Youth Mentoring Program is a new RSS program to ensure a positive path towards social and economic integration for refugees ages 15 to 24. Utilizing a mentorship model, the goals of the program are to (1) promote positive civic and social engagement, and (2) support individual educational and vocational advancement. Refugee Career Pathways is a grant program designed to enable refugees who arrive to the United States with skills and employment or educational certificates from their home countries to have access to additional employment support.

In FY 2018, ORR discontinued its Cuban/Haitian Social Services Set-Aside Program due to the dramatic drop in the number of Cuban entrants. Despite this change, Cuban and Haitian entrants remain eligible for ORR benefits and services.

During this reporting period, ACF's repatriation program moved from ORR to the Office of Human Services Emergency Preparedness and Response in light of the program's mission of providing emergency response operations.

ORR provided important training and technical assistance to state refugee coordinators and other stakeholders through in-depth training on ORR programs, sharing of promising practices, and training to increase capacity for responding to the mental health needs of refugees.

In FY 2018, Missouri withdrew from administration of the Refugee Resettlement Program. ORR assisted the

state with its withdrawal from the program and selected a well-qualified, private, nonprofit agency as a replacement designee for the state.

ORR continued to meet its mission of providing safe and timely release to thousands of children who enter the United States unaccompanied through its extensive network of care providers.

This report demonstrates how ORR continues to identify innovative service delivery methods, apply effective monitoring approaches, and track trends to make data-driven decisions to best support populations served by ORR programs.

THE ANNUAL SURVEY OF REFUGEES

Since 1980, ORR has conducted the Annual Survey of Refugees (ASR) in order to provide data for its annual report to Congress and also to strengthen understanding of refugees' economic self-sufficiency and integration during their early years of resettlement. Refugees are the only ORR-eligible population who participate in the ASR.

Data from the 2018 ASR highlights refugees' progress toward self-sufficiency during their initial five years in the United States. In 2016, HHS began a multiyear effort to improve the quality and efficiency of the ASR. These changes mean that estimates produced by the 2018 ASR are not directly comparable to estimates prior to 2016. See Appendix B for more information, including an overview of key improvements to survey design and administration implemented beginning with the 2016 ASR.

Respondents to the ASR were drawn from the population of refugees arriving in the United States during the five preceding federal FYs 2013–2017 (October 1, 2012, to September 30, 2017). At the time of the survey field period, eligible refugees had lived in the United States between 1.5 years and 6.5 years.

The overall response rate for the 2018 ASR was 21 percent. While substantial resources are dedicated to obtaining valid contact information for all members of the target sample, as in past years, 32 percent of non-response to ASR 2018 is due to insufficient or outdated contact information.

The principal driver of the lower response rate in 2018 was the increased number of sampled individuals (40 percent) failing to pick up the phone, despite available phone numbers. Conditional on successful telephone contact, 75 percent of sampled individuals completed a survey during ASR 2018.

It is important to note that the demographic characteristics (educational attainment, work experience, English language ability, and resettlement location) of refugees vary somewhat from year to year. This means that differences between arrival cohorts shape future outcomes. Data about FY 2013 entrants in the first quarter of 2019 are not a clear prediction of what FY 2017 entrants will achieve after five years in the United States. Each entry cohort's family composition, education, language skills, work experience, and community placement may all shape its trajectory in the United States.

The 2018 ASR sampled heads of refugee households. The information collected in the ASR is self-reported by the respondents. For each adult member of responding households, the ASR collects basic demographic information such as age, level of education, English language proficiency and training, job training, labor force participation, work experience, and barriers to employment. Other data are collected by family unit,

including information on housing, income, and utilization of public benefits.⁶

Throughout this report, results of the survey are broken out by topic (self-sufficiency, education, employment, etc.) to show the link with ORR program goals. All information from ASR is indicated with a “Results from the FY 2018 ASR” flag to differentiate the information from the program updates.

Interpreting the Precision of Estimates from the Annual Survey of Refugees

All tables from the Annual Survey of Refugees include both *point estimates and margins of error* (MOE) for refugees arriving during FY 2013 through FY 2017. Since the ASR is a sample survey, a degree of uncertainty accompanies all point estimates. The MOE is the amount to be added and subtracted from the point estimate to create a 95 percent confidence interval. A *95 percent confidence interval* means that if the survey were repeated many times, the true population value would be included in the confidence intervals 95 percent of the time. When the confidence intervals of two point estimates do not overlap, the difference is *statistically significant* at a .05 level. All group differences highlighted in the report text are statistically significant.

The footnotes to each table provide definitions of terms, information about missing data, and whether estimates refer to individual refugees or refugee households. This important information is intended to aid interpretation of the table.

Not all results are statistically significantly different.

⁶See Appendix B for more information on the ASR, including important information about data quality.

REFUGEE RESETTLEMENT PROGRAM

The Refugee Resettlement Program creates a foundation for new arrivals to achieve their full potential in the United States. States and nonprofit agencies administer grants that provide refugees and other ORR-served populations time-limited health coverage, cash assistance, employment services, and English language training to facilitate both their initial resettlement and successful transition to life in the United States. ORR provides funding to ethnic community-based organizations (ECBOs), nonprofit agencies, and resettlement agencies for additional specialized programs that further promote employment, economic development, and integration.

Profile of Populations

ORR’s Refugee Resettlement Program serves refugees, asylees, Cuban and Haitian entrants, certain Special Immigrant Visa holders, Amerasians, and victims of trafficking. All of these populations are eligible for ORR refugee benefits and services.⁷ In FY 2018, 92,889 new arrivals were eligible for ORR refugee benefits and services. Refugees and asylees accounted for 24 percent and 44 percent of these arrivals, respectively.

Table 2: Number of Arrivals Eligible for ORR Refugee Benefits and Services in FY 2018

POPULATION	NUMBER	PERCENTAGE OF TOTAL ARRIVALS
Refugees	22,491	24%
Asylees	41,121	44%
Cuban and Haitian Entrants	16,176	18%
Special Immigrant Visa Holders	12,209	13%
Victims of Trafficking	892	1%
TOTAL	92,889	100%

Note: Amerasians are included in the number of refugees.

Source: ORR’s Refugee Arrivals Data System. Data as of September 4, 2019.

Populations Served by ORR

Refugees. A refugee is any person who is outside any country of such person’s nationality or, in the case of a person having no nationality, is outside any country in which such person last habitually resided, and is unable or unwilling to return to, and is unable or unwilling to avail himself or herself of the protection of that country because of persecution or a well-founded fear of persecution on account of race, religion, nationality, membership in a particular social group, or political opinion.⁸

⁷ Unless otherwise noted in this report, ORR uses the terms “refugee” and “ORR-served population” to describe all populations eligible to receive ORR refugee services and benefits.

⁸ “Refugee” is defined under the Immigration and Nationality Act (8 U.S.C. § 1101(a)(42)(A)).

The U.S. Department of Homeland Security (DHS) approves an individual's refugee status overseas. The U.S. Department of State oversees refugees' travel to and placement within the United States, and supports their initial 30–90 days of resettlement in their new communities. Resettlement agencies and ORR then support their longer-term resettlement and integration into the United States. Refugees are eligible to receive ORR refugee benefits and services from the first day they arrive in the United States, and are eligible to become naturalized citizens after 5 years.

Asylees. Asylees do not enter the United States as refugees, but may enter on their own as students, tourists, business professionals, or as unauthorized individuals. Each asylee must meet the legal definition of a refugee to qualify for a grant of asylum.⁹ Once in the United States, or at a land border or port of entry, they apply for asylum. Asylees are eligible for ORR refugee benefits and services beginning on the date of the final grant of asylum.

Cuban and Haitian Entrants. Cuban and Haitian entrants¹⁰ are Cuban or Haitian nationals who are granted parole status as a Cuban/Haitian entrant,¹¹ or are in removal proceedings,¹² or have an application for asylum pending. Cuban and Haitian entrants became eligible for ORR benefits and services under the Refugee Education Assistance Act of 1980. Cuban and Haitian entrants are eligible for ORR refugee benefits and services from the first month in which an entrant meets the definition of Cuban and Haitian entrant and has documentation indicating that the entrant (1) has been granted parole; (2) is in voluntary departure status; or (3) is known by DHS as residing in a community in the United States.

Iraqi and Afghan Special Immigrant Visa (SIV) Holders. Some SIV holders are individuals from Iraq and Afghanistan who assisted the U.S. government or U.S. military forces overseas. The U.S. Department of State grants them Special Immigrant Visas overseas, then DHS admits them to the United States in the status of Iraqi or Afghan Special Immigrant.¹³ As with refugees, the Department of State, in conjunction with resettlement agencies and ORR, assists with the resettlement and integration of SIV holders into the United States. Iraqi and Afghan SIV holders are eligible for ORR refugee benefits and services from the first day they arrive in the United States.

Amerasians. Amerasians are persons fathered by a U.S. citizen and born in Vietnam after January 1, 1962, and before January 1, 1976.¹⁴ Amerasians are eligible for ORR refugee benefits and services beginning on the date of their entry into the United States.

⁹ Asylum procedures are outlined in the Immigration and Nationality Act (8 U.S.C. § 1158).

¹⁰ See Pub. L. 96-422 for ORR authorities related to Cuban and Haitian entrants.

¹¹ Section 212(d)(5) of the Immigration and Nationality Act provides DHS with discretion to parole an individual into the United States temporarily under certain conditions on a case-by-case basis.

¹² The U.S. Department of Justice conducts administrative court proceedings, called removal proceedings, to decide whether foreign-born individuals who are charged by DHS with violating immigration law should be ordered removed from the United States or should be granted relief or protection from removal and be permitted to remain in the United States.

¹³ Iraqi and Afghan SIVs became eligible for refugee benefits and services for up to 6 months pursuant to the Consolidated Appropriations Act of 2008 (Pub. L. 110-161). Iraqi and Afghan refugee SIVs became eligible for ORR benefits and services for the same time period as refugees (up to 8 months) with the Department of Defense Appropriations Act, 2010 (Pub. L. 111-118).

¹⁴ Amerasians are admitted to the United States as immigrants pursuant to section 584 of the Foreign Operations, Export Financing, and Related Programs Appropriations Act, 1988 (Pub. L. 100-202).

Victims of Trafficking. Victims of severe forms of trafficking in persons who are not U.S. citizens or lawful permanent residents and who have been certified or provided a letter of eligibility from HHS are eligible for federal and state benefits and services to the same extent as a refugee.¹⁵ Eligibility for ORR-funded benefits for refugees begins on the effective date in the certification or letter of eligibility.

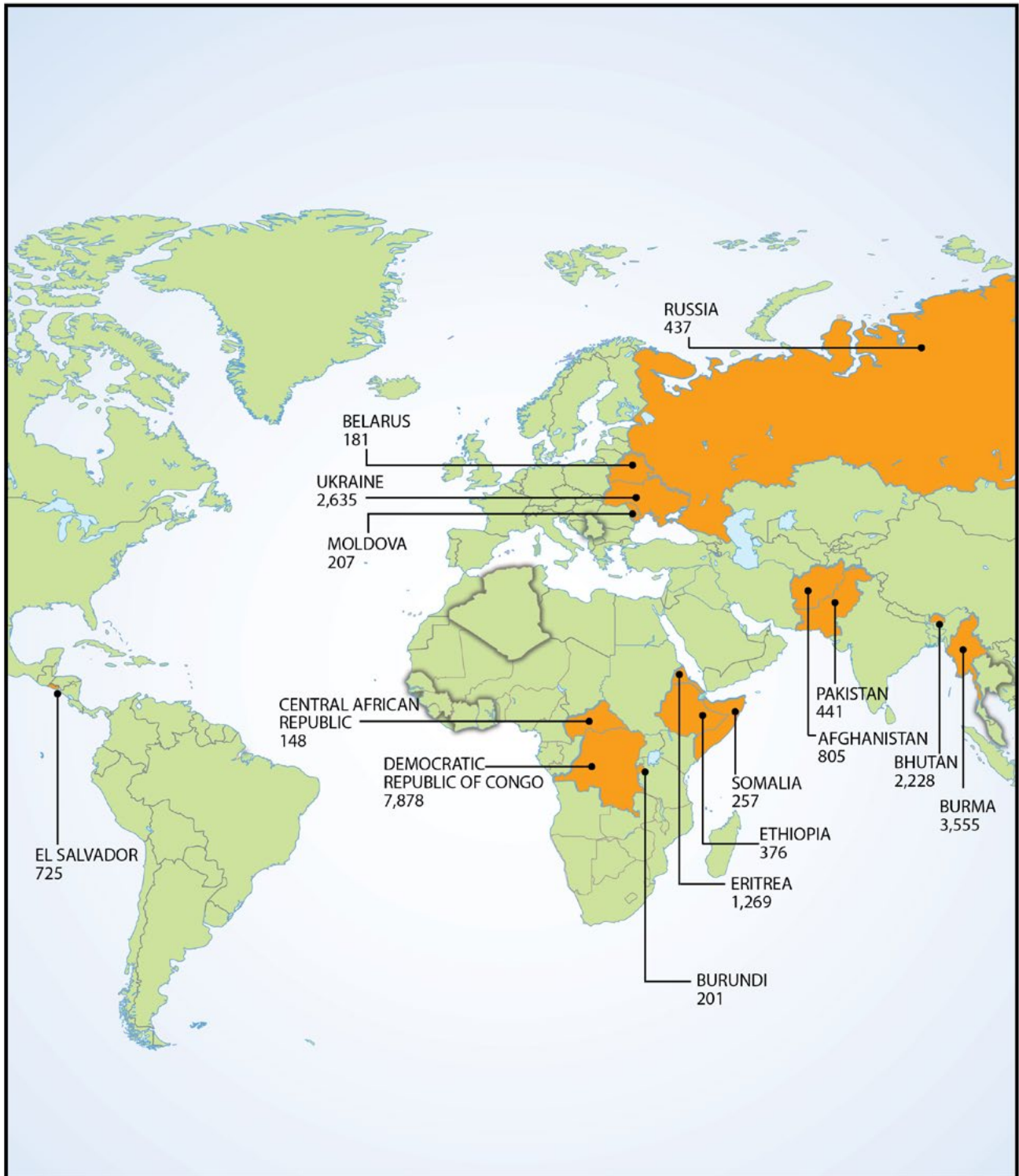
Refugee Arrivals

ORR served 22,491 refugee arrivals from 73 countries in FY 2018. The top 15 countries accounted for 95 percent of refugee admissions. The most common country of origin for refugees in FY 2018 was the Democratic Republic of Congo, which accounted for 35 percent of admissions.

Figure 1 provides refugee admissions for FY 2018 by country for the top 15 countries.

¹⁵ Victims of Trafficking and Violence Protection Act of 2000, Pub. L. No. 106-386, as amended, 22 U.S.C. § 7105(b) (1) (A) and (C).

Figure 1: FY 2018 Refugee Admissions by Country, Top 15 Countries



Source: U.S. Department of State's Worldwide Refugee Admissions Processing System

In FY 2018, refugees arrived in the District of Columbia and every state, with the exception of Hawaii and Wyoming.¹⁶ Texas and Washington resettled the largest number of refugees, each representing more than 7 percent and more than 6 percent of total admissions, respectively. Table 3 provides the FY 2018 refugee arrivals by state.

Table 3: Refugees by State of Arrival in FY 2018

STATE	NUMBER OF REFUGEES	PERCENTAGE OF TOTAL NUMBER OF REFUGEES
Alabama	38	0.17%
Alaska	42	0.19%
Arizona	998	4.44%
Arkansas	57	0.25%
California	1,370	6.09%
Colorado	486	2.16%
Connecticut	156	0.69%
Delaware	21	0.09%
District Of Columbia	13	0.06%
Florida	591	2.63%
Georgia	837	3.72%
Idaho	360	1.60%
Illinois	707	3.14%
Indiana	493	2.19%
Iowa	542	2.41%
Kansas	383	1.70%
Kentucky	896	3.98%
Louisiana	28	0.12%
Maine	62	0.28%
Maryland	465	2.07%
Massachusetts	464	2.06%
Michigan	651	2.89%
Minnesota	717	3.19%
Mississippi	3	0.01%
Missouri	482	2.14%
Montana	115	0.51%
Nebraska	339	1.51%
Nevada	213	0.95%
New Hampshire	162	0.72%

¹⁶ Wyoming does not have a Refugee Resettlement Program, and no refugees arrived to the state of Hawaii in FY 2018.

STATE	NUMBER OF REFUGEES	PERCENTAGE OF TOTAL NUMBER OF REFUGEES
New Jersey	162	0.72%
New Mexico	65	0.29%
New York	1,281	5.70%
North Carolina	934	4.15%
North Dakota	165	0.73%
Ohio	1,408	6.26%
Oklahoma	92	0.41%
Oregon	437	1.94%
Pennsylvania	906	4.03%
Rhode Island	86	0.38%
South Carolina	108	0.48%
South Dakota	205	0.91%
Tennessee	422	1.88%
Texas	1,692	7.52%
Utah	320	1.42%
Vermont	133	0.59%
Virginia	435	1.93%
Washington	1,544	6.86%
West Virginia	1	0.00%
Wisconsin	404	1.80%
TOTAL	22,491	100.00%

Note: Wyoming does not have a Refugee Resettlement Program, and no refugees arrived to the State of Hawaii in FY 2018.

Source: U.S. Department of State's *Worldwide Refugee Admissions Processing System*.

Table 4 lists the 10 states that received the most refugee arrivals.

Table 4: Top 10 States for FY 2018 Refugee Arrivals

STATE	NUMBER OF REFUGEES	TOTAL STATE POPULATION
Texas	1,692	28,701,845
Washington	1,544	7,535,591
Ohio	1,408	11,689,442
California	1,370	39,557,045
New York	1,281	19,542,209
Arizona	998	7,171,646
North Carolina	934	10,383,620
Pennsylvania	906	12,807,060
Kentucky	896	4,468,402
Georgia	837	10,519,475

Source: U.S. Department of State's *Worldwide Refugee Admissions Processing System*; U.S. Census Bureau: *2018 National and State Population Estimates*.

Program Administration

ORR allocates funds to states and private, nonprofit organizations to provide cash and medical assistance and social services to eligible populations. Each state, regardless of the administration structure, has a state refugee coordinator and, in most cases, a state refugee health coordinator who oversee the administration and coordination of these services.

The following outlines the various structures for how the refugee program is administered at the state level:

1. **State-Administered Programs** — 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 to help refugees obtain employment and achieve economic self-sufficiency and social integration as quickly as possible.
2. **Public-Private Partnership (PPP)** — The PPP Program provides states the option to enter into partnership with local affiliates of the national resettlement agency for the provision of Refugee Cash Assistance (RCA). Services provided to recipients of RCA in the public-private program may be provided by the local resettlement agencies that administer the public-private RCA program or by other refugee service agencies. The objectives of a PPP model are to create a more effective and better quality resettlement program while maintaining state responsibility for policy and administrative oversight. States that choose this option enter into a partnership (through a grant or contract) with local resettlement agencies.¹⁷ Prior to establishing a PPP program, the state must engage in a planning and consultation process with local agencies in the state to create a plan

¹⁷See 45 CFR § 400.56.

that describes the program's requirements, eligibility standards, and services.¹⁸

During FY 2018, three states operated a PPP program: Maryland, Minnesota, and Oklahoma.

3. **Replacement Designee** — ORR regulations authorize the ORR director to designate a replacement agency to maintain services in the event a state requests to withdraw from administering the refugee resettlement program. According to federal regulations, in the event of a withdrawal, the state must provide 120 days advance notice to the ORR director to ensure there is no disruption in benefits or services. The replacement designee provides the same benefits and services and is subject to the same requirements as a state.

In FY 2018, Missouri withdrew from the Refugee Resettlement Program. Upon that withdrawal, there were replacement designees administering the Refugee Resettlement Program in the states of Kansas, Maine, Missouri, New Jersey, and Texas (which has four regional replacement designees).

A Medical replacement designee, the United States Committee for Refugees and Immigrants, administered all or part of the health-related elements of the Refugee Resettlement Program in Kansas, Maine, Missouri, Tennessee, and Texas during FY 2018.

In FY 2018, the United States Conference of Catholic Bishops served as the replacement designee for the URM and Refugee School Impact (RSI) Programs in Texas.

Wilson/Fish Alternative Program

The Wilson/Fish Alternative Program is another alternative to the traditional Refugee Resettlement Program administered by states for providing cash and medical assistance and social services to refugees and other ORR-served populations.

In 1984, Senator Pete Wilson of California and Congressman Hamilton Fish of New York sponsored an amendment to the Immigration and Nationality Act to allow state and federal agencies to coordinate pilot programs tailored to the requirements of the local communities that were resettling refugees. The amendment was designed to encourage refugee self-sufficiency and employment and avoid dependence on public benefits.¹⁹

In most Wilson/Fish programs, private nonprofit organizations, as opposed to states, apply for grants to run the Refugee Resettlement Program. In some cases, a state may elect to use the Wilson/Fish model if it determines the traditional Refugee Resettlement Program is not the best mechanism to meet the needs of ORR-served populations in the state.²⁰ Colorado and Massachusetts have elected to implement a Wilson/Fish program in their states instead of the traditional Refugee Resettlement Program.

The Wilson/Fish Alternative Program promotes coordination among resettlement agencies and emphasizes early employment and self-sufficiency through the following strategies:

¹⁸ See 45 CFR § 400.57.

¹⁹ See 130 Cong. Rec. 28,363 (October 2, 1984).

²⁰ The Wilson/Fish Amendment to the Immigration and Nationality Act authorizes the use of alternative programs in the provision of refugee resettlement assistance and services (Pub. L. 98-473; 8 U.S.C. § 1522(e)(7)).

- Creating a “front-loaded” service system, which provides intensive services to ORR-served populations in the early months after arrival;
- Integrating case management, cash assistance, and employment services under a single agency that is culturally and linguistically equipped to work with refugees and other ORR-served populations; and
- Using innovative strategies for the provision of cash assistance, including incentives, bonuses, and disregarding employment earnings from eligibility determinations for a limited time, which are tied directly to the achievement of employment goals outlined in client self-sufficiency plans.

For FY 2018, ORR awarded \$14,754,455 to 12 statewide Wilson/Fish programs in Alabama, Alaska, Colorado, Idaho, Kentucky, Louisiana, Massachusetts, Nevada, North Dakota, South Dakota, Tennessee, and Vermont and to one county program in San Diego, California. Table II-1 in Appendix A shows the FY 2018 Wilson/Fish grantees; Table II-2 shows state oversight for FY 2018.

Core Benefits and Services

ORR’s core services assist refugees and other ORR-served populations to successfully resettle and achieve self-sufficiency. Core services quickly connect new arrivals to the workforce while offering social services that focus on employment-related services, English language classes, and case management. As described below, these benefits and services include time-limited cash assistance, health coverage, interpretation and translation services, school activities, and other programs that address barriers to employment.

Cash and Medical Assistance

ORR provides time-limited benefits and services to eligible ORR-served populations through Cash and Medical Assistance (CMA) grants to states. CMA grants provide cash assistance, health coverage, and domestic medical screenings to identify and treat diseases of public health concern and medical conditions. CMA also provides funding for the URM Program.

ORR-served populations are eligible to qualify for the same federal benefits as U.S. citizens, with some limits.²¹ ²² These federal benefits include Temporary Assistance for Needy Families (TANF), Medicaid, Children’s Health Insurance Program, and Supplemental Security Income (SSI). Table II-3 in Appendix A shows CMA grantees.

Results from the Annual Survey of Refugees

Core Benefits and Services

Table 5 presents information about refugee households’ receipt of public benefits in the year prior to the survey. Table 5 displays estimates for the whole population entering between FY 2013 and FY 2017 and estimates of benefits use for arrival cohorts.

²¹The Personal Responsibility and Work Opportunity Reconciliation Act (Pub. L. 104-193; 8 U.S.C. § 1612) establishes eligibility restrictions for federal benefits.

²²Refugees, asylees, aliens whose deportation is being withheld, Amerasians, and Cuban/Haitian entrants are eligible for SSI, SNAP, and Medicaid for 7 years and TANF for 5 years after the date of entry or grant of status unless naturalized. See 8 U.S.C. § 1612.

Estimates presented in Table 5 show that 23 (+/-2.4) percent of refugee households reported receiving cash assistance in the year prior to the survey from at least one source: TANF, RCA, SSI, or General Cash Assistance. Refugee families residing in the United States longer are less likely to receive cash benefits than new arrivals in general.

Receipt of non-cash assistance was generally higher than cash assistance. This is likely because Medicaid and Supplemental Nutrition Assistance Program (SNAP) have wider income eligibility and can include households without children. SNAP receipt is also significantly lower between refugees entering during FY 2013–FY 2014 and the most recent arrivals.

Table 5: Refugee Public Benefits Utilization by Arrival Cohort

	FY 2013– FY 2014	FY 2015– FY 2016	FY 2017	ALL
Years in United States at Time of Survey Administration	4.5 to 6.5	2.5 to 4.5	1.5 to 2.5	
<i>Number of Households</i>	514	499	501	1,514
Receiving Cash Assistance				
Any Type of Cash Assistance ^a	23.6% ^b	21.5%	25.3%	23.0%
(MOE %)	(3.7%)	(3.0%)	(3.4%)	(2.4%)
Temporary Assistance for Needy Families (TANF)	3.1%	3.2%	8.0%	3.9%
(MOE %)	(2.0%)	(1.9%)	(2.5%)	(1.3%)
Refugee Cash Assistance (RCA)	1.4%	3.6%	4.0%	2.7%
(MOE%)	(1.3%)	(2.2%)	(1.9%)	(1.1%)
Supplemental Security Income (SSI)	18.5%	14.7%	14.0%	16.3%
(MOE%)	(3.7%)	(2.7%)	(2.9%)	(2.1%)
General assistance	2.8%	3.2%	2.8%	3.0%
MOE %	(1.4%)	(1.7%)	(1.4%)	(1.1%)
Receiving Non-Cash Assistance				
Supplemental Nutrition Assistance Program (SNAP)	44.5%	50.9%	52.5%	48.4%
(MOE%)	(3.9%)	(4.1%)	(4.6%)	(1.7%)
Housing Assistance	34.2%	34.3%	33.4%	34.1%
(MOE%)	(3.7%)	(4.0%)	(4.4%)	(2.2%)
<i>Number of Individuals Ages 18 or Older</i>	955	969	983	2,907

	FY 2013– FY 2014	FY 2015– FY 2016	FY 2017	ALL
Medicaid/Refugee Medical Assistance (RMA)	35.5%	38.1%	51.9%	39.0%
(MOE%)	(5.2%)	(5.1%)	(5.3%)	(3.4%)

^a In order to use as much information as possible, receipt of any type of cash assistance was imputed for households when one, two, or three responses were missing among the four cash assistance programs.

^b Cell entries represent the percentage of households receiving each type of public assistance.

Notes: Comparisons are available for select sources of cash and non-cash assistance. In order to contextualize these results, we provide reference information here: Nationally, 19 percent of households with income below the poverty level receive SSI and/or public assistance income (American Community Survey 2017, Table C17015, 1-year estimate, using <https://data.census.gov/cedsci/table?q=American%20Community%20Survey%202017,%20Table%20C17015,%201-year%20estimate&hidePreview=false&tid=ACSDT1Y2017.C17015&y=2017&vintage=2017>).

Nationally, 43 percent of households with income below the poverty level receive SNAP benefits (American Community Survey 2017, Table S2201, 1-year estimate, using <https://data.census.gov/cedsci/all?q=American%20Community%20Survey%202017,%20Table%20S2201,%201-year%20estimate&hidePreview=false&tid=ACSST1Y2017.S2201&y=2017>). Respondents who reported that anyone in their household had received either TANF, RCA, SSI, or general assistance in the previous 12 months were considered to receive any type of cash assistance. “Don’t Know” and refusals to respond were excluded from tabulations and total as follows: TANF: 69 responses; RCA: 77 responses; SSI: 66 responses; general assistance: 82 responses; SNAP: 16 responses; housing assistance: 298 responses; Medicaid/RMA receipt: 182 responses. Note that reported numbers of households include “Don’t Know” and refusals to respond since each row reports on a different question with different missing data totals. Figures refer to self-reported characteristics of refugees. Margin of error (MOE%) represents the half-width of a 95% confidence interval (i.e., the amount you add and subtract from the point estimate to create a 95% confidence interval).

Data on Medicaid/RMA receipt refers to individuals ages 18 or older, while the other responses were collected at the household level.

Source: 2018 ORR Annual Survey of Refugees. Data refer to refugee households in the 5-year population consisting of refugees of all nationalities who arrived in the United States during the period from October 1, 2012, to September 30, 2017.

Table 6 reports information about household and personal sources of income by fiscal year of refugees’ arrival. Cohorts residing in the United States longer are more likely to rely on earned income. More households report earnings as their only source of income among FY 2013–FY 2014 arrivals than among households arriving in FY 2017 (20.0 [+/-3.5] percent vs. 13.0 [+/-3.7] percent).

Table 6: Refugee Household and Personal Sources of Income, by Arrival Cohort

	FY 2013– FY 2014	FY 2015– FY 2016	FY 2017	ALL
Years in United States at Time of Survey Administration	4.5 to 6.5	2.5 to 4.5	1.5 to 2.5	
Number of Households	511	498	498	1,507
Household Sources of Income				
Public Assistance Only	2.4%	0.4%	1.0%	1.3%
(MOE %)	(1.4%)	(0.7%)	(0.8%)	(0.7%)
Earnings Only	20.0%	17.3%	13.0%	17.8%
(MOE %)	(3.5%)	(3.7%)	(3.7%)	(2.3%)
Public Assistance and Earnings	29.1%	31.1%	26.2%	29.5%

	FY 2013– FY 2014	FY 2015– FY 2016	FY 2017	ALL
(MOE %)	(4.6%)	(3.8%)	(5.5%)	(2.4%)
Neither Earnings nor Public Assistance	1.0%	0.0%	0.0%	0.4%
(MOE %)	(0.9%)	(0.0%)	(0.0%)	(0.4%)
Public Assistance and Missing Information on Earnings	33.4%	35.7%	41.4%	35.6%
(MOE %)	(3.0%)	(3.8%)	(4.2%)	(2.0%)
Earnings and Missing Information on Public Assistance	0.4%	0.4%	0.2%	0.4%
(MOE %)	(0.6%)	(0.8%)	(0.4%)	(0.4%)
No Public Assistance and Missing Information on Earnings	13.7%	15.2%	18.0%	15.0%
(MOE %)	(4.1%)	(2.3%)	(3.8%)	(2.1%)
TOTAL	100%	100%	100%	100%
Hourly Wages Earned by Employed Individuals				
<i>Number of Individuals Reporting Wage</i>	418	453	448	1,319
Mean Hourly Wages Earned at Current Job	\$13.46	\$13.18	\$12.29	\$13.16
(MOE)	(\$0.44)	(\$0.43)	(\$0.42)	(\$0.28)

Note: Public benefits receipt was reported at the household level. If at least one member of the household received one or more benefit in the previous 12 months (Temporary Assistance for Needy Families, Refugee Cash Assistance, Supplemental Security Income, general assistance, Supplemental Nutrition Assistance Program, or housing assistance) the household was considered to receive public assistance (N=1,065). Households reporting no public assistance and two or fewer missing responses were considered to not receive public assistance (N=437). Otherwise, if no benefits receipt was reported and more than two responses to the public assistance questions were missing, household public assistance receipt was considered missing (N=5). No imputation was conducted.

Respondents reported annual income for each adult refugee in the household. Households where any adult earned \$800 or more were coded as earning income (N=706). Households reporting no individual incomes exceeding \$800 and no missing responses were considered to not receive income from earnings (N=27). If no members earned more than \$800 and any adult was missing earnings information, household earnings was coded missing (N=775). One household reported not receiving earnings and was missing information on public assistance. Seven households were missing information for both public assistance receipt and earnings. Excluded from tabulations on hourly wages were 333 “Don’t Know” responses and refusals to respond. Responses to “hourly mean wages” were adjusted: 2 percent of responses were re-coded to a value of \$25, which represents the 98th percentile of responses.

Figures refer to self-reported characteristics of refugees. MOE% represents the half-width of a 95% confidence interval (i.e., the amount you add and subtract from the point estimate to create a 95 percent confidence interval). **Source:** 2018 ORR Annual Survey of Refugees. Data refer to household members in the 5-year population consisting of refugees who arrived during the period from October 1, 2012, to September 30, 2017. Data on hourly wages refers to individuals ages 18 or older who are employed.

Employment and Economic Development

Full employment is among the most important steps for refugees and other ORR-served populations on the path to self-sufficiency and full integration into American society. Employment-related programs help ORR-served populations maintain employment, navigate a new labor market, and obtain new certifications and credentials as needed. ORR supports employment services, economic development programs, and case management through funding to states, resettlement agencies, and ECBOs.

Refugee Support Services

ORR provides RSS funding to states, resettlement agencies, and replacement designees to support employment services and programs to address employment barriers, such as social adjustment and integration, interpretation and translation, child care, and citizenship and naturalization.

Under the new RSS Program, ORR continues to fund the services that Refugee Social Services and TAG supported. Refugee Social Services and TAG funding supported employment services and programs to address employment barriers, such as social adjustment, interpretation and translation, child care, and citizenship and naturalization.

Grantees that previously received Refugee Social Services and TAG grants experienced two primary changes to the allocation of funding. First, ORR no longer allocates funds for certain counties as was done under the formula TAG program and only allocates funds to states. This means that states are now able to decide how to distribute funds based on arrival patterns, allowing for more flexibility.

Second, in FY 2018, ORR determined funding levels based on the number of arrivals during the previous 12 months instead of the previous 24 months. By allocating money based on the previous fiscal year, rather than the previous two fiscal years, allocations more accurately reflect the current number of recent arrivals in a state.

Funding for RSI and Services to Older Refugees also continued as set-asides within RSS. ORR designates subsets of RSS formula funds as “set-asides,” targeted for services to specific populations. A state’s or replacement designee’s set-aside amount is based on the number of refugees in that population who arrived or were served in the state during a designated lookback period.

Beginning in FY 2018, ORR launched the Youth Mentoring Program as a set-aside within RSS.

After the annual appropriation is determined, ORR develops a spending plan for RSS base funding and funding to support RSS set-aside programs for Youth Mentoring, RSI, and Services to Older Refugees (described later in the Continued Integration section). ORR bases this formula allocation on each state’s total arrivals during the previous fiscal years.²³ Support services allocated via formula funds are provided to ORR-served populations who have been in the United States less than five years. Table II-4 in Appendix A lists the FY 2018 RSS grantees.

Annual Outcome Goal Plans

States and counties are required to establish annual outcome goals for the RSS program aimed at improving the following outcome measures related to employment:

- Employed, defined as the unsubsidized full-time or part-time employment of an active employment services participant. This measure refers to the unduplicated number of participants who enter employment at any time within the reporting period, regardless of the number of jobs.
- Cash assistance terminations, defined as the closing of a cash assistance case due to earned income from employment in an amount that exceeds the state’s eligibility standard for the case based on family size, rendering the case over-income for cash assistance.

²³ORR based the FY 2018 formula allocation for social services funds on each state’s total arrivals during 1 previous fiscal year. The Immigration and Nationality Act authorizes ORR to allocate funding to states based on the total number of refugees who arrived in the United States not more than 36 months before the beginning of the fiscal year and who are actually residing in each state as of the beginning of the fiscal year (8 U.S.C. § 1522(c)(1)).

- Cash assistance reductions, defined as a reduction in the amount of cash assistance that a case receives as a result of earned income.
- Full-time employment with health benefits offered, 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.
- Average wage at employment, calculated as the sum of the hourly wages for the full-time placements divided by the total number of individuals placed in employment.
- Job retentions, defined as the number of persons working for wages (in any unsubsidized job) on the 90th day after initial placement. This measure refers to the number of individuals 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 labor market participation, not retention of a specific job.

The number employed as indicated in the FY 2018 Annual Outcome Goal Plan represents a 13 percent increase above the previous period. In FY 2018, 57 percent of the caseload entered employment. This level is a historic milestone for the program.

Table 7: FY 2018 Employment-Based Outcomes by State

STATE	CASELOAD	EMPLOYED	CASH ASSISTANCE TERMINATIONS	CASH ASSISTANCE REDUCTIONS	HEALTH BENEFITS OFFERED	AVERAGE HOURLY WAGE	JOB RETENTIONS
Alabama	43	31	4	2	22	\$10.08	19
Alaska	136	107	26	12	32	\$11.88	65
Arizona	1,217	653	114	64	390	\$10.78	729
Arkansas	89	32	10	0	32	\$11.00	33
California	4,832	2,484	436	400	403	\$12.83	2,121
Colorado	324	288	109	0	200	\$12.98	291
Connecticut	364	285	15	0	160	\$11.63	282
Delaware	109	36	6	1	14	\$13.40	18
District of Columbia	136	78	8	0	36	\$13.51	13
Florida	16,929	10,567	2,312	0	5,571	\$9.98	9,103
Georgia	1,114	628	12	0	565	\$10.95	469
Hawaii	33	17	1	0	10	\$10.32	17
Idaho	279	168	39	0	94	\$11.91	164
Illinois	1,566	898	164	167	705	\$11.97	971
Indiana	634	425	52	31	404	\$11.72	395
Iowa	1,107	399	140	35	298	\$11.47	330
Kansas	421	215	47	10	171	\$11.82	174
Kentucky	1,459	1,065	257	21	813	\$11.88	942
Louisiana	198	174	89	57	27	\$11.58	136
Maine	267	78	32	1	21	\$10.88	49

STATE	CASELOAD	EMPLOYED	CASH ASSISTANCE TERMINATIONS	CASH ASSISTANCE REDUCTIONS	HEALTH BENEFITS OFFERED	AVERAGE HOURLY WAGE	JOB RETENTIONS
Maryland	846	602	118	196	326	\$12.85	431
Massachusetts	844	542	205	74	403	\$13.24	472
Michigan	1,414	762	81	41	493	\$12.02	697
Minnesota	1,274	911	222	103	468	\$12.30	730
Mississippi	49	27	0	0	7	\$8.86	8
Missouri	730	427	64	13	341	\$10.40	357
Montana	62	31	10	4	9	\$11.55	21
Nebraska	514	351	42	2	264	\$11.47	334
Nevada	692	419	88	14	305	\$10.74	490
New Hampshire	393	338	35	1	290	\$10.18	272
New Jersey	605	197	63	27	76	\$10.60	170
New Mexico	190	61	23	9	28	\$9.88	33
New York	2,877	982	90	234	176	\$11.89	619
North Carolina	1,070	868	109	13	675	\$10.95	839
North Dakota	154	111	51	2	81	\$10.63	134
Ohio	1,274	540	221	18	359	\$12.61	538
Oklahoma	105	53	34	0	34	\$11.34	61
Oregon	570	304	125	4	152	\$13.36	277
Pennsylvania	1,130	781	145	25	594	\$10.60	740
Rhode Island	62	28	11	1	7	\$11.05	18
San Diego WF	364	223	108	25	120	\$12.12	193
South Carolina	203	182	71	17	143	\$12.40	75
South Dakota	269	154	80	3	143	\$12.02	200
Tennessee	1,050	511	69	36	420	\$11.91	346
Texas	7,469	3,284	154	0	2,674	\$11.66	3,410
Utah	173	72	11	0	59	\$11.37	78
Vermont	164	132	19	0	84	\$11.19	119
Virginia	1,864	1,668	356	0	927	\$12.80	1,116
Washington	2,209	1,011	171	70	269	\$14.10	934
West Virginia	12	6	1	0	3	\$11.97	0
Wisconsin	440	270	93	10	220	\$11.68	296
Wyoming	#	#	#	#	#	#	#
TOTAL	60,329	34,476	6,743	1,743	20,118	\$11.61	30,329

Notes: Caseload consists of the number of Office of Refugee Resettlement-served populations provided employment services, on the job training, English language instruction, or vocational training during the fiscal year.

= Data unavailable. Wyoming does not have a Refugee Resettlement Program. **Source:** FY 2018 Annual Outcome Goal Plans.

Matching Grant

The Voluntary Agencies Matching Grant (MG) program helps ORR-served populations achieve economic self-sufficiency²⁴ within six months of enrollment after their arrival in the United States by providing intensive case management and employment services. MG services may also include housing and utilities, food, transportation, cash allowance, health and medical assistance, English language training, social adjustment and integration, and other support services.

MG is provided through the nine national resettlement agencies and their network of 241 local service providers in 42 states. In FY 2018, ORR awarded up to \$2,500 on a per capita basis to each national voluntary agency, which then allocated funds to its local service providers based on actual enrollments. Agencies are required to provide a 50 percent match to every federal dollar. This match is a community contribution made from non-federal funds. Contributions may be in the form of a cash match or an “in-kind” match, such as donated supplies, equipment, space, land, or volunteer services. Contributions must be for expenses that are necessary to support the objectives and operations of the MG Program.

In FY 2018, federal MG spending totaled \$43,622,500 with an additional \$21,811,250 in private matching funds and in-kind contributions.

In FY 2018, the MG Program served 17,449 new enrollees. Sixty-three percent of enrollees reaching day 120 of service period achieved economic self-sufficiency in FY 2018, the same as in FY 2017. When the program services period ended at the 180-day mark, 82 percent of enrollees were reported as self-sufficient in FY 2018, compared to 84 percent in FY 2017.

For more information on MG grantees and MG highlights, refer to Table II-5 through Table II-8 in Appendix A.

Microenterprise Development Program

The Microenterprise Development Program (MED) helps ORR-served populations develop, expand, or maintain their own businesses and become financially independent. MED also builds organizational capacity to provide culturally and linguistically appropriate microenterprise services to ORR-served populations.

MED services include business technical assistance or short-term training, credit in the form of microloans up to a maximum of \$15,000, and a revolving loan fund.

In FY 2018, ORR awarded \$4,478,780 for 21 continuing grants.

MED programs provided the following services in FY 2018: one-on-one counseling, business training, pre-loan and post-loan technical assistance including business plan preparation, and financing to start, expand, or strengthen a business. In FY 2018, MED programs provided 669 loans to ORR-served populations to start or expand businesses. Businesses that were created or retained through the MED program contributed 1,064 jobs to the U.S. economy.

For a list of grantees, refer to Table II-9 in Appendix A.

²⁴For reporting purposes, the MG guidelines provided to grantees define economic self-sufficiency as earning a total family income at a level that enables the case unit to support itself without receipt of a cash assistance grant. In practice, this means having earnings that exceed the income eligibility level for receipt of a TANF Cash Assistance grant in the state and the ability to cover the family living expenses.

Refugee Family Child Care Microenterprise Program

The Refugee Family Child Care Microenterprise Program helps refugees and other ORR-served populations establish small home-based childcare businesses. ORR-served populations earn a reliable income while caring for their own children as well as children from other refugee families. Grantees and their partners design and implement comprehensive, culturally appropriate childcare and microenterprise training programs to prepare participants to operate a childcare business. Following training, grantees provide follow-up assistance, including mentoring, assistance with the childcare licensing process, and small stipends for business-related expenses.

In FY 2018, ORR awarded eight continuation grants totaling \$1,471,474. Grantees were nonprofit agencies located in five states. Grantees provided training to more than 250 individuals and assisted approximately 150 in obtaining childcare licenses and establishing childcare businesses. As a result, the Refugee Family Child Care Microenterprise Program created nearly 1,000 childcare slots in FY 2018. For a list of grantees, refer to Table II-10 in Appendix A.

Individual Development Account Program

The Individual Development Account (IDA) Program uses an antipoverty strategy built on asset accumulation for low-income refugees and other populations served by ORR. IDAs are matched savings accounts designed to support the individual in saving for a specific purchase. 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
- Postsecondary education or training
- Automobile or computer, if necessary for employment or educational purposes

Grantees match up to \$1 for every \$1 the participating refugee deposits into a savings account. The total match may not exceed \$2,000 for individuals or \$4,000 for households. Grantees provide basic financial training to help participants understand budgeting, saving, credit, and the American financial system. Additional technical assistance is provided to clients to ensure they are able to purchase and maintain the asset.

In FY 2018, the IDA Program supported 18 projects through awards totaling \$4,345,218. Ten of these projects, representing \$2,462,742 of funding, ended their three-year project period on September 29, 2018. Another eight IDA projects continued, representing \$1,882,476 of funding, will end their three-year project period on September 29, 2021.

During FY 2018, the Refugee IDA Program provided the following updates:

- 1,038 individuals and households enrolled in the program
- 9,861 hours of financial literacy training provided
- 6,819 hours of asset-specific training provided
- \$5,465,890 of savings and IDA match funds used to purchase assets
- \$28,841,903 worth of assets purchased

For a list of grantees, refer to Table II-11 in Appendix A.

Refugee Career Pathways

The Refugee Career Pathways program supports integration and self-sufficiency through employment by helping refugees and other ORR-served populations obtain the necessary credentials, education, experience, and job skills to secure employment in professional and/or skilled career fields. It focuses support to individuals who arrived with professional skills and employment or educational certifications from their home countries.

In September 2018, ORR awarded 17 grantees a total of \$4,121,982 for this new program. The current project period is 3 years, and will end in FY 2021. Table II-12 in Appendix A lists the grantees for Refugee Career Pathways.

Results from the Annual Survey of Refugees

Employment Status, Work Experience, and Labor Participation Rates

To evaluate the economic condition of refugees in their first five years in the United States, ORR compares data from ASR 2018 respondents to values for all working-age U.S. individuals (ages 16–64) from the American Community Survey, using indicators that are standard measures of employment status used by labor economists. For these measures, we report data for all working-age (ages 16–64) refugees. Each refugee is assigned one of three statuses in the week prior to the survey:²⁵ (1) employed, (2) not employed but seeking work (unemployed), or (3) out of the labor force. Together, employed and unemployed individuals are “in the labor force.”

Table 8 presents the work experience of adults 18 and older by their year of arrival. The majority of working adults (77.5 [+/-2.8] percent) were employed full-time, for an average of 43.2 weeks of the year. Working men were more likely to work full-time than women (85.4 percent vs. 62.3 percent), and worked a larger portion of the year (45.2 weeks vs. 39.7 weeks).

Table 8: Refugee Work Experience by Gender and Arrival Cohort, Refugees 18 or Older

	FY 2013–FY 2014		FY 2015–FY 2016		FY 2017		ALL		
YEARS IN UNITED STATES AT TIME OF SURVEY ADMINISTRATION	4.5 TO 6.5		2.5 TO 4.5		1.5 TO 2.5				
	MALE	FEMALE	MALE	FEMALE	MALE	FEMALE	ALL	MALE	FEMALE
<i>Number of Individuals Ages 18 or Older Employed</i>	345	162	360	168	336	180	1,551	1,041	510
Worked Full-Time*	84.4%	56.1%	87.5%	67.8%	82.1%	63.4%	77.5%	85.4%	62.3%
<i>(MOE %)</i>	<i>(3.7%)</i>	<i>(9.8%)</i>	<i>(3.8%)</i>	<i>(7.4%)</i>	<i>(4.4%)</i>	<i>(8.8%)</i>	<i>(2.8%)</i>	<i>(2.7%)</i>	<i>(5.0%)</i>
<i>Number of Respondents Ages 18 or Older Employed</i>	291	130	276	146	266	130	1,239	833	406

²⁵“Working” refers to the week prior to the survey; “searching for a job” refers to the month prior for those who are not employed.

	FY 2013–FY 2014		FY 2015–FY 2016		FY 2017		ALL		
YEARS IN UNITED STATES AT TIME OF SURVEY ADMINISTRATION	4.5 TO 6.5		2.5 TO 4.5		1.5 TO 2.5				
	MALE	FEMALE	MALE	FEMALE	MALE	FEMALE	ALL	MALE	FEMALE
Average Number of Weeks Worked in Previous Year	47.3	42.7	43.7	37.0	42.8	38.9	43.2	45.2	39.7
(MOE %)	(1.7)	(2.4)	(2.0)	(3.1)	(3.0)	(3.9)	(0.9)	(1.0)	(1.5)

*Worked 35 or more hours per week in the year prior to survey administration.

Note: Respondents ages 18 or older who were either working the week prior to the survey administration (“employed”). Excluded from tabulations on “working full-time” were 167 “Don’t Know” responses and refusals to respond. Figures refer to self-reported characteristics of refugees.

Excluded from tabulations on “average number of weeks worked” were 410 “Don’t Know” responses and refusals to respond. Figures refer to self-reported characteristics of refugees. MOE% represents the half-width of a 95% confidence interval (i.e., the amount you add and subtract from the point estimate to create a 95% confidence interval).

Source: 2018 ORR Annual Survey of Refugees. Data refer to individuals ages 18 or older in the 5-year population consisting of refugees who arrived during the period from October 1, 2012, to September 30, 2017.

Labor Force Participation Rate

The overall labor force participation rate (LFP) for refugees was 67.3 (+/-2.5) percent, which is slightly lower than for all U.S. adults ages 16–64 (74.2 percent). Male refugees work or seek work at higher rates than do female refugees from the point of arrival onwards (Table 9).

Table 10 presents the LFP, employment rate, and unemployment rate for working-age refugees compared to working-age U.S. individuals ages 16–64.

There are no patterns of statistical significance difference in LFP by year of arrival (Table 10).

Table 9: Labor Force Status for Working-Age Refugees and U.S. Individuals

	ALL U.S. INDIVIDUALS AGES 16–64	ALL REFUGEES	MALE REFUGEES	FEMALE REFUGEES
<i>Number of Individuals Ages 16–64</i>		3,045	1,598	1,447
In Labor Force	74.2% ^a	67.3%	79.3%	53.4%
(MOE %)		(2.5%)	(3.2%)	(4.8%)
Employed	94.6%	88.4%	91.9%	82.4%
(MOE %)		(2.4%)	(2.0%)	(4.4%)
Unemployed	5.4%	11.6%	8.1%	17.6%
(MOE %)		(2.4%)	(2.0%)	(4.4%)
Not in Labor Force	25.8%	32.7%	20.7%	46.6%

	ALL U.S. INDIVIDUALS AGES 16–64	ALL REFUGEES	MALE REFUGEES	FEMALE REFUGEES
(MOE %)		(2.5%)	(3.2%)	(4.8%)
TOTAL	100%	100%	100%	100%

^a Cell entries represent the percentage of individuals with each employment status.

Note: National comparison is derived from the American Community Survey 2017 (Table S2301), 1-year estimate for individuals at ages 16–64, using <https://data.census.gov/cedsci/all?q=American%20Community%20Survey%202017%20%28Table%20S2301%29&hidePreview=false&tid=ACST1Y2017.S2301&y=2017>. Eight “Don’t Know” and refusals to respond were excluded from tabulations. Respondents ages 16–64 who were either working the week prior to the survey administration (“employed”) or were actively searching for work in the month prior to the survey administration (“unemployed”) were considered to be in the labor force. Figures refer to self-reported characteristics of refugees. MOE% represents the half-width of a 95% confidence interval (i.e., the amount you add and subtract from the point estimate to create a 95% confidence interval).

Source: 2018 ORR Annual Survey of Refugees. Data refer to individuals ages 16–64 in refugee households in the 5-year population consisting of refugees of all nationalities who arrived in the United States during the period from October 1, 2012, to September 30, 2017.

Table 10: Labor Force Status for Working-Age Refugees, by Arrival Year and Sex

YEARS IN UNITED STATES AT TIME OF SURVEY ADMINISTRATION	FY 2013–FY 2014			FY 2015–FY 2016			FY 2017		
	4.5 TO 6.5			2.5 TO 4.5			1.5 TO 2.5		
	ALL REFUGEES	MALE	FEMALE	ALL REFUGEES	MALE	FEMALE	ALL REFUGEES	MALE	FEMALE
<i>Number of Individuals Ages 16–64</i>	987	531	456	1,016	538	478	1,042	529	513
In Labor Force	67.6%^a	80.2%	52.9%	68.4%	79.2%	56.0%	63.4%	77.5%	47.7%
(MOE %)	(3.4%)	(5.4%)	(7.2%)	(4.0%)	(4.9%)	(6.8%)	(3.8%)	(5.5%)	(5.8%)
Employed	88.8%	92.2%	82.8%	87.6%	92.0%	80.5%	89.8%	91.2%	87.2%
(MOE %)	(3.8%)	(3.1%)	(7.1%)	(2.9%)	(2.9%)	(6.8%)	(2.5%)	(3.4%)	(4.6%)
Unemployed	11.2%	7.8%	17.2%	12.4%	8.1%	19.5%	10.3%	8.9%	12.8%
(MOE %)	(3.8%)	(3.1%)	(7.1%)	(2.9%)	(2.9%)	(6.8%)	(2.5%)	(3.4%)	(4.6%)
Not in Labor Force	32.4%	19.9%	47.1%	31.6%	20.8%	44.0%	36.6%	22.5%	52.3%
(MOE %)	(3.4%)	(5.4%)	(7.2%)	(4.0%)	(4.9%)	(6.8%)	(3.8%)	(5.5%)	(5.8%)

^a Cell entries represent the percentage of individuals with each employment status.

Note: Eight “Don’t Know” and refusals to respond were excluded from tabulations. Respondents ages 16–64 who were either working the week prior to the survey administration (“employed”) or were actively searching for work in the month prior to the survey administration (“unemployed”) were considered to be in the labor force. Figures refer to self-reported characteristics of refugees. MOE% represents the half-width of a 95% confidence interval (i.e., the amount you add and subtract from the point estimate to create a 95% confidence interval).

Source: 2018 ORR Annual Survey of Refugees. Data refer to individuals ages 16–64 in the 5-year population consisting of refugees who arrived during the period from October 1, 2012, to September 30, 2017.

Employment Rate

The employment rate is the percentage of individuals in the labor force who are working. Approximately 88.4 (+/-2.4) percent of refugees ages 16–64 in the labor force are employed, compared to 94.6 percent of all U.S. individuals comparably aged (Table 9). There are no significant differences in employment rate with length of stay in the United States (Table 10). By arrival cohort, between 87.6 and 89.8 percent of adult refugees in the labor force worked for pay.

The overall refugee employment rate conceals clear variation by gender. In other words, among all refugees working or seeking work, men are more likely to be employed than women (91.9 percent vs. 82.4 percent [Table 9]). While the magnitude of the gender difference varies slightly by cohort, men are employed at a significantly higher rate than women regardless of the year each cohort arrived in the United States (Table 10).

Unemployment Rate

The unemployment rate is the percent of the labor force that is not working but is seeking work. ASR 2018 data indicate that the unemployment rate among refugees ages 16–64 is slightly higher than that of all U.S. adults, with the refugee unemployment rate at 11.6 (+/-2.4) percent in contrast to the unemployment rate of all U.S. adults at 5.4 percent (Table 9).

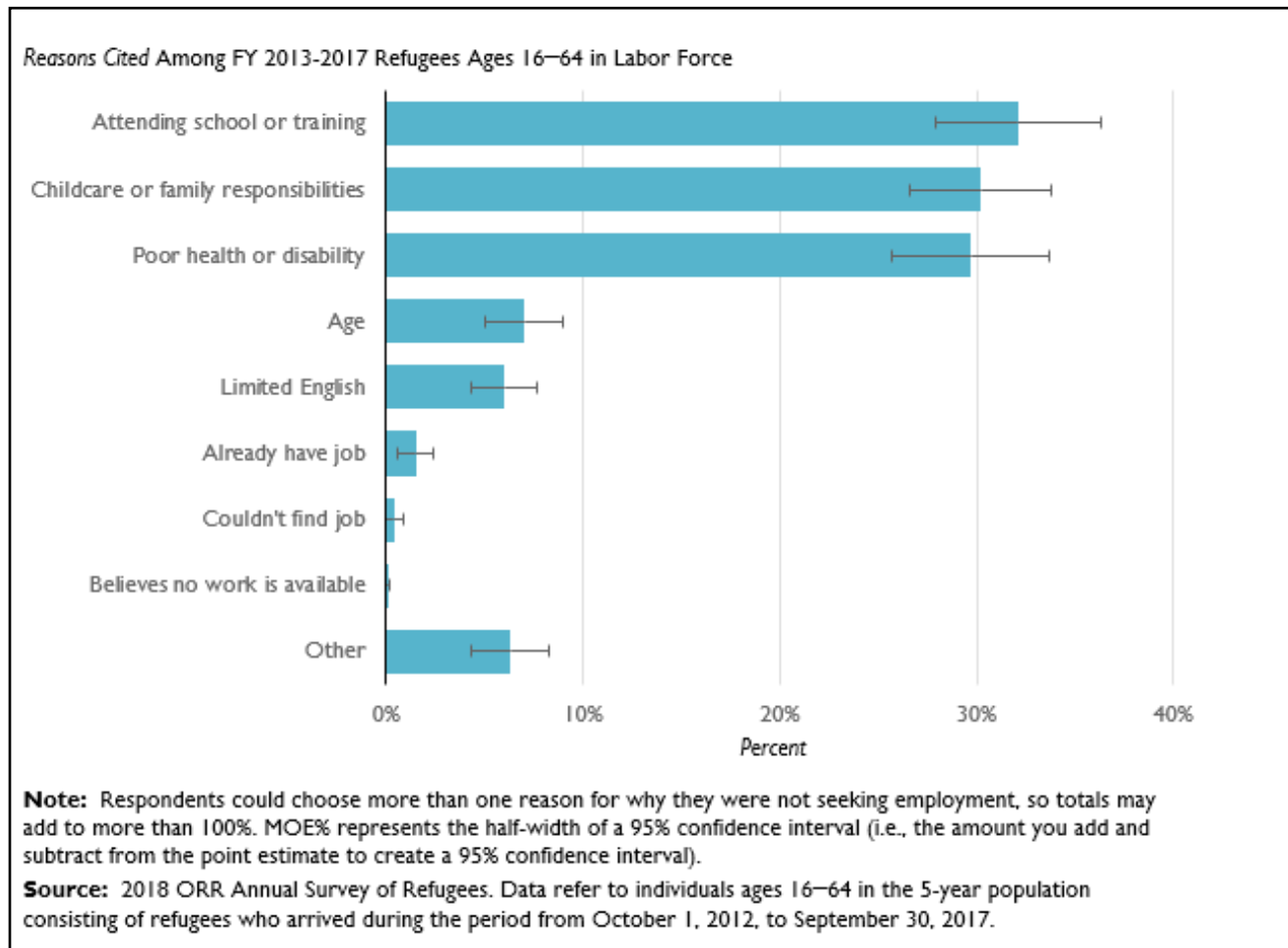
There is no statistically significant variation in unemployment by length of time in the United States (Table 10). Among FY 2017 arrivals, who had been in the United States for an average of 1.5 years, 10.3 (+/-2.5) percent were not employed but were looking for work at the time of the survey. At all time periods, female refugees are unemployed at a higher rate than male refugees.

Out of the Labor Force

Employment and unemployment rates are calculated from the pool of adults who are in the labor force. Other adults are neither working nor actively seeking work. Refugees are slightly more likely to be out of the labor force than all adults ages 16–64: 32.7 (+/-2.5) percent vs. 25.8 percent (Table 9). Regardless of when they arrived in the United States, female refugees are more likely to be out of the labor force than are refugee men (Table 10).

There are a variety of reasons that adults may be out of the labor force. The pursuit of education, child care, disability, and old age are all reasons that an adult may not be working or seeking work (see Figure 2 below).

Figure 2: Working-Age Refugees' Reasons for Not Seeking Employment



The ASR collects information on working-age (16–64) refugees who were out of the labor force regarding why they were not seeking employment. Respondents were allowed to select more than one reason for not working. The top three reasons working-age refugees were not seeking employment are their attendance of school or training, child care or family responsibilities, and poor health or disability. As shown in Figure 2 and Table 10, only a small proportion indicated they were discouraged workers who could not find a job or believed that no work was available (0.4 percent and 0.1 percent, respectively).

Examining these data by gender and average age offers further insight into the population of working-age refugees citing various reasons for not working or seeking work (Table 11).

- 32.1 (+/-4.2) percent of refugees age 16–64 stated that attending school or training was why they did not seek work, with a mean age of 20.0. Male refugees out of the labor force were more likely than females to be attending school or training.
- 30.2 (+/-3.6) percent of those not working and not seeking work cited childcare and other family responsibilities as a reason, with a mean age of 33.9. Approximately 43 percent of working-age

women out of the labor force cited family responsibilities as a reason

- 29.7 (+/-4.0) percent of working-age refugees out of the labor force cited poor health or a disability as a reason; these refugees had a mean age of 45.7.

Table 11: Reasons for Not Seeking Employment Among Working-Age Refugees

	ALL	MEAN AGE OF RESPONDENTS	MALE	FEMALE
<i>Number of Individuals Ages 16–64 Not in Labor Force</i>	1,090		334	756
Reasons Cited for Not Seeking Employment				
Attending School or Training	32.1%	20.0	49.6%	23.2%
<i>(MOE %)</i>	<i>(4.2%)</i>	<i>(0.8)</i>	<i>(8.0%)</i>	<i>(4.3%)</i>
Childcare or Family Responsibilities	30.2%	33.9	5.2%	43.0%
<i>(MOE %)</i>	<i>(3.6%)</i>	<i>(0.9)</i>	<i>(2.5%)</i>	<i>(4.8%)</i>
Poor Health or Disability	29.7%	45.7	32.6%	28.2%
<i>(MOE %)</i>	<i>(4.0%)</i>	<i>(2.0)</i>	<i>(6.7%)</i>	<i>(4.6%)</i>
Age	7.0%	41.2	8.5%	6.2%
<i>(MOE %)</i>	<i>(2.0%)</i>	<i>(8.5)</i>	<i>(4.9%)</i>	<i>(2.3%)</i>
Limited English	6.0%	44.2	3.1%	7.6%
<i>(MOE %)</i>	<i>(1.7%)</i>	<i>(3.6)</i>	<i>(2.3%)</i>	<i>(2.1%)</i>
Already Have Job	1.5%	36.0	2.7%	0.9%
<i>(MOE %)</i>	<i>(0.9%)</i>	<i>(5.4)</i>	<i>(2.1%)</i>	<i>(0.8%)</i>
Couldn't Find Job	0.4%	36.2	1.0%	0.1%
<i>(MOE %)</i>	<i>(0.5%)</i>	<i>(21.4)</i>	<i>(1.5%)</i>	<i>(0.2%)</i>
Believes No Work is Available	0.1%	50.0	0.0%	0.1%
<i>(MOE %)</i>	<i>(0.1%)</i>	<i>(0.0)</i>	<i>(0.0%)</i>	<i>(0.2%)</i>
Other	6.3%	37.4	7.4%	5.7%
<i>(MOE %)</i>	<i>(2.0%)</i>	<i>(4.0)</i>	<i>(3.5%)</i>	<i>(2.9%)</i>

Note: Respondents could choose more than one reason for why they were not seeking employment, so totals may add to more than 100%. Italicized cell entries report the MOE for that group. MOE% represents the half-width of a 95% confidence interval (i.e., the amount you add and subtract from the point estimate to create a 95% confidence interval).

Source: 2018 ORR Annual Survey of Refugees. Data refer to individuals age 16–64 in the 5-year population consisting of refugees who arrived during the period from October 1, 2012, to September 30, 2017.

Educational Background and Pursuit

Results from the Annual Survey of Refugees

Educational Background and Pursuit

Refugees enter the United States with a wide range of prior educational experiences (Table 12). Of those ages 25 or older, 13 percent earned a college or university degree (including medical degrees) before arriving in the United States. Approximately 35 percent had completed high school or a technical degree. Approximately 20 percent completed primary school. Approximately 29 percent of respondents age 25 or older arrived in the United States with no formal education.

While some paired comparisons are statistically significant, there is no systematic pattern of variation in educational background by arrival cohort.

Table 12: Refugee Educational Attainment Prior to U.S. Arrival, Refugees 25 or Older

	FY 2013– FY 2014	FY 2015– FY 2016	FY 2017	ALL
<i>Years in United States at Time of Survey Administration</i>	4.5 to 6.5	2.5 to 4.5	1.5 to 2.5	
<i>Number of Individuals Ages 25 or Older</i>	866	830	778	2,474
Highest Degree Attained before Arrival to United States				
None	30.9% ^a	27.9%	27.3%	29.2%
(MOE %)	(4.6%)	(5.6%)	(6.2%)	(3.5%)
Primary School	19.5%	21.1%	17.9%	19.9%
(MOE %)	(3.4%)	(3.8%)	(3.4%)	(2.6%)
Training in Refugee Camp	0.2%	0.2%	0.1%	0.2%
(MOE %)	(0.2%)	(0.3%)	(0.2%)	(0.2%)
Technical School	6.8%	5.6%	8.3%	6.5%
(MOE %)	(2.3%)	(2.1%)	(3.5%)	(1.4%)
Secondary School	25.4%	30.5%	32.1%	28.4%
(MOE %)	(3.5%)	(5.0%)	(6.3%)	(2.9%)
University Degree (other than Medical Degree)	14.1%	11.5%	10.1%	12.5%
(MOE %)	(2.6%)	(2.9%)	(3.1%)	(1.9%)
Medical Degree	0.6%	0.3%	0.9%	0.5%
(MOE %)	(0.7%)	(0.5%)	(1.0%)	(0.4%)
Other	2.5%	2.9%	3.3%	2.8%
(MOE %)	(1.5%)	(1.7%)	(3.8%)	(1.0%)

	FY 2013– FY 2014	FY 2015– FY 2016	FY 2017	ALL
TOTAL	100%	100%	100%	100%
<i>Number of Individuals Ages 25 or Older</i>	757	734	700	2,191
Average Years of Education Before Arrival to United States	9.1	9.2	8.8	9.1
(MOE %)	(5.1)	(5.5)	(6.7)	(2.2)

^a Cell entries represent the percentage of individuals with each pre-arrival educational attainment level.

Note: Excluded from tabulations were 54 “Don’t Know” responses and refusals to respond. Respondents were only able to choose one level of education. Responses to “average years of education before arrival to U.S.” were adjusted; 1 percent of responses were re-coded to a value of 20 years, which represents the 99th percentile of responses. Figures refer to self-reported characteristics of refugees. MOE% represents the half-width of a 95% confidence interval (i.e., the amount you add and subtract from the point estimate to create a 95% confidence interval).

Source: 2018 ORR Annual Survey of Refugees. Data refer to individuals ages 25 or older in refugee households in the 5-year population consisting of refugees of all nationalities who arrived in the United States during the period from October 1, 2012, to September 30, 2017.

Many refugee adults pursue further education upon arrival in the United States (Table 13). In the year prior to the 2018 survey, 15.5 (+/-1.8) percent of refugees ages 18 and older attended school or university; the largest portion of these respondents pursued a high school diploma. Among refugees 18 and older, 3.1 (+/-0.9) percent earned a degree in the year prior to the survey.

Table 13: Refugee Educational Pursuits in the United States, Refugees 18 and Older

	FY 2013–FY 2014	FY 2015–FY 2016	FY 2017	ALL
Years in United States at Time of Survey Administration	4.5 to 6.5	2.5 to 4.5	1.5 to 2.5	
<i>Number of Individuals Ages 18 or Older</i>	1,127	1,081	1,107	3,315
Degree Pursuit				
Pursuing High School Certificate or Equivalency	3.9%	8.2%	7.2%	6.2%
(MOE %)	(1.8%)	(1.9%)	(2.2%)	(1.0%)
Pursuing Associate Degree	1.9%	1.5%	0.8%	1.6%
(MOE %)	(1.1%)	(0.9%)	(0.8%)	(0.6%)
Pursuing Bachelor’s Degree	4.4%	2.5%	2.9%	3.4%
(MOE %)	(1.3%)	(1.0%)	(2.1%)	(0.8%)
Pursuing Master’s or Doctorate Degree	0.9%	0.4%	0.2%	0.6%
(MOE %)	(0.7%)	(0.5%)	(0.2%)	(0.4%)
Pursuing Professional School Degree	2.2%	1.5%	0.7%	1.7%

	FY 2013–FY 2014	FY 2015–FY 2016	FY 2017	ALL
(MOE %)	(1.2%)	(0.7%)	(0.6%)	(0.7%)
Pursuing Certificate/License	0.0%	0.4%	0.9%	0.3%
(MOE %)	(0.0%)	(0.5%)	(1.2%)	(0.3%)
Pursuing Other Credential	1.7%	1.9%	1.9%	1.8%
(MOE %)	(0.9%)	(0.9%)	(1.6%)	(0.7%)
TOTAL PURSUING DEGREE	15.0%	16.4%	14.5%	15.5%
	(2.8%)	(2.7%)	(3.0%)	(1.8%)
<i>Number of Individuals Ages 18 or Older</i>	1,146	1,099	1,128	3,373
Degree Receipt	3.9%	2.7%	2.3%	3.1%
	(1.8%)	(1.7%)	(1.7%)	(0.9%)

^a Cell entries represent the percentage of individuals pursuing each type of degree or certificate in previous year.

Note: Excluded from tabulation for degree pursuit were 60 “Don’t Know” responses and refusals to respond; two “Don’t Know” and refusals to respond were excluded from the tabulation for degree receipt. Tabulations were constructed amongst all respondents ages 18 or older, including those who were ineligible to respond to these survey items. Only respondents who reported attending school or university in order to obtain a degree or certificate were asked to report whether they had received that degree. “Pursuing professional school degree” included MD, LLB, and DDS degrees. “Pursuing certificate/license” was not a provided survey response option but was created during data cleaning and preparation. Figures refer to self-reported characteristics of refugees. MOE% represents the half-width of a 95% confidence interval (i.e., the amount you add and subtract from the point estimate to create a 95% confidence interval).

Source: 2018 ORR Annual Survey of Refugees. Data refer to individuals ages 18 or older in refugee households in the 5-year population consisting of refugees of all nationalities who arrived in the United States during the period from October 1, 2012, to September 30, 2017.

Health Coverage

Health, including access to health care, plays a critical role in the ability of ORR-served populations to successfully resettle in the United States and achieve self-sufficiency. ORR builds the well-being of ORR-served populations through access to health care and health initiatives. Through RMA, ORR provides health coverage to ORR-served populations not eligible for Medicaid.²⁶ The services provided through RMA are equivalent to those provided through a state’s Medicaid program.²⁷

Results from the Annual Survey of Refugees

Health Coverage

Table 14 displays medical coverage by year of arrival. Approximately 58 (+/-3.0) percent of refugees ages 18 and up had medical coverage for the entire year preceding the survey. Refugee adults who arrived in the U.S. prior to FY 2017 have lower overall rates of medical coverage; 33 (+/-4.0) percent of FY 2013–FY 2014 arrivals reported no medical coverage in the year prior to the survey, compared to 23.7 (+/-4.1) percent of the most recent arrival cohort.

²⁶See 45 CFR § 400.100.

²⁷See 45 CFR § 400.105.

Table 14: Refugee Adult Medical Coverage by Arrival Cohort

	FY 2013–FY 2014	FY 2015–FY 2016	FY 2017	ALL
Years in United States at Time of Survey Administration	4.5 to 6.5	2.5 to 4.5	1.5 to 2.5	
<i>Number of Individuals Ages 18 or Older</i>	954	962	972	2,888
Coverage				
Had Coverage Throughout All Previous 12 Months	58.9% ^a	53.5%	66.1%	57.7%
<i>(MOE %)</i>	(4.6%)	(4.2%)	(5.3%)	(3.0%)
No Coverage in Any of the Previous 12 Months	33.0%	32.6%	23.7%	31.5%
<i>(MOE %)</i>	(4.0%)	(3.9%)	(4.1%)	(2.7%)
Source of Coverage				
Coverage only through respondent's or family member's employer	15.4%	10.9%	11.0%	12.8%
<i>(MOE %)</i>	(3.8%)	(3.4%)	(3.7%)	(1.9%)
Coverage only through Medicaid or Refugee Medical Assistance (RMA)	51.0%	53.5%	64.7%	54.3%
<i>(MOE %)</i>	(6.9%)	(7.2%)	(6.2%)	(4.2%)
Coverage through Other Sources	31.9%	32.6%	21.2%	30.4%
<i>(MOE %)</i>	(5.9%)	(6.1%)	(5.5%)	(3.7%)
Coverage through Medicaid or RMA in addition to Other Sources	1.7%	3.0%	3.1%	2.5%
<i>(MOE %)</i>	(1.2%)	(1.9%)	(2.2%)	(1.0%)
TOTAL	100%	100%	100%	100%

^a Cell entries represent the percentage of individuals with each medical coverage status.

Note: Excluded from tabulations were 201 “Don’t Know” responses and refusals to respond. Figures refer to self-reported characteristics of refugees. MOE% represents the half-width of a 95% confidence interval (i.e., the amount you add and subtract from the point estimate to create a 95% confidence interval).

Source: 2018 ORR Annual Survey of Refugees. Data refer to individuals ages 18 or older in refugee households in the 5-year population consisting of refugees of all nationalities who arrived in the United States during the period from October 1, 2012, to September 30, 2017.

Among refugees with medical coverage, the source of that coverage varied by length of stay in the United States. Refugee adults who had resided in the U.S. longer were less likely to be covered by Medicaid or RMA (51.0 [+/-6.9] percent of FY 2013–FY 2014 refugees vs. 64.7 [+/-6.2] percent of the most recent cohort). Data also indicate that cohorts with longer U.S. residence were more likely to have employer-sponsored health insurance, though this group is still the minority of refugees (11 percent of FY 2017 arrivals compared to 15.4 percent of those arriving FY 2013–FY 2014).

Health Promotion and Mental Health

In addition to the health coverage provided through RMA, ORR provides funding to promote the physical and mental health of ORR-served populations.

Refugee Health Promotion

The RHP Program was funded as a discretionary program in FY 2018 under the new RSS budget line item; however, RHP will transition to an RSS set-aside after the current project period ends in FY 2020. Discretionary grants and/or cooperative agreements permit the federal government, according to specific authorizing legislation, to exercise judgment, or “discretion,” in selecting the applicant/recipient organization, through a competitive grant process.

The RHP Program aims to increase refugee health literacy and reduce gaps to medical and mental health care.²⁸ It uses a framework of health services, focusing on health literacy and access to health and emotional wellness services.

ORR awarded \$4,600,000 in grant funding to 41 grantees (states or their designees). Activities supported by the RHP Program in FY 2018 included health education classes, medical and mental health case management, interpretation services, referrals to healthcare providers, health insurance enrollment assistance, training for healthcare providers, coordination of community health resources, and nonclinical interventions for emotional well-being. For a list of grantees, refer to Table II-13 in Appendix A.

Services for Survivors of Torture Program

The Services for Survivors of Torture (SOT) Program supports persons who have experienced torture abroad and who are residing in the United States to restore their dignity and health as they rebuild their lives and integrate into their communities.²⁹

The SOT Program is composed of two types of grants: Direct Services for survivors and Technical Assistance (TA) to the SOT network. Direct Services grants are designed to provide holistic, strengths-based, and trauma-informed services to survivors of torture and their families. Direct Services grantees provide medical, mental health, legal, and social services to survivors and their families as well as education and professional training to the community. The TA grant ensures that the direct service organizations have the training and resources needed to provide quality, integrated, and sustainable services to survivors and their families.

ORR awarded \$10,400,000 in grant funding to 30 Direct Services grantees and one TA grantee. Direct Service grantees helped over 7,000 survivors of torture and their families in FY 2018, the majority of who were asylum seekers, refugees, and asylees. Grantees served clients from a variety of countries, but the most common countries of origin were the Democratic Republic of Congo, Iraq, Ethiopia, Uganda, and Syria. In FY 2018, the TA grantee provided a number of web-based training and resources as well as consultations to Direct Service grantees. The TA grantee also created an online e-learning series that focused on the fundamentals of providing holistic services to torture survivors and authored a literature review on best practices for providing complex care to torture survivors, which was distributed to all grantees. For a list of grantees, refer to Table II-14 in Appendix A.

²⁸ Prior to FY 2015, RHP was known as the Refugee Preventive Health Program.

²⁹ The Torture Victims Relief Act of 1998 (Pub. L. 105-320) authorized the Survivors of Torture Program.

Continued Integration

Refugees and other ORR-served populations come to the United States to begin new lives free from war, persecution, and conflict. The U.S. program for refugee resettlement provides refugees a path to full citizenship. The program prioritizes the integration of ORR-served populations with their communities through a multi-faceted approach, which includes English education, participation in civic life, building social connections, and achieving financial stability. ORR-funded programs provide these populations with the critical resources and opportunities to realize their full potential and contribute to their communities.

Ethnic Community Self-Help

Traditionally, refugees have formed self-help groups, such as ECBOs, to foster long-term community growth and provide community members with critical services to assist them in becoming integrated members of American society. ECBOs assist refugees and other ORR-served populations in finding jobs, learning English, preparing for citizenship, and accessing health and social services. ORR supports the development of more integrated, diversified, and self-sustaining ECBOs through the Ethnic Community Self-Help Program.

ORR supported 20 projects through awards totaling \$3,743,682 in FY 2018. Grantees provided an array of services, including employment assistance, academic enrichment and college preparation, preventative health trainings, and emotional wellness activities, among others. Additionally, grantees partnered with several mainstream organizations, including local law enforcement agencies and public schools, and conducted strategic planning, resource development, and leadership-training activities for adults and youth.

For a list of Ethnic Community Self-Help Program grantees, refer to Table II-15 in Appendix A.

Refugee Agricultural Partnership Program

The Refugee Agricultural Partnership Program (RAPP) funds urban community gardens and rural farming projects that help ORR-served populations earn a supplemental income. RAPP also increases the availability of fresh, nutritious produce through farmer's markets established in cooperation with the U.S. Department of Agriculture that allow families to use their SNAP benefits to purchase produce.

The community gardens funded by RAPP projects can serve as venues for English language acquisition and often facilitate interactions with the broader community. RAPP projects also improve the physical and mental well-being of participants by improving the supply of healthy food and promoting good nutrition and exercise.

RAPP grantees provided the following outcome data for FY 2018:

- 2,190 refugees enrolled in RAPP
- 3,617 hours of training provided
- 702,381 lbs. of vegetables cultivated
- \$227,522 in gross sales
- 7,070 people accessed healthy food through RAPP

In FY 2018, RAPP supported 15 projects through awards totaling \$1,482,346. For a list of RAPP grantees, refer to Table II-16 in Appendix A.

Preferred Communities

The Preferred Communities (PC) Program supports the resettlement of particularly vulnerable members of populations served by ORR with special or unique needs through funding for intensive case management. Through PC, ORR extends services to such vulnerable populations as:

- Young adults who have been displaced for a long period without parents or a permanent guardian;
- Older adults without a family support system;
- Persons experiencing psychological conditions, including emotional trauma resulting from war, sexual violence, or gender-based violence;
- Members of the lesbian, gay, bisexual, and transgender community; and
- Persons with physical disabilities or complex medical conditions.

PC funding also enhances the capacity of resettlement agencies to serve these populations.

In FY 2018, PC provided critical interventions and services to over 5,000 individuals through a variety of programs, including support groups, health education, case management, after-school programming, extended cultural orientation, specialized medical case management, and emergency financial assistance. Grantees reported that the majority of individuals achieved all goals in their self-sufficiency plans. In addition, grantees conducted outreach and forged over 745 new collaborations and relationships and engaged over 3,000 volunteers to increase their capacity to meet the needs of vulnerable ORR-served populations. The totals for all of these figures are likely under the actual amounts, as the grantees only began reporting on the new data indicators in the second half of the fiscal year.

ORR awarded PC grants to the nine national resettlement agencies,³⁰ totaling \$16,607,101 in FY 2018. For a list of grantees, refer to Table II-17 in Appendix A.

Youth Mentoring

The Youth Mentoring Program's goal is to promote positive civic and social engagement and to support the individual educational and vocational advancement of ORR-eligible youth between the ages of 15 and 24. Through its network of grantees, the Youth Mentoring Program provides positive adult mentors who provide youth with personalized interaction. Grantees also provide case management to support educational and career development.

In FY 2018, ORR awarded 34 Youth Mentoring grants totaling \$8,340,000. For a list of grantees see Table II-18 in Appendix A.

Refugee School Impact Program

The Refugee School Impact Program's goals are to promote the academic performance and successful integration of refugee and other ORR eligible youth, ages 5–18. Various activities are allowable to support specialized services for youth, support for families learning to navigate the education system, and capacity development for school systems. The following activities support these efforts:

³⁰The nine national resettlement agencies are nonprofit agencies that participate in the Reception and Placement Program under a cooperative agreement with the U.S. Department of State.

- English language training
- After-school tutoring and activities
- Programs that encourage high school completion and full participation in school activities
- Summer clubs and activities
- Parental involvement programs
- Navigators or cultural brokers
- Bilingual counselors
- Interpreter services

In FY 2018, ORR awarded 44 grants totaling \$14,580,000 for school impact programs. For a list of grantees, refer to Table II-19 in Appendix A.

Services to Older Refugees

The **Services to Older Refugees Program** aims to increase integration and independent healthy living for ORR-served populations, ages 60 and older. Through its network of grantees, the Services to Older Refugees Program provides older ORR-served populations with appropriate services not otherwise provided in the community, connections to mainstream aging services, access to naturalization services, and help to live independently as long as possible.

In FY 2018, ORR awarded 42 Services for Older Refugees grants totaling \$5,000,000. For a list of grantees, refer to Table II-20 in Appendix A.

Technical Assistance

ORR supports its grantees and other service providers through TA grants to organizations qualified to provide TA, training, and resources. These grants enhance services to refugees and other ORR-served populations by (1) developing resources and tools to enhance services and create opportunities for increased community engagement; (2) creating mechanisms to support the path to economic self-sufficiency; and (3) increasing organizational capacity of service providers to meet the needs of incoming ORR-served populations.

FY 2018 was the final performance period (funds were obligated in FY 2017) for six TA providers with expertise in various topics related to refugee resettlement. These included the following:

- The U.S. Conference of Catholic Bishops' Bridging Refugee Youth and Children's Services (BRYCS) project strengthens organizational capacity to support the development and integration of refugee children, youth, and their families into their communities. In FY 2018, BRYCS published a handbook for refugee youth and their families called *Raising Teens in a New Country: A Guide for the Whole Family*. Topics include belonging/cultural identity, discipline, bullying, dating, school engagement, and more.
- The Catholic Legal Immigration Network, Inc., (CLINIC) works to increase the number of refugees applying for naturalization and the number of refugee resettlement organizations authorized to provide naturalization assistance to clients. In FY 2018, CLINIC enrolled 278 Citizenship Navigators to serve as naturalization guides to both newly arrived and established refugees.

- Higher, a project of Lutheran Immigrant and Refugee Service, strengthens access to mainstream workforce resources for out-of-school youth and highly skilled refugees through workforce collaboration strategies. In FY 2018, Higher reached more than 400 people through their webinars, which focused on different aspects of job development and career advancement programs.
- The International Rescue Committee’s Monitoring and Evaluation Technical Assistance (META) project works to improve refugee service providers’ practices in data collection, management, and analysis. In FY 2018, the META Project delivered an eight-week online certificate course, “Introduction to Mobile Data Collection,” with 31 participants whose pre- and post-test assessment scores increased from 19 percent to 66 percent.
- The National Partnership for Community Training (NPCT) of Gulf Coast Jewish Family and Community Services focuses on improving mental health literacy and strengthening both formal and nontraditional mental health service provisions. In FY 2018, NPCT co-authored *Promoting Refugee and Community Wellness Guide* in partnership with Welcoming America. The guide explores the intersection between refugee mental health and welcoming communities. NPCT also hosted a three-week mental health literacy and leadership training course for refugee community leaders who became certified mental health first aid instructors in order to increase mental health capacity in refugee communities.
- Welcoming America’s Welcoming Refugees project provides the tools and support needed to enhance and sustain resettlement agencies in their community engagement and public awareness work through building support for refugees. In FY 2018, Welcoming Refugees finished its work on the Collaborations for Welcoming Refugees project, providing customized TA based on local needs with five resettlement sites to support internal and external communications, community outreach, and strengthening collaborative relationships.

In September 2018, ORR transitioned the TA program to a single grantee to be a “one-stop-shop” for all refugee TA matters. ORR awarded a grant of \$1,194,063 to the International Rescue Committee whose Switchboard program provides TA, training, online resources, and peer learning groups for all ORR refugee service providers.

Results from the Annual Survey of Refugees

Housing Status

Table 15 presents information on refugee housing from the ASR. Although the vast majority of refugees live in rental housing (82.7 [+/-2.0] percent), home ownership is higher among those arriving in FY 2013–FY 2014 than among new arrivals; 24.3 (+/-3.6) percent of refugee households arriving in FY 2013–FY 2014 reported owning their own home at the time of the survey.

Table 15: Refugee Household Housing Status, by Arrival Cohort

	FY 2013–FY 2014	FY 2015–FY 2016	FY 2017	ALL
<i>Years in United States at Time of Survey Administration</i>	4.5 to 6.5	2.5 to 4.5	1.5 to 2.5	
<i>Number of Households</i>	513	496	500	1,509
Rent Home	74.5% ^a	87.1%	94.5%	82.7%
(MOE %)	(3.9%)	(2.8%)	(2.0%)	(2.0%)
Own Home	24.3%	11.2%	3.8%	15.7%
(MOE %)	(3.6%)	(3.2%)	(1.9%)	(2.1%)
Occupied Without Payment of Cash Rent^b	1.3%	1.7%	1.7%	1.5%
(MOE %)	(1.2%)	(1.3%)	(1.1%)	(0.7%)
TOTAL	100%	100%	100%	100%

^a Cell entries represent the percentage of households with each household housing status.

^b Respondents were provided an option that the home or apartment that they are living in at the time of the survey administration was “occupied without payment of cash rent.”

Note: Five “Don’t Know” and refusals to respond were excluded from tabulations. Figures refer to self-reported characteristics of refugees. MOE% represents the half-width of a 95% confidence interval (i.e., the amount you add and subtract from the point estimate to create a 95% confidence interval).

Source: 2018 ORR Annual Survey of Refugees. Data refer to refugee households in the 5-year population consisting of refugees of all nationalities who arrived in the United States during the period from October 1, 2012, to September 30, 2017.

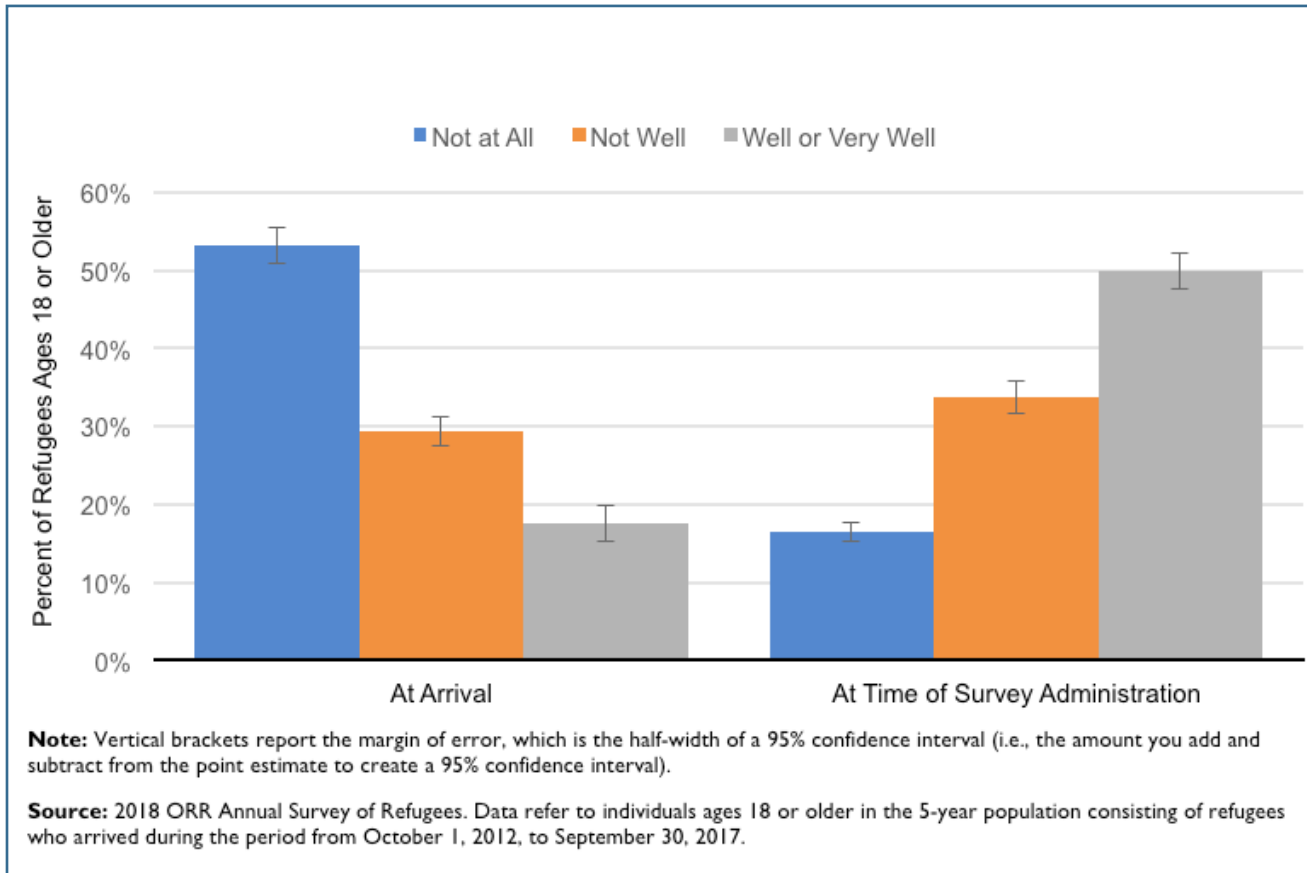
Results from the Annual Survey of Refugees

English Language Proficiency

ORR funded programs that help ORR-served populations integrate into American society by supporting their acquisition of English language skills. Understanding and communicating in English improves a refugee’s ability to find a job, advance in a career, and become engaged in the civic life of the community.

Table 16 presents information about the English language proficiency of adults ages 18 and older in ASR 2018 households at the time of their arrival in the United States and in the first quarter of 2019. Presented visually in Figure 3, data suggest strong progress in English language acquisition from the time of arrival in the United States.

Figure 3: FY 2013–FY 2017 Refugee English Language Proficiency at Arrival and Time of Survey Administration, Refugees 18 or Older



Almost 53 (+/-2.2) percent of refugee adults spoke no English at the time they arrived in the United States. For these respondents, English acquisition begins immediately. Even among FY 2017 entrants, who have been in the country for a year and a half at the time of the survey, there is a substantial decline in the percent speaking no English between the time of arrival and the survey (49 percent vs. 15 percent; Table 16).

In the first quarter of 2019, about 50 (+/-2.2) percent of refugees entering the United States in FY 2013–FY 2017 spoke English well or very well. All entry cohorts made steady gains in English proficiency between arrival and the survey.

Table 16: Refugee English Language Proficiency and Acquisition by Arrival Cohort, Refugees 18 or Older

	FY 2013 - FY 2014		FY 2015- FY 2016		FY 2017		ALL	
YEARS IN UNITED STATES AT TIME OF SURVEY ADMINISTRATION	4.5 TO 6.5		2.5-4.5		1.5-2.5			
	AT ARRIVAL	AT SURVEY	AT ARRIVAL	AT SURVEY	AT ARRIVAL	AT SURVEY	AT ARRIVAL	AT SURVEY
<i>Number of Individuals Aged 18 or Older</i>	1,019	1,022	1,022	1,025	1,022	1,025	3,063	3,072
Level of English Proficiency								
Not at all	53.6% ^a	16.6%	54.2%	16.7%	49.0%	15.0%	53.2%	16.4%
(MOE %)	(4.5%)	(2.9%)	(5.0%)	(3.3%)	(6.0%)	(3.5%)	(2.2%)	(1.1%)
Not Well	29.2%	32.6%	27.5%	34.4%	34.2%	35.0%	29.3%	33.7%
(MOE %)	(3.1%)	(3.6%)	(4.1%)	(4.9%)	(5.1%)	(4.5%)	(1.8%)	(2.0%)
Well or Very Well	17.2%	50.9%	18.1%	48.9%	16.9%	50.0%	17.6%	49.9%
(MOE %)	(3.4%)	(3.8%)	(2.8%)	(5.3%)	(3.4%)	(6.2%)	(2.2%)	(2.2%)
TOTAL	100%	100%	100%	100%	100%	100%	100%	100%

^aCell entries represent the percentage of individuals with each level of English proficiency.

Note: Excluded from tabulations for English proficiency at time of arrival were 26 “Don’t Know” responses and refusals to respond; 17 “Don’t Know” or refusals to respond were excluded from tabulations for English proficiency at the time of survey administration. Figures refer to self-reported characteristics of refugees. MOE% represents the half-width of a 95% confidence interval (i.e., the amount you add and subtract from the point estimate to create a 95% confidence interval).

Source: 2018 ORR Annual Survey of Refugees. Data refer to individuals ages 18 or older in the 5-year population consisting of refugees who arrived during the period from October 1, 2012, to September 30, 2017.

Results from the Annual Survey of Refugees

Civic Engagement

Attaining lawful permanent residency and citizenship provides refugees and other ORR-served populations with the same rights as native-born Americans and fosters a sense of belonging and inclusion. Nearly all refugees and other ORR-served populations seek lawful permanent resident status in the United States.

Table 17 reports, by arrival cohort, the percentage of adults ages 18 and older who have applied for lawful permanent residence and who have future plans to apply.

Table 17: Refugee Applications for Lawful Permanent Resident Status by Arrival Cohort, Refugees 18 or Older

	FY 2013–FY 2014	FY 2015–FY 2016	FY 2017	ALL
<i>Years in United States at Time of Survey Administration</i>	4.5 to 6.5	2.5 to 4.5	1.5 to 2.5	
<i>Number of Individuals Ages 18 or Older</i>	1,106	1,025	1,025	3,066
Has Already Applied for LPR Status	86.2%^a	82.0%	83.9%	84.1%
(MOE %)	(3.7%)	(4.7%)	(5.5%)	(2.3%)
Plans to Apply in the Future	11.2%	14.5%	13.6%	13.0%
(MOE %)	(2.2%)	(4.7%)	(4.2%)	(2.1%)
Has Not Applied to Adjust LPR Status but Does Not Plan to Apply in the Future	2.5%	3.5%	2.5%	3.0%
(MOE %)	(2.5%)	(2.3%)	(2.2%)	(1.0%)
TOTAL	100%	100%	100%	100%

^a Cell entries represent the percentage of individuals with each lawful permanent resident status.

Note: Excluded from tabulations were 23 “Don’t Know” responses and refusals to respond. Figures refer to self-reported characteristics of refugees MOE% represents the half-width of a 95% confidence interval (i.e., the amount you add and subtract from the point estimate to create a 95% confidence interval).

Source: 2018 ORR Annual Survey of Refugees. Data refer to individuals ages 18 or older in refugee households in the 5-year population consisting of refugees of all nationalities who arrived in the United States during the period from October 1, 2012, to September 30, 2017.

There are no statistically significant differences in legal permanent resident status adjustment by year of refugee arrival. Overall, 84.1 (+/-2.3) percent of adults ages 18 or older had applied for permanent residency at the time of the survey. Nearly all remaining indicated intentions to apply in the future (13 [+/-2.1] percent). A small percentage of refugees (3 percent) indicated that they had not yet applied and did not intend to apply.

Unaccompanied Refugee Minors

The URM Program provides specialized foster care for refugees and other special populations of youth. Currently, unaccompanied children and youth in the following categories are eligible for the URM program: refugee, asylee, Cuban/Haitian entrant, victim of human trafficking, Special Immigrant Juvenile status, and U status.³¹

Originally, the program provided services for refugee minors arriving from overseas unaccompanied by a parent or adult relative.³² Over the years, legislation was enacted that made other populations already in the United States eligible for the URM Program.³³ As a result of these statutory changes, the number of youth served by the URM Program has significantly increased. Similarly, the demographic makeup of youth in the program has also changed as a significant proportion of URM participants are now referred from the UAC Program.

The URM Program is administered by participating states and funded by the CMA grant. The program provides the same range of child welfare benefits and services available to other foster children in the states where the URM Program operates, as well as services required by ORR regulations.³⁴ URM placements include foster homes, therapeutic foster homes, group care, supervised independent living, and other settings appropriate to meet a youth's needs, such as residential treatment facilities.

Services may include:

- Case management,
- Family tracing and reunification,
- Health care,
- Mental health services,
- Social adjustment and integration,
- English language training,
- Education and vocational training,
- Career planning and employment,
- Preparation for independent living and social integration,
- Preservation of cultural and religious heritage, and
- Assistance adjusting immigration status.

Because a state, county, or URM provider must petition a court for legal responsibility of the minor, minors must enter the URM Program before the age of 18. Depending on the state, the youth may continue to receive benefits and services, such as independent living services and support for education and/or vocational training, through the URM Program up to age 26.

³¹U status is set aside for victims of certain crimes who have suffered mental or physical abuse and are helpful to law enforcement or government officials in the investigation or prosecution of criminal activity.

³²The Refugee Act of 1980 (Pub. L. 96-212; 8 U.S.C. 1522(d)) authorizes ORR to provide child welfare benefits and services to refugees and asylees.

³³The Refugee Education Assistance Act of 1980 (Pub. L. 96-422) and the Trafficking Victims Protection Act of 2000 (Pub. L. 106-386; 22 U.S.C. § 7105 (b)(1)(A)) authorize ORR to provide the same benefits and services available to refugees for Cuban and Haitian entrants and victims of a severe form of human trafficking, respectively. The Trafficking Victims Protection and Reauthorization Act of 2008 (Pub. L. 110-457; 8 U.S.C. § 1232 (d)(4)) extends URM eligibility to Special Immigrant Juveniles who were in the custody of ORR or receiving services as Cuban or Haitian entrants at the time a dependency order was signed. The Violence Against Women Reauthorization Act (Pub. L. 113-4; 8 U.S.C. § 1232 (d)(4)) extends URM eligibility to child victims of crime with U visa status.

³⁴For more information, see state child and family service plans under Title IV-B of the Social Security Act, as well as 45 CFR §§ 400.110–120.

In total, the URM Program served 1,966 youth in FY 2018, which included 333 new enrollees. The URM Program served participants from 52 countries in FY 2018.

Table 18: FY 2018 Participants in the Unaccompanied Refugee Minors (URM) Program by Category of Eligibility

CATEGORY OF ELIGIBILITY	NUMBER
Refugee	1,158
Asylee	31
Cuban/Haitian Entrant	19
Victim of Trafficking	199
Special Immigrant Juvenile Status	559
TOTAL	1,966

Source: ORR's URM Database.

In FY 2018, the URM Program operated in 24 locations across 14 states and the District of Columbia. Table 19 provides the number of URM served in each state and the District of Columbia in FY 2018. There were a total of 1,966 individual cases served in FY 2018. Former UAC are represented in all eligible categories, with the exception of refugees.

Table 19: FY 2018 Participants in the Unaccompanied Refugee Minors (URM) Program by State

STATE	NUMBER
Arizona	63
California	291
Colorado	75
District of Columbia	28
Florida	24
Massachusetts	183
Michigan	483
Mississippi	47
New York	77
North Dakota	79
Pennsylvania	111
Texas	146
Utah	103
Virginia	77
Washington	184

Note: The total number of participants (N=1,971) includes 5 cases that transferred from one state to another and were therefore served by multiple states.

Source: ORR's URM Database.

Monitoring and Evaluation

ORR conducts oversight and systematic monitoring of the programmatic and administrative operations of its grantees. Monitoring and evaluation is designed to ensure that grantees provide high-quality services and adhere to federal regulations and policies.

In FY 2018, ORR expanded its current monitoring initiative to incorporate advanced data analysis and an emphasis on outcomes-oriented program assessment. ORR contracts a team of seasoned evaluators to complement ORR staff in performing onsite monitoring and conduct high-level analysis. Monitoring trips include an exhaustive review of programmatic documents; an assessment of client case files, as appropriate; interviews with clients, staff, and stakeholders; and a written report of findings.

In FY 2018, ORR conducted onsite monitoring of 176 public and privately administered state programs, re-settlement agencies, and other discretionary grantees in the District of Columbia and the following states: Arkansas, California, Colorado, Florida, Georgia, Idaho, Illinois, Indiana, Iowa, Kansas, Massachusetts, Michigan, Minnesota, New Mexico, New York, North Carolina, Ohio, Oregon, Pennsylvania, Tennessee, Texas, Utah, Vermont, and Washington. The primary corrective actions centered on case file documentation and client eligibility for services. Program monitors drafted a report of their observations after each review, and grantees were required to submit a corrective action plan to address any derogatory findings. ORR conducted follow-up as needed. Monitors also identified promising practices to help strengthen services across states and programs.

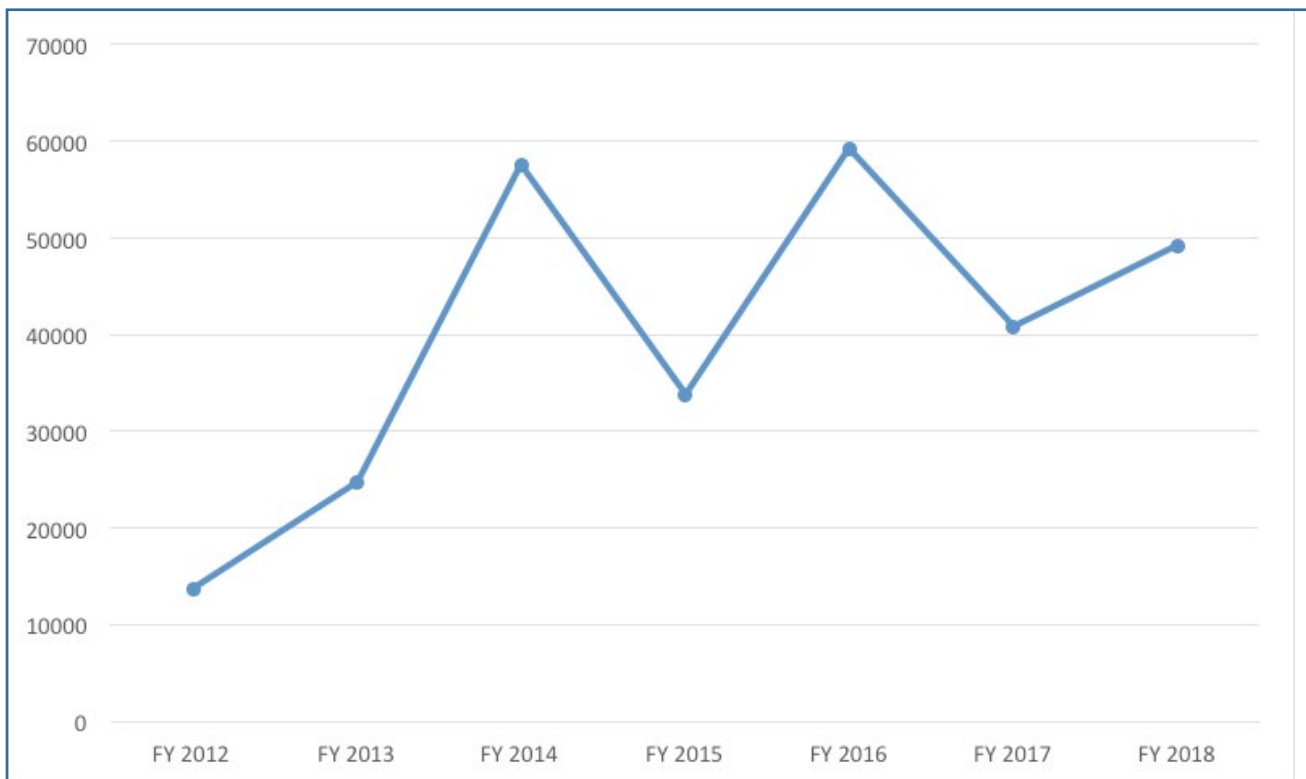
UNACCOMPANIED ALIEN CHILDREN PROGRAM

The UAC Program provides a safe and appropriate environment to children and youth who enter the United States without lawful immigration status, who have not reached 18 years of age, and who are without a parent or legal guardian in the United States available to provide care and physical custody.³⁵ In most cases, UAC are apprehended by immigration officials from DHS and then referred to the care and custody of ORR.³⁶

Profile of Unaccompanied Alien Children

ORR served 49,100 UAC in FY 2018, compared to 40,810 in FY 2017. Figure 4 indicates the number of UAC referrals by year.

Figure 4: Number of Unaccompanied Alien Children (UAC) Referrals by Year



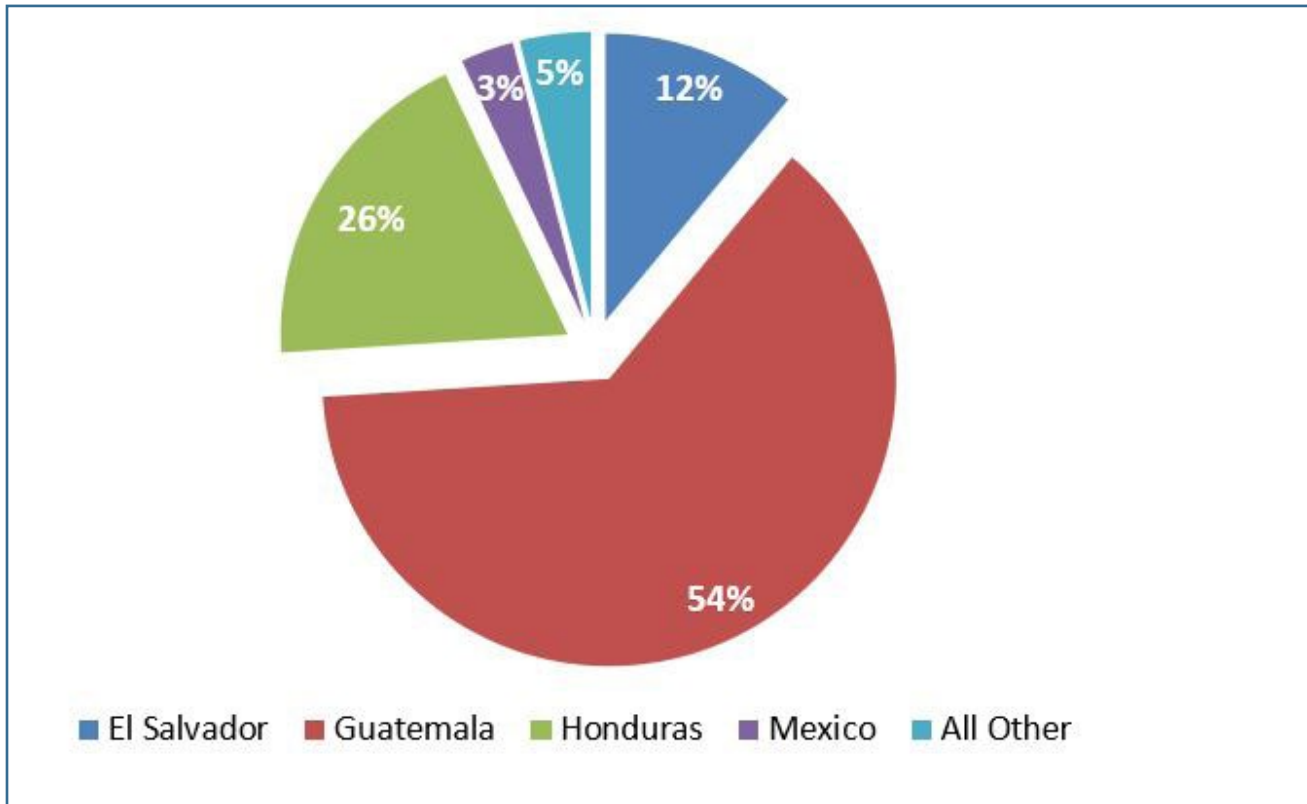
Source: ORR's UAC Portal.

The majority of UAC placed in ORR custody in FY 2018 were from Central American countries. The Central American countries of Guatemala, El Salvador, and Honduras accounted for 92 percent of UAC in ORR custody.

³⁵ See 6 U.S.C. § 279(g)(2).

³⁶ Section 462 of the Homeland Security Act of 2002 (Pub. L. 107-296, 6 U.S.C. § 279(a)) transferred responsibilities for the care and placement of UAC from the commissioner of the Immigration and Naturalization Service to the director of ORR.

Figure 5: Unaccompanied Alien Children (UAC) by Country of Birth in FY 2018

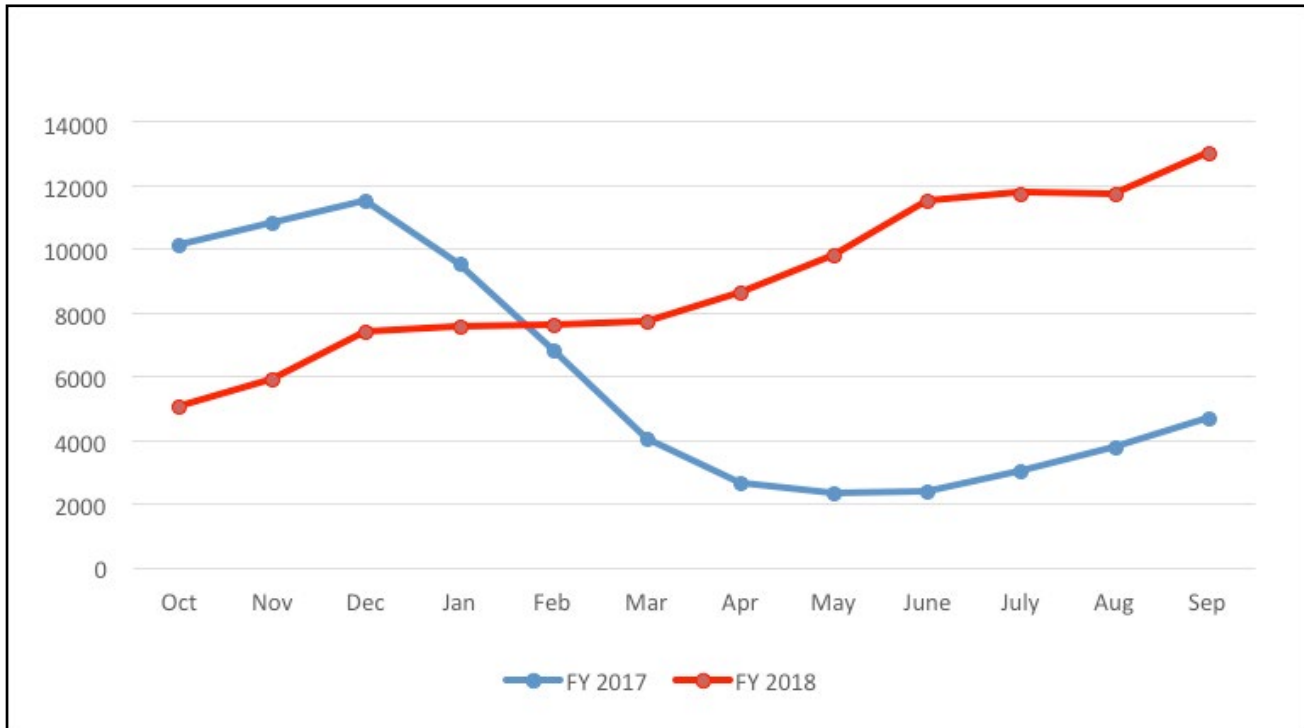


Source: ORR's UAC Portal

Of the children placed into ORR custody in FY 2018, 71 percent were male and 29 percent were female. The gender ratio is similar to that of FY 2017, when 68 percent were male and 32 percent were female.

ORR experienced an increase in the number of DHS referrals from FY 2017 (40,810) to FY 2018 (49,100). The average number of UAC in ORR care at any point in time increased in FY 2018 (8,997) compared to FY 2017 (6,006). As shown in Figure 6, the average number of UAC in care was significantly lower in FY 2018 until February.

Figure 6: Average Number of Unaccompanied Alien Children (UAC) in ORR Care by Month in FY 2017 and FY 2018



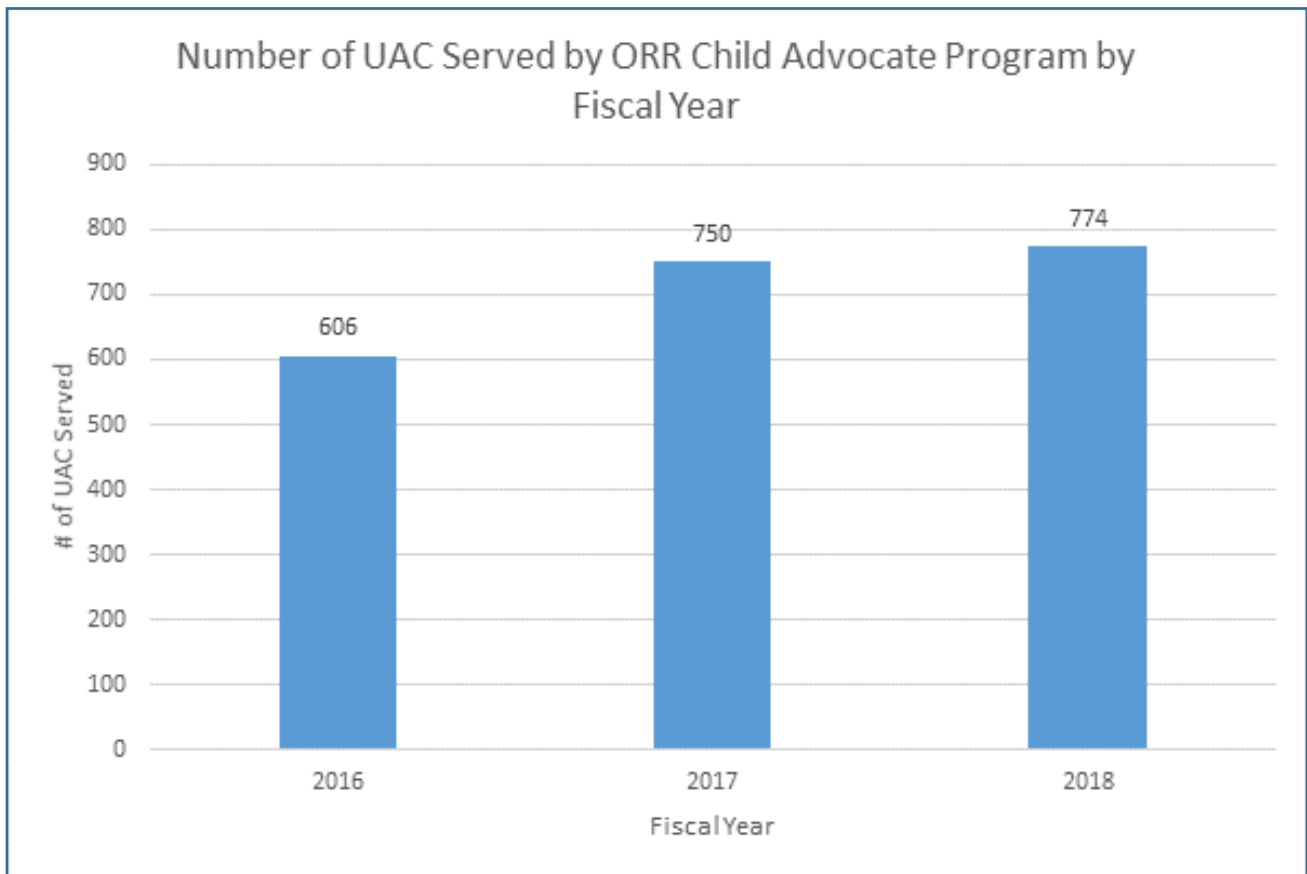
Source: ORR's UAC Portal

ORR may appoint Child Advocates for victims of trafficking and other vulnerable children. Child Advocates are third parties who make independent recommendations regarding the best interests of a child. Their recommendations are based on information that is obtained from the child and other sources (e.g., the child's parents, potential sponsors, government agencies, and other stakeholders). Child Advocates formally submit their recommendations to ORR and/or the immigration court in the form of Best Interest Determinations (BIDs). ORR considers BIDs when making decisions regarding the care, placement, and release of unaccompanied alien children, but it is not bound to follow BID recommendations.

As required by the TVPRA, ORR provides Child Advocates with access to information necessary to effectively advocate for the best interests of children with whom they are working. After providing proof of appointment, Child Advocates have access both to their clients and to their clients' records. Child Advocates may access their clients' entire original case files at care provider facilities, or request copies from care providers. Further, they may participate in case staffings.

Child Advocates and ORR maintain regular communication, informing each other of considerations or updates that impact service provision and release planning. Figure 7 shows the increase in number of child advocates since FY 2016. Due to the Administration's Zero Tolerance policy and the subsequent separation of parents and children at the border, the number of appointed child advocates increased during FY 2017 and 2018.

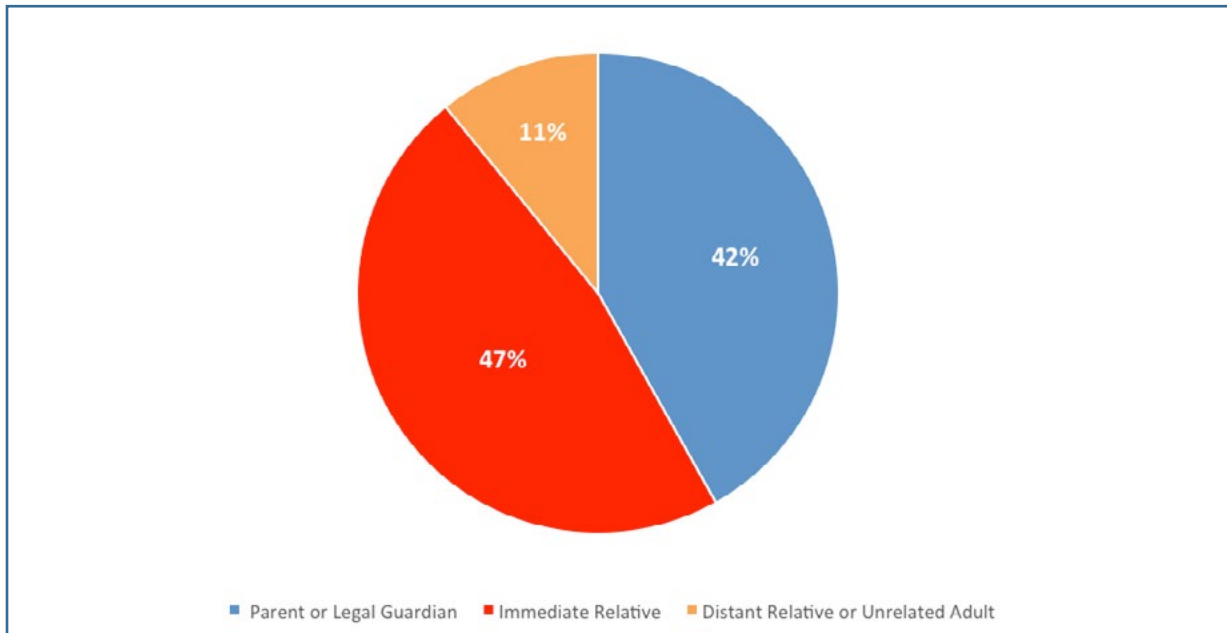
Figure 7: Participation in Child Advocate Program



ORR and its care providers work to ensure that children are released in a timely and safe manner from ORR custody to parents, other family members, or other adults (referred to as “sponsors”) who are able to care for the child’s physical and mental well-being.

Approximately 86 percent of UAC released to sponsors in FY 2018 were released to sponsors immediately related to the child. Figure 8 indicates the sponsor relationship to UAC released in FY 2018.

Figure 8: Sponsor Relationship to Unaccompanied Alien Children (UAC) Released in FY 2018



Source: ORR’s UAC Portal.

UAC were released to sponsors residing in 49 states, the District of Columbia, and Puerto Rico in FY 2018. Table 20 provides the state-by-state data.

Table 20: Number of Unaccompanied Alien Children (UAC) Released to a Sponsor by State in FY 2018

STATE	NUMBER OF UAC (OCT. 2017– SEP. 2018)
Alabama	736
Alaska	0
Arizona	258
Arkansas	193
California	4,675
Colorado	313
Connecticut	332
Delaware	222
DC	138
Florida	4,131
Georgia	1,261
Hawaii	1
Idaho	28
Illinois	475
Indiana	394
Iowa	238

STATE	NUMBER OF UAC (OCT. 2017– SEP. 2018)
Kansas	305
Kentucky	370
Louisiana	931
Maine	22
Maryland	1,723
Massachusetts	814
Michigan	136
Minnesota	294
Mississippi	299
Missouri	203
Montana	3
Nebraska	374
Nevada	132
New Hampshire	20
New Jersey	1,877
New Mexico	43
New York	2,845
North Carolina	1,110
North Dakota	2
Ohio	547
Oklahoma	286
Oregon	200
Pennsylvania	563
Rhode Island	235
South Carolina	508
South Dakota	96
Tennessee	1,173
Texas	4,136
Utah	97
Vermont	2
Virginia	1,650
Washington	435
West Virginia	23
Wisconsin	98
Wyoming	15
Puerto Rico	1
TOTAL	34,963

Source: ORR's UAC Portal

Profile of the Unaccompanied Alien Children Program

A network of ORR-funded care providers supplies temporary housing and other services to UAC in ORR custody. ORR considers the unique nature of each child’s situation and incorporates child welfare principles when making placement, clinical, case management, and release decisions to ensure they are made in the best interest of the child.

Care provider facilities are state licensed and must meet ORR requirements to ensure a high quality of care. Care providers offer a continuum of care for children through a variety of placement options, which include ORR foster care; group homes; shelters; staff secure, secure, and residential treatment centers.

Approximately 89 percent of UAC were initially placed in a shelter in FY 2018. Foster care was the second-most common initial placement at approximately 10 percent. Secure, staff secure, and therapeutic placements (such as residential treatment centers) accounted for the remaining initial placements. Foster care in the UAC Program is funded by ORR and is not part of the state child welfare system. ORR provides long-term, therapeutic, and transitional foster care through its network of care providers. ORR provides long-term foster care placements for certain UAC who do not have a viable sponsor and who have been identified as potentially eligible for immigration relief and are younger than 17 years and six months at time of placement.

Table 21: Unaccompanied Alien Children (UAC) by Initial Placement Type in FY 2018

FACILITY TYPE FOR INITIAL PLACEMENT	NUMBER OF UAC
Shelter	43,941
Foster Care ^a	4,786
Secure/Staff Secure	345
Residential Treatment	28
TOTAL	49,100

^a ORR funds long-term care placements for certain UAC who do not have a viable sponsor and who have been identified as potentially eligible for immigration relief and are younger than 17 years and 6 months at time of placement.

Source: ORR’s UAC Portal.

Care providers operate under cooperative agreements, and provide children with classroom education, health care, socialization/recreation, vocational training, legal services, mental health services, and case management.

ORR provides Know Your Rights presentations and legal screenings to unaccompanied children to determine potential eligibility for immigration relief through ORR’s Pro-Bono and Legal Services contracts for UAC. Information about legal services, including notices and referrals to community-based pro bono legal service providers, are provided to UAC and their sponsors upon release. Additionally, ORR legal service contracts support pro bono representation and provides funding in some cases for direct legal representation in immigration court and other matters in which the child may be a party.

Once a child has been placed with a parent, relative, or other sponsor, the care and well-being of the child become the responsibility of that sponsor. Sponsors sign an agreement ensuring they will bring the UAC to all future immigration proceedings. ORR does not provide ongoing post-release services (PRS) for the

majority of children who are released to sponsors. But it may refer certain children at the time of release to PRS providers, who in turn coordinate referrals to supportive services in the community where the child resides and provide other child welfare services as needed. PRS referrals are provided to children for whom there had been a home study, to children released to a non-relative sponsor, to children whose placement has been disrupted or is at risk of disruption within 180 days of release, to children or sponsors who have contacted the ORR Help Line, and to other children who would benefit from ongoing assistance from a community-based service provider.

ORR uses comprehensive monitoring to address immediate problems, prevent and address any lapses in compliance, and provide for continuous improvement in the delivery of services for children and youth. ORR conducts site visits at least monthly to ensure that care providers meet minimum standards for the care and timely release of UAC and that they abide by all federal and state laws and regulations, licensing and accreditation standards, ORR policies and procedures, and child welfare standards. ORR increases the frequency of monitoring if it is warranted by issues identified at a facility. In addition, ORR conducts formal monitoring visits. If ORR monitoring finds a care provider to be out of compliance with requirements, ORR issues corrective action findings and requires the care provider to resolve the issue within a specified time frame. ORR also provides TA, as needed, to ensure that deficiencies are addressed.

APPENDIX A

Table II-1: FY 2018 Wilson/Fish Grantees

STATE	GRANTEE	WILSON/FISH OBLIGATION*
Alabama	Catholic Social Services of the Archdiocese of Mobile	\$121,753
Alaska	Catholic Social Services, Inc.	\$325,340
California (San Diego County)	Catholic Charities of San Diego	\$1,441,755
Colorado	Colorado Department of Human Services	\$1,630,449
Idaho	Jannus Inc.	\$1,253,314
Kentucky	Catholic Charities of Louisville	\$2,158,433
Louisiana	Catholic Charities Diocese of Baton Rouge	\$998,273
Massachusetts	Office of Refugees and Immigrants	\$1,869,357
Nevada	Catholic Charities of Southern Nevada	\$1,248,851
North Dakota	Lutheran Social Services of North Dakota	\$750,698
South Dakota	Lutheran Social Services of South Dakota	\$486,304
Tennessee	Catholic Charities of Tennessee, Inc.	\$2,156,974
Vermont	U.S. Committee for Refugees & Immigrants	\$312,955

* The Wilson/Fish grantee in Alabama receives Refugee Medical Assistance funding for medical screenings.

Table II-2: FY 2018 State Oversight

STATE/PROGRAM	STATE OVERSIGHT*
Alabama	Refugee Medical Assistance (RMA; except medical screenings)
Alaska	None
Colorado	Refugee Resettlement Program
Idaho	RMA
Kentucky	None
Louisiana	RMA
Massachusetts	Refugee Resettlement Program
Nevada	None
North Dakota	RMA; Unaccompanied Refugee Minor
San Diego	RMA; Social Services
South Dakota	RMA
Tennessee	None
Vermont	RMA; Social Services; State Refugee Coordinator position

* "State Oversight" indicates which programs the state retained oversight of when the Wilson/Fish program was established. "None" in the State Oversight column indicates that the state ceased participation in the Refugee Resettlement Program entirely.

Table II-3: Cash and Medical Assistance Grantees

STATE	AMOUNT
Alabama	\$109,534
Alaska	\$70,981
Arizona	\$3,863,000
Arkansas	\$102,765
California ^a	\$28,545,786
Colorado	\$5,905,199
Connecticut	\$678,115
Delaware	\$141,960
District of Columbia	\$2,141,221
Florida	\$21,000,000
Georgia	\$4,000,000
Hawaii	\$11,070
Idaho	\$1,526,371
Illinois	\$4,100,000
Indiana	\$1,972,000
Iowa	\$650,000
Kansas (International Rescue Committee)	\$2,546,336
Kansas (U.S. Committee for Refugees and Immigrants)	\$339,948
Kentucky	\$1,180,000
Louisiana	\$16,741
Maine (Catholic Charities of Maine)	\$950,000
Maine (U.S. Committee for Refugees and Immigrants)	\$539,923
Maryland	\$6,500,000
Massachusetts	\$10,500,000
Michigan	\$18,138,528
Minnesota	\$3,692,755
Mississippi	\$1,941,000
Missouri	\$1,013,163
Missouri (International Institute of St. Louis)	\$351,632
Missouri (U.S. Committee for Refugees and Immigrants)	\$396,518
Montana	\$284,811
Nebraska	\$2,000,000
Nevada	\$110,000
New Hampshire	\$796,930
New Jersey (International Rescue Committee)	\$1,492,693

STATE	AMOUNT
New Mexico	\$450,000
New York	\$9,400,000
North Carolina	\$2,800,000
North Dakota	\$2,097,626
Ohio	\$3,400,000
Oklahoma	\$450,000
Oregon	\$1,250,000
Pennsylvania	\$6,500,000
Rhode Island	\$289,645
South Carolina	\$325,000
South Dakota	\$260,521
Tennessee	\$1,100,000
Texas (Catholic Charities Fort Worth)	\$5,500,000
Texas (International Rescue Committee)	\$1,100,000
Texas (Refugee Services of Texas)	\$3,400,000
Texas (U.S. Committee for Refugees and Immigrants)	\$16,724,078
Texas (U.S. Conference of Catholic Bishops)	\$5,039,565
Texas (YMCA of Greater Houston)	\$7,000,000
Utah	\$6,176,253
Vermont	\$241,104
Virginia	\$8,295,846
Washington	\$13,000,000
West Virginia	\$15,953
Wisconsin	\$2,600,000
TOTAL	\$225,024,571

^a The awards for cash and medical assistance to the state of California have been combined here, although they were listed separately in previous annual reports.

Note: Replacement designees are listed within parentheses: Pursuant to 45 CFR § 400.301, the director of ORR is authorized to appoint a replacement designee to administer the provision of assistance and services to ORR-served populations when a state withdraws from administering all or part of the Refugee Resettlement Program.

Table II-4: FY 2018 Refugee Support Services Grantees

STATE	AMOUNT
Alabama	\$114,132
Alaska	\$91,975
Arizona	\$3,359,680
Arkansas	\$83,106
California	\$16,102,453
Colorado	\$1,988,993
Connecticut	\$792,273
Delaware	\$75,000
District Of Columbia	\$104,278
Florida	\$35,298,954
Georgia	\$2,652,732
Hawaii	\$75,000
Idaho	\$763,465
Illinois	\$2,397,877
Indiana	\$1,219,995
Iowa	\$882,027
Kansas (International Rescue Committee)	\$680,359
Kentucky	\$3,066,042
Louisiana	\$335,748
Maine (Catholic Charities of Maine)	\$501,329
Maryland	\$2,615,047
Massachusetts	\$2,005,612
Michigan	\$3,409,544
Minnesota	\$2,938,343
Mississippi	\$75,000
Missouri (International Institute of St. Louis)	\$1,663,221
Montana	\$99,727
Nebraska	\$1,600,055
Nevada	\$1,602,280
New Hampshire	\$395,582
New Jersey (International Rescue Committee)	\$1,080,369
New Mexico	\$216,321
New York	\$5,184,668
North Carolina	\$2,643,868
North Dakota	\$501,957

STATE	AMOUNT
Ohio	\$3,517,024
Oklahoma	\$346,830
Oregon	\$1,484,818
Pennsylvania	\$2,708,136
Rhode Island	\$219,401
South Carolina	\$304,720
South Dakota	\$392,259
Tennessee	\$1,607,820
Texas (Catholic Charities Fort Worth)	\$4,203,690
Texas (International Rescue Committee)	\$813,103
Texas (Refugee Services of Texas)	\$3,243,214
Texas (YMCA of Greater Houston)	\$6,240,501
Utah	\$945,189
Vermont	\$268,155
Virginia	\$4,705,963
Washington	\$4,882,156
West Virginia	\$75,000
Wisconsin	\$1,121,375
TOTAL	\$133,696,366

Note: Replacement designees are listed within parentheses: Pursuant to 45 CFR § 400.301, the director of ORR is authorized to appoint a replacement designee to administer the provision of assistance and services to ORR-served populations when a state withdraws from administering all or part of the Refugee Resettlement Program.

Table II-5: FY 2018 Matching Grant Grantees

GRANTEE	FEDERAL AWARD AMOUNT
Church World Service (CWS)	\$5,367,500
Domestic and Foreign Missionary Society (DFMS)	\$2,045,000
Ethiopian Community Development Council (ECDC)	\$1,780,000
Hebrew Immigrant Aid Society (HIAS)	\$1,740,000
International Rescue Committee (IRC)	\$7,412,500
Lutheran Immigration and Refugee Service (LIRS)	\$4,362,500
United States Conference of Catholic Bishops (USCCB)	\$9,425,000
U.S. Committee for Refugees and Immigrants (USCRI)	\$8,325,000
World Relief (WR)	\$3,165,000
TOTAL	\$43,622,500

Table II-6: FY 2018 Average Full-Time Hourly Wage by Grantee

GRANTEE	AVERAGE FULL-TIME HOURLY WAGE AT 180 DAYS
Church World Service (CWS)	\$11.02
Domestic and Foreign Missionary Society (DFMS)	\$11.08
Ethiopian Community Development Council (ECDC)	\$11.47
Hebrew Immigrant Aid Society (HIAS)	\$11.21
International Rescue Committee (IRC)	\$11.99
Lutheran Immigration and Refugee Service (LIRS)	\$13.67
United States Conference of Catholic Bishops (USCCB)	\$11.38
U.S. Committee for Refugees and Immigrants (USCRI)	\$11.11
World Relief (WR)	\$14.97

Table II-7: FY 2018 Matching Grant Outcomes by Grantee

GRANTEE	CLIENTS NEWLY ENROLLED	SELF-SUFFICIENT AT 120 DAYS ^a	SELF-SUFFICIENT AT 180 DAYS [*]	ENTERED EMPLOYMENT AT 180 DAYS	EMPLOYER HEALTH BENEFITS OFFERED AT 180 DAYS
Church World Service	2,147	1,201	2,020	864	445
Domestic and Foreign Missionary Society	818	619	793	291	155
Ethiopian Community Development Council	712	557	639	306	244
Hebrew Immigrant Aid Society	696	603	651	274	114
International Rescue Committee	2,965	2,041	2,220	893	555
Lutheran Immigration and Refugee Service	1,745	947	1,571	541	317
United States Conference of Catholic Bishops	3,770	2,549	2,943	1,288	762
U.S. Committee for Refugees and Immigrants	3,330	2,244	2,757	1,210	554
World Relief	1,266	836	1,109	467	340

^aThis number includes all FY 2017 and FY 2018 enrolled clients reaching day 120 or day 180 of their Matching Grant service period during FY 2018.

Notes: The Matching Grant guidelines provided to grantees define “economic self-sufficiency” as earning a total family income at a level that enables the case unit to support itself without receipt of a public cash assistance. In practice, this means having earnings that exceed the income eligibility level for receipt of a TANF Cash Assistance grant in the state and the ability to cover the family living expenses. The use of this definition is only for comparisons in the Matching Grant outcomes.

Table II-8: FY 2018 Highlights of Matching Grant Providers with More than 140 Enrollments

RESETTLEMENT AGENCY	CITY AND STATE	CLIENTS ENROLLED	SELF-SUF-FICIENCY AT 120 DAYS	SELF-SUF-FICIENCY AT 180 DAYS	EMPLOYED	AVERAGE WAGE (FULL-TIME)
International Rescue Committee	Glendale, AZ	310	75%	88%	65%	\$11.07
World Relief	North Highland, CA	212	60%	82%	95%	\$12.61
Church World Service	Delray Beach, FL	152	26%	85%	61%	\$9.70
Church World Service	Doral, FL	454	14%	76%	56%	\$10.22
U.S. Committee for Refugees and Immigrants	Miami, FL	784	23%	59%	67%	\$9.83
United States Conference of Catholic Bishops	Miami, FL	160	33%	68%	74%	\$11.45
Lutheran Immigration and Refugee Service	Tampa, FL	354	14%	32%	22%	\$9.87
International Rescue Committee	Atlanta, GA	365	79%	87%	65%	\$11.07
Church World Service	Indianapolis, IN	167	71%	87%	58%	\$12.23
U.S. Committee for Refugees and Immigrants	Des Moines, IA	174	76%	96%	60%	\$11.96
U.S. Committee for Refugees and Immigrants	Bowling Green, KY	152	94%	81%	70%	\$10.74
International Rescue Committee	Baltimore, MD	177	76%	89%	59%	\$10.97
Church World Service	Grand Rapids, MI	151	48%	95%	75%	\$12.24
U.S. Committee for Refugees and Immigrants	St. Louis, MO	148	81%	87%	70%	\$10.45
U.S. Committee for Refugees and Immigrants	Brooklyn, NY	256	71%	85%	80%	\$14.66
United States Conference of Catholic Bishops	New York, NY	281	45%	64%	64%	\$13.72
U.S. Committee for Refugees and Immigrants	Philadelphia, PA	144	89%	88%	78%	\$10.39
International Rescue Committee	Dallas, TX	223	91%	95%	64%	\$10.22
United States Conference of Catholic Bishops	Dallas, TX	186	87%	94%	66%	\$9.85
United States Conference of Catholic Bishops	Fort Worth, TX	146	87%	86%	75%	\$10.71
United States Conference of Catholic Bishops	Houston, TX	261	70%	94%	85%	\$10.72
U.S. Committee for Refugees and Immigrants	Houston, TX	296	63%	87%	56%	\$10.43
Ethiopian Community Development Council	Houston, TX	142	85%	85%	60%	\$10.85

RESETTLEMENT AGENCY	CITY AND STATE	CLIENTS ENROLLED	SELF-SUFFICIENCY AT 120 DAYS	SELF-SUFFICIENCY AT 180 DAYS	EMPLOYED	AVERAGE WAGE (FULL-TIME)
United States Conference of Catholic Bishops	San Antonio, TX	216	78%	83%	69%	\$9.98
International Rescue Committee	Salt Lake City, UT	193	64%	86%	59%	\$11.09
United States Conference of Catholic Bishops	Salt Lake City, UT	158	35%	89%	63%	\$11.49
United States Conference of Catholic Bishops	Manassas, VA	184	64%	85%	82%	\$13.68
World Relief	Kent, WA	333	68%	85%	62%	\$15.17
International Rescue Committee	SeaTac, WA	182	96%	100%	72%	\$16.80

Table II-9: FY 2018 Microenterprise Development Grantees

GRANTEE	STATE	AWARDED AMOUNT
International Rescue Committee, Inc.	Arizona	\$223,300.00
Opening Doors Inc.	California	\$174,000.00
Pacific Asian Consortium in Employment	California	\$232,000.00
Community Enterprise Development Services	Colorado	\$231,600.00
International Rescue Committee, Inc.	Georgia	\$175,000.00
Jannus, Inc.	Idaho	\$181,945.00
Jewish Vocational Career and Services of Louisville, Inc.	Kentucky	\$146,300.00
HIAS, Inc. (Hebrew Immigrant Aid Society)	Michigan-Ohio	\$249,995.00
Hmong American Partnership	Minnesota	\$250,000.00
International Institute of St. Louis	Missouri	\$232,000.00
Lutheran Social Services of Colorado	New Mexico	\$188,177.00
Business Outreach Center Network, Inc.	New York	\$232,000.00
Center for Community Development for New Americans	New York	\$232,000.00
International Rescue Committee, Inc.	California	\$162,400.00
Westminster Economic Development Initiative, Inc.	New York	\$170,400.00
North Carolina African Services Coalition, Inc.	North Carolina	\$247,800.00
Economic And Community Development Institute, Inc.	Ohio	\$232,000.00
U.S. Committee for Refugees and Immigrants, Inc.	Pennsylvania	\$232,000.00
Women's Opportunities Resource Center	Pennsylvania	\$200,472.00
ECDC Enterprise Development Council, Inc.	Virginia	\$236,924.00
New Roots	Washington	\$248,467.00
TOTAL		\$4,478,780.00

Table II-10: FY 2018 Refugee Family Child Care Microenterprise Grantees

GRANTEE	STATE	AMOUNT
Catherine McAuley Center, Inc.	Iowa	\$159,196
Midlands Latino Community Development Corporation	Nebraska	\$187,278
International Rescue Committee, Inc.	New York	\$187,500
International Rescue Committee, Inc.	New York	\$187,500
Journey's End Services, Inc.	New York	\$187,500
Immigrant and Refugee Community Organization	Oregon	\$187,500
Jannus, Inc.	Virginia	\$187,500
U.S. Committee for Refugees and Immigrants, Inc.	Virginia	\$187,500
TOTAL		\$1,471,474

Table II-11: FY 2018 Individual Development Account Grantees

GRANTEE	STATE	AMOUNT
Pars Equality Center	California	\$250,000
Alliance for African Assistance	California	\$250,000
Pacific Asian Consortium in Employment	California	\$250,000
Lutheran Social Services of Colorado	Colorado	\$187,687
Center for PanAsian Community Services, Inc.	Georgia	\$219,623
Lutheran Services in Iowa, Inc.	Iowa	\$250,000
Catholic Charities of Northeast Kansas, Inc.	Kansas	\$250,000
Coastal Enterprises, Inc. (CEI)	Maine	\$250,000
HIAS, Inc. (Hebrew Immigrant Aid Society)	Maryland	\$250,000
International Institute of New England, Inc.	Massachusetts	\$245,817
Isuroon	Minnesota	\$199,612
Lutheran Family Services of Nebraska	Nebraska	\$250,000
Refugee and Immigrant Self-Empowerment, Inc.	New York	\$248,072
International Rescue Committee, Inc.	New York	\$250,000
Center for Community Development for New Americans	New York	\$249,230
U.S. Committee for Refugees and Immigrants, Inc.	Virginia	\$250,000
U.S. Committee for Refugees and Immigrants, Inc.	Virginia	\$250,000
New Roots Fund	Washington	\$245,177
TOTAL		\$4,345,218

Table II-12: FY 2018 Refugee Career Pathways Grantees

GRANTEE	STATE	GRANT AMOUNT
Pars Equality Center	California	\$250,000
Colorado Department of Human Services	Colorado	\$250,000
Broward College	Florida	\$250,000
Center for Pan Asian Community Services	Georgia	\$181,085
Jannus	Idaho	\$250,000
Instituto del Progreso Latino	Illinois	\$249,963
Lutheran Services in Iowa	Iowa	\$250,000
Lutheran Immigration and Refugee Service–MD	Maryland	\$249,097
International Institute of Metropolitan St. Louis	Missouri	\$249,560
Catholic Charities Diocese of Rochester dba Catholic Family Center	New York	\$250,000
International Rescue Committee–NY	New York	\$250,000
Immigrant and Refugee Community Organization	Oregon	\$245,000
Lancaster-Lebanon Intermediate Unit 13	Pennsylvania	\$250,000
Dorcas International Institute of Rhode Island	Rhode Island	\$225,300
Lutheran Social Services of South Dakota	South Dakota	\$227,630
Upwardly Global–Alexandria	Virginia	\$250,000
Snohomish County Workforce Development Council	Washington	\$244,347
TOTAL		\$4,121,982

Note: dba = doing business as.

Table II-13: FY 2018 Refugee Health Promotion Grantees

GRANTEE	STATE	AMOUNT
Catholic Social Services	Alaska	\$75,000
Arkansas Department of Health	Arkansas	\$75,000
Arizona Department of Economic Security	Arizona	\$119,500
California Department of Public Health	California	\$195,000
Colorado Department of Human Services	Colorado	\$140,900
State of Connecticut Department of Public Health	Connecticut	\$80,000
Community of Hope	District of Columbia	\$75,000
Florida Department of Health	Florida	\$108,000
Georgia Department of Health	Georgia	\$103,000

GRANTEE	STATE	AMOUNT
Iowa Department of Human Services	Iowa	\$99,000
Idaho Department of Health and Welfare	Idaho	\$75,500
Illinois Department of Public Health	Illinois	\$149,200
Indiana State Department of Health	Indiana	\$114,000
International Rescue Committee	Kansas	\$91,000
Catholic Charities of Louisville	Kentucky	\$140,000
Catholic Charities of the Diocese of Baton Rouge	Louisiana	\$75,000
Catholic Charities Maine	Maine	\$119,000
Maryland Department of Health and Mental Hygiene	Maryland	\$151,000
Massachusetts Office for Refugees and Immigrants	Massachusetts	\$114,000
Michigan Department of Health and Human Services	Michigan	\$152,000
Minnesota Department of Health	Minnesota	\$125,000
Nebraska Department of Health and Human Services	Nebraska	\$141,500
Catholic Charities of Southern Nevada	Nevada	\$100,000
New Hampshire Department of Health and Human Services	New Hampshire	\$75,000
International Rescue Committee	New Jersey	\$115,000
New Mexico Department of Health	New Mexico	\$75,000
New York State Office of Temporary and Disability Assistance	New York	\$175,000
North Carolina Department of Health and Human Services	North Carolina	\$125,000
Lutheran Social Services of North Dakota	North Dakota	\$75,000
Ohio Department of Job and Family Services	Ohio	\$140,000
Multnomah County Health Department	Oregon	\$98,400
Commonwealth of Pennsylvania	Pennsylvania	\$126,000
Rhode Island Department of Health	Rhode Island	\$75,000
Lutheran Social Services of South Dakota	South Dakota	\$78,300
Catholic Charities of Tennessee	Tennessee	\$115,000
U.S. Committee for Refugees and Immigrants	Texas	\$195,000
Utah Department of Health	Utah	\$75,000
Vermont Department of Health	Vermont	\$75,000
Virginia Department of Health	Virginia	\$119,600
Washington State Department of Social and Health Services	Washington	\$135,000
Wisconsin Department of Children and Families	Wisconsin	\$110,100
TOTAL		\$4,600,000

Table II-14: FY 2018 Survivors of Torture Grantees

GRANTEE	STATE	AMOUNT
International Rescue Committee, Inc.	Arizona	\$382,276
Asian Americans for Community Involvement of Santa Clara	California	\$382,276
Program for Torture Victims	California	\$450,000
Program for Torture Victims	California	\$253,152
The Regents of the University of California, San Francisco	California	\$344,053
Survivors of Torture, International	California	\$382,276
International Rescue Committee, Inc.	Colorado	\$382,276
Connecticut Institute for Refugees and Immigrants	Connecticut	\$200,000
Torture Abolition and Survivors Support Coalition International	District of Columbia	\$380,336
Gulf Coast Jewish Family and Community Services	Florida	\$450,000
The Center for Victims of Torture	Georgia	\$296,400
Heartland Alliance International, LLC	Illinois	\$382,276
HIAS, Inc. (Hebrew Immigrant Aid Society)	Maryland	\$298,340
Boston Medical Center Corporation	Massachusetts	\$382,276
Arab Community Center for Economic and Social Services	Michigan	\$289,920
Bethany Christian Services	Michigan	\$259,098
The Center for Victims of Torture	Minnesota	\$382,276
The Center for Victims of Torture (Technical Assistance)	Minnesota	\$400,000
Bilingual International Assistant Services	Missouri	\$210,931
Lutheran Social Services of Colorado	New Mexico	\$200,000
New York City Health and Hospitals dba Bellevue Hospital (1)	New York	\$382,276
New York City Health and Hospitals dba Bellevue Hospital (2)	New York	\$200,000
HHC Elmhurst Hospital Center	New York	\$382,235
Catholic Charities Corporation	Ohio	\$381,907
Oregon Health and Science University	Oregon	\$382,276
Nationalities Service Center	Pennsylvania	\$382,265
Center for Survivors of Torture	Texas	\$450,000
Utah Health and Human Rights Project	Utah	\$306,280
Northern Virginia Family Service	Virginia	\$243,538
Vermont Psychological Services: Leitenberg Center for Evidence-Based Practice	Vermont	\$200,000
Lutheran Community Services Northwest	Washington	\$381,061
TOTAL		\$10,400,000

Note: dba = doing business as.

Table II-15: FY 2018 Ethnic Community Self-Help Program Grantees

GRANTEE	STATE	AMOUNT
Eritrean Community Center Santa Clara County	California	\$165,010
Somali Bantu Association of America	California	\$199,086
Center for Immigrant and Immigration Services	Colorado	\$200,000
Coptic Orthodox Charities	Florida	\$150,000
Women Watch Afrika	Georgia	\$198,994
Iraqi Mutual Aid Society	Illinois	\$199,845
Ethnic Minorities of Burma Advocacy and Resource Center	Iowa	\$200,000
Burmese American Community Institute	Indiana	\$199,840
Chaldean American Ladies of Charity	Michigan	\$200,000
Isuroon	Minnesota	\$180,044
YAZDA	Nebraska	\$155,409
Building Community in New Hampshire	New Hampshire	\$130,449
Refugees Helping Refugees	New York	\$199,991
North Carolina African Services Coalition	North Carolina	\$199,332
Raleigh Immigrant Community	North Carolina	\$179,745
Bhutanese Community of Cincinnati	Ohio	\$199,938
US Together	Ohio	\$188,982
Refugee Empowerment Program	Tennessee	\$200,000
Ethiopian Community Development Council	Virginia	\$200,000
Cham Refugee Community	Washington	\$197,017
TOTAL		\$3,743,682

Table II-16: FY 2018 Refugee Agricultural Partnership Program Grantees

GRANTEE	STATE	AMOUNT
Catholic Social Services	Alaska	\$90,000
International Rescue Committee	Arizona	\$100,000
Lutheran Social Services of Colorado	Colorado	\$99,997
Global Growers Network, Inc	Georgia	\$99,979
Pacific Gateway Center	Hawaii	\$100,000
Catholic Charities of Louisville	Kentucky	\$94,897
International Institute of Metropolitan St. Louis	Missouri	\$100,000
Journey's End Refugee Services	New York	\$100,000
International Rescue Committee	New York	\$99,681
Refugee and Immigrant Self-Empowerment	New York	\$99,655
Southside Community Land Trust	Rhode Island	\$99,825
International Rescue Committee	Virginia	\$100,000
U.S. Committee on Refugees and Immigrants	Virginia	\$100,000
Association of Africans Living in Vermont, Inc.	Vermont	\$98,312
International Rescue Committee	Washington	\$100,000
TOTAL		\$1,482,346

Table II-17: FY 2018 Preferred Communities Grantees

GRANTEE	AMOUNT
Church World Service	\$1,585,215
Domestic and Foreign Missionary Society	\$1,289,431
Ethiopian Community Development Center	\$1,416,989
Hebrew Immigrant Aid Society	\$1,357,888
International Rescue Committee	\$2,151,363
Lutheran Immigration and Refugee Service	\$2,092,420
U.S. Committee for Refugees and Immigrants	\$1,990,049
U.S. Conference of Catholic Bishops	\$3,144,736
World Relief	\$1,579,010
TOTAL	\$16,607,101

Table II-18: FY 2018 Youth Mentoring Grantees

STATE	AMOUNT
Florida	\$800,000
Arizona	\$362,551
California	\$650,000
Colorado	\$196,248
Connecticut	\$75,000
Georgia	\$265,229
Idaho	\$100,000
Illinois	\$238,492
Indiana	\$116,038
Iowa	\$100,000
Kansas	\$75,000
Kentucky	\$255,604
Maine	\$75,000
Maryland	\$220,846
Massachusetts	\$194,109
Michigan	\$340,092
Minnesota	\$199,991
Missouri	\$167,372
Nebraska	\$155,073
Nevada	\$116,572
New Hampshire	\$75,000
New Jersey	\$100,000
New York	\$553,986
North Carolina	\$268,972
North Dakota	\$75,000
Ohio	\$354,530
Oregon	\$139,566
Pennsylvania	\$247,583
Tennessee	\$144,913
Texas	\$650,000
Utah	\$100,000
Virginia	\$389,822
Washington	\$423,511
Wisconsin	\$113,900
TOTAL	\$8,340,000

Table II-19: FY 2018 Refugee School Impact Grantees

GRANTEE	STATE	AMOUNT
Catholic Social Services Archdiocese of Mobile	Alabama	\$50,000
Catholic Social Services	Alaska	\$50,000
Arizona Department of Economic Security	Arizona	\$769,071
California Department of Social Services	California	\$1,000,000
Colorado Department of Human Services	Colorado	\$241,832
Connecticut Department of Social Services	Connecticut	\$150,000
DC Department of Human Services	District of Columbia	\$50,000
Florida Department of Children and Families	Florida	\$1,000,000
Georgia Department of Human Services	Georgia	\$467,543
Jannus, Inc.	Idaho	\$177,780
Illinois Department of Human Services	Illinois	\$486,715
Indiana Family and Social Services Administration	Indiana	\$226,582
Iowa Department of Human Services	Iowa	\$150,000
International Rescue Committee	Kansas	\$150,000
Catholic Charities of Louisville	Kentucky	\$452,292
Louisiana Office of Refugees	Louisiana	\$75,000
Catholic Charities of Maine	Maine	\$150,000
Maryland Department of Human Resources	Maryland	\$348,152
Massachusetts Office for Refugees and Immigrants	Massachusetts	\$264,926
Michigan Department of Human Services	Michigan	\$733,776
Minnesota Department of Human Services	Minnesota	\$415,690
Missouri Department of Social Services	Missouri	\$372,117
Nebraska Department of Health and Human Services	Nebraska	\$234,861
Catholic Charities of Southern Nevada	Nevada	\$181,701
New Hampshire Dept. of Health and Human Services	New Hampshire	\$100,000
International Rescue Committee	New Jersey	\$100,000
New Mexico Human Services Department	New Mexico	\$100,000
New York Office of Temporary and Disability Assistance	New York	\$891,076
North Carolina Department of Health and Human Services	North Carolina	\$508,502
Lutheran Social Services of North Dakota	North Dakota	\$100,000
Ohio Department of Job and Family Services	Ohio	\$638,351
Oklahoma Department of Human Services	Oklahoma	\$100,000
Oregon Department of Human Services, Children, Adults and Family Division	Oregon	\$229,196
Commonwealth of Pennsylvania	Pennsylvania	\$504,580
Rhode Island Department of Human Services	Rhode Island	\$100,000

GRANTEE	STATE	AMOUNT
South Carolina Department of Social Services	South Carolina	\$100,000
Lutheran Social Services of South Dakota	South Dakota	\$100,000
Catholic Charities of Tennessee, Inc.	Tennessee	\$301,964
U.S. Conference of Catholic Bishops (USCCB)	Texas	\$1,000,000
Utah Department of Workforce Services	Utah	\$197,388
Vermont Agency of Human Services	Vermont	\$100,000
Virginia Department of Social Services	Virginia	\$389,982
Washington State Department of Social and Health Services	Washington	\$566,454
Wisconsin Department of Children and Families	Wisconsin	\$254,469
TOTAL		\$14,580,000

Table II-20: FY 2018 Services to Older Refugees Grantees

GRANTEE	STATE	AMOUNT
Catholic Social Services Archdiocese of Mobile	Alabama	\$73,486
Arizona Department of Economic Security	Arizona	\$190,280
California Department of Social Services	California	\$220,460
Colorado Department of Human Services	Colorado	\$110,229
Connecticut Department of Social Services	Connecticut	\$73,486
Florida Department of Children and Families	Florida	\$285,127
Georgia Department of Human Services	Georgia	\$122,493
Jannus, Inc.	Idaho	\$110,229
Illinois Department of Human Services	Illinois	\$151,035
Indiana Family and Social Services Administration	Indiana	\$110,229
Iowa Department of Human Services	Iowa	\$110,229
International Rescue Committee	Kansas	\$110,229
Catholic Charities of Louisville	Kentucky	\$110,229
Catholic Charities of Maine	Maine	\$73,486
Maryland Department of Human Resources	Maryland	\$110,229
Massachusetts Office for Refugees and Immigrants	Massachusetts	\$110,229
Michigan Department of Human Services	Michigan	\$185,523
Minnesota Department of Human Services	Minnesota	\$134,386
Missouri Department of Social Services	Missouri	\$33,188
International Institute of Metropolitan St. Louis	Missouri	\$77,041
Nebraska Department of Health and Human Services	Nebraska	\$110,229
Catholic Charities of Southern Nevada	Nevada	\$120,115

GRANTEE	STATE	AMOUNT
New Hampshire Department of Health and Human Services	New Hampshire	\$73,486
International Rescue Committee	New Jersey	\$110,229
New York Office of Temporary and Disability Assistance	New York	\$209,309
North Carolina Department of Health and Human Services	North Carolina	\$117,735
Lutheran Social Services of North Dakota	North Dakota	\$110,229
Ohio Department of Job and Family Services	Ohio	\$174,819
Oklahoma Department of Human Services	Oklahoma	\$110,229
Oregon Department of Human Services, Children, Adults and Family Division	Oregon	\$110,229
Commonwealth of Pennsylvania	Pennsylvania	\$139,142
South Carolina Department of Social Services	South Carolina	\$73,486
Lutheran Social Services of South Dakota	South Dakota	\$73,486
Catholic Charities of Tennessee, Inc.	Tennessee	\$110,229
Catholic Charities Diocese of Fort Worth, Inc.	Texas	\$66,138
Refugee Services of Texas	Texas	\$48,501
YMCA of the Greater Houston Area	Texas	\$105,821
Utah Department of Workforce Services	Utah	\$110,229
Vermont Agency of Human Services	Vermont	\$110,229
Virginia Department of Social Services	Virginia	\$110,229
Washington State Department of Social and Health Services	Washington	\$193,849
Wisconsin Department of Children and Families	Wisconsin	\$110,229
TOTAL		\$5,000,000

APPENDIX B

TECHNICAL NOTES ABOUT THE ANNUAL SURVEY OF REFUGEES

History and Purpose of the ASR

ORR completed the Annual Survey of Refugees 2018 (ASR 2018) in the first quarter of 2019. Respondents to this cross-sectional study were drawn from the population of refugees who arrived in the United States between October 1, 2012, and September 30, 2017 (federal fiscal years [FYs] 2013 and 2017). At the time of the survey, eligible refugees had lived in the United States between 1.5 and 6.5 years.

For each eligible adult member of the households responding to the survey, the ASR collects basic demographic information such as age, country of origin, level of education, English language proficiency and training, job training, labor force participation, work experience, and barriers to employment. Other data are collected by household/family unit, including information on housing, income, and utilization of public benefits.

Interviews for ASR 2018 were conducted over 12 weeks from January to April 2019. The ASR 2018 was administered by The Urban Institute and surveys were overseen by its subcontractor, Social Science Research Solutions.

Improvements in ASR 2016, 2017, and 2018

The ASR focuses on recently arrived refugee households, tracking their economic progress during their first 5 years in the United States. In 2016, ORR began a multiyear effort to improve the quality and efficiency of the ASR. Key changes included the following:

- **Fresh cross-sectional sample.**

Prior to 2016, the ASR employed a longitudinal-panel design, following refugee households for their first 5 years in the United States. To improve the representativeness of data and quality of point-in-time estimates, the 2016, 2017, and 2018 ASRs drew a fresh cross-sectional sample of refugee households arriving in the prior 5 federal fiscal years.

- **Alignment to federal fiscal year.**

For administrative efficiency and ease of interpretation, ASR 2016, 2017, and 2018 sampled refugees entering in the previous 5 fiscal years. Sampled refugees arrived between 1.5 and 6.5 years prior to the date of survey. In previous surveys, refugees had been in the United States between 8 months and 5 years.

- **Improvements in administration and post-processing.**

All ASR 2016, 2017, and 2018 interviews were performed via computer-assisted telephone interviewing to reduce data entry errors and facilitate survey administration. Survey respondents were matched to administrative data to verify that only eligible refugees were included and ensure that estimates are representative of the target population.

Due to these revisions in study design and survey administration, *estimates from the 2016, 2017, and 2018 ASR are not directly comparable to prior years' surveys. The 2016, 2017, and 2018 ASR are directly comparable.*

Sampling and Non-Response

The ASR 2018 sample was drawn as fresh cross-sections within three arrival cohorts (FY 2017, FY 2015–FY 2016, and FY 2013–FY 2014). The goal was to contact 500 households per cohort to prioritize the statistical precision of cohort estimates. The 2018 ASR field effort resulted in 1,514 completed household interviews, representing 3,273 eligible refugee adults.

The sample was drawn from ORR’s Refugee Arrivals Data System (RADS) administrative records on principal applicants (PAs), the individuals whose refugee case is the basis for admission to the United States. Approximately 29 percent of PAs arrive in the United States alone. The remainder are accompanied by family members (Table III-2).

An important design challenge for the ASR is meeting the linguistic needs of refugee respondents. Administrative data from RADS show that refugees entering the United States during FY 2013–FY 2017 spoke 245 non-English languages. The 2018 ASR was offered in English and 16 other languages, covering 73 percent of refugees entering during the survey period. The remaining 27 percent of refugees (speaking an additional 229 languages) were intentionally excluded from the sample frame for reasons of feasibility.

The 2018 ASR employed a stratified probability sample. PA cases were first stratified by arrival cohort. Within cohort, cases were then stratified by the following factors: year of arrival (for Cohorts 1 and 2 only); geographic sending region; native language; age group; gender; and household size (family size at arrival—1, 2, and 3+ persons). The 2018 ASR also used missing contact information status as a stratification variable in FY 2017, Cohort 3. Using these factors, the survey employed proportionate stratified sampling within cohorts to ensure the sample was representative of the refugee population.

Table III-1 provides information on the final sample size and cohort-specific response rates for the 2018 ASR. The overall response rate was 21 percent. While substantial resources are dedicated to obtaining valid contact information for all members of the target sample, as in past years, the majority of non-response to ASR 2018 is due to insufficient or outdated contact information. The response rate was largely driven by the inability to locate or speak to 72 percent of sampled individuals.

Table III-1: Arrival Time Frames, Cohort Years, and ASR 2018 Cohort Response Rates

ASR COHORT	TIME OF ARRIVAL	YEARS IN UNITED STATES AT TIME OF SURVEY	SAMPLE (N)	RESPONDED (N)	RESPONSE RATE
(1) FY 2017	Oct 1, 201–Sept. 30, 2017	<2.5 years	2,023	501	25%
(2) FY 2015–FY 2016	Oct 1, 2014–Sept. 30, 2016	2.5 to 4.5 years	2,184	499	23%
(3) FY 2013–FY 2014	Oct 1, 2012–Sept. 30, 2014	4.5 years to 6.5 years	3,101	514	17%

During data processing, household- and person-level analytic weights were developed to enable valid statistical estimates of the target refugee population. Both sets of weights are comprised of two components: a base weight reflecting the selection probability and an adjustment that corrects for differential nonresponse on key demographic variables. Table III-2 demonstrates the successful weighting of ASR 2018 data to match known totals from administrative data.

Table III-2: Comparing ASR 2018 and Administrative Estimates by Arrival Cohort to Demonstrate Post Stratification Weighting

INDIVIDUALS	FY 2013–FY 2014		FY 2015–FY 2016		FY 2017		TOTAL	
	YEARS IN UNITED STATES AT TIME OF SURVEY		2.5 TO 4.5		<2.5			
	RADS	ASR	RADS	ASR	RADS	ASR	RADS	ASR
INDIVIDUALS AGES 16 OR OLDER	108,626	1,065	104,338	1,074	34,882	1,034	247,846	3,173
Region of Origin								
Africa	22.7a	22.3	33.0	32.2	35.0	37.3	28.8	28.7
Latin America	7.0	6.7	2.7	4.2	3.8	2.2	4.7	5.0
Middle East	34.4	37.0	31.5	31.2	34.2	34.4	33.2	34.2
East/SE Asia	34.7	31.9	28.4	25.5	16.9	15.7	29.6	26.8
Former Soviet Union	1.2	2.1	4.4	6.8	10.1	10.5	3.8	5.4
Gender								
Male	53.8	53.4	51.5	52.7	49.4	50.8	52.2	52.7
Female	46.2	46.6	48.5	47.3	50.6	49.2	47.8	47.3
Age at Arrival								
0-15	11.9	11.0	9.1	9.5	6.0	5.4	9.9	9.5
16-24	23.7	23.1	26.1	24.2	29.0	28.9	25.5	24.4
25-39	36.5	36.4	38.9	41.4	37.7	37.2	37.7	38.6
40-54	17.8	17.7	17.4	16.8	17.7	20.7	17.6	17.8
55+	10.1	11.8	8.6	8.1	9.6	7.8	9.4	9.6
Family Size								
1	29.6	30.3	26.6	26.3	29.2	33.3	28.3	29.1
2	12.8	13.7	11.4	11.8	12.5	10.5	12.2	12.4
3+	57.5	56.0	62.0	61.9	58.4	56.2	59.5	58.5
Primary Language								
Arabic	25.1	25.2	21.3	24.4	21.9	24.0	23.0	24.7
Nepali	13.4	13.4	8.6	10.6	7.4	6.8	10.5	11.2
Somali	10.4	9.2	10.2	11.7	9.4	11.3	10.2	10.6
Sgaw Karen	6.0	6.1	4.1	4.3	2.1	3.7	4.7	5.0
Spanish	7.0	6.7	2.7	4.2	3.8	2.2	4.7	5.0
Other	38.0	39.3	53.2	44.7	55.4	52.1	46.9	43.5

Note: Cell entries beyond this point reported in percentages. RADS = Refugee Arrival Data System.