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The Provision of Refugee Services in the United States: A look at the Non-profit Organizations that facilitate the resettlement process

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The Provision of Refugee Services in the United States:

A Look at the Non-Profit Organization that

Facilitate the Resettlement Process

By

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Submitted in partial fulfillment

of the requirements for

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Chapter One

Introduction

Throughout history conflicts have always had severe consequences on the people surrounding them. Regardless of the nature of the conflict, when it happened, or where, it always seems to leave behind vulnerable individuals with very little hope for the future. As a result, many people chose to immigrate elsewhere as an attempt to find a new home and avoid any future events that will disrupt their lives so drastically. The events of the 20th century were an important tool in illustrating the effects of war and more importantly, it provided a platform for countries to step-up and encouraged immigrants to leave their unstable homelands. The United States in particular, became a major player in the reception of such individuals. Wars and the political atmosphere of this time period resulted in harsh policies that led to the massive movement of people from one place to another. This thesis aims to identify the groups of people forced to migrate, with a particular focus on refugees. More specifically it looks at the influences behind refugee immigration into the United States, and the resources available to them once they arrive. All in all, this thesis concludes that the provision of refugee services by non-profit organizations is being hindered by factors found within and outside the organization. By addressing the identified faults, non-profit organizations can become more effective and quality oriented; the final chapter on this thesis provides recommendations that aim to do just that.

The power struggle between countries in Europe along with the ideological differences between the western and eastern hemispheres, created a hostile environment for those who found themselves in between both sides. Chapter 1 examines the impact of significant events throughout the 20th century that led to incoming immigrants. Furthermore, the chapter highlights these events as critical components in the development of immigration policy into the United

States. As the reasoning behind immigration and policy begins to be understood, it becomes easier to understand the characteristics of a refugee. The overall primary focus of chapter 1 is to distinguish refugees from all other immigrant groups, by highlighting their unique backgrounds and characteristics. Once the question, “What is a refugee?” has been answered, then the chapter identifies the development and implementation of the Refugee Act of 1980; a piece of legislation that was tailored precisely to fit the needs of refugees as they are independent to all other groups of immigrants.

The Refugee Act of 1980 outlines the procedures that must be undertaken by refugees in order to receive asylum in the United States. Refugees are given the right to make America their new home; therefore, once they have been granted entry, the Act also depicts all components of the resettlement process. The Reception & Placement Program stated under the Act of 1980, encompasses all elements necessary to make the transition, everything from housing, medical care, education, and financing is available to refugees for a successful integration into American Society.

To fully grasp the extent of the resettlement program, it is important to understand the background information that dictates how it is implemented and by who. Chapter 2 looks at the actors responsible for delivering refugee services to incoming refugees. It reveals that the United States has partnered up with nine volunteer non-profit organizations that have affiliate partners all across the country. Once the president along with Congress have determined the number of refugees that will be admitted for that fiscal year, these agencies are then assigned a number of refugees whose resettlement process they must oversee.

Each one of the organizations has a history of helping immigrants and with the development of refugee policy towards the end of the century they too geared their attention to this group of people who need help. Each agency must comply with the clauses of the Reception & Placement Program, and they do. This is evident in their commitment to the provision of refugee services and in the way they have taken on additional non-federal programs that benefit incoming refugees.

The non-profit nature of these organizations predisposes them to numerous disadvantages, both within and outside the organization. These factors contribute to the agency's ineffectiveness which has a direct negative correlation with the provision of refugee services. Chapter 3 acknowledges the need of these agencies to function at their best and therefore identifies the issues they are faced with from inside, as well as the criticisms they face on the outside. Seeing that these NGOs must interact with the larger community, it is important to maintain a clean reputation but more importantly these organizations must make their cause known.

Chapter 3 analyzes the agency in its entirety and explains how each fault can have a greater impact on refugees. The focus is placed on these NGOs because changing the Refugee Act of 1980 or reinstating another program is deemed unfeasible; it would simply be chaotic and can have too big of an impact on incoming refugees as a whole.

The final chapter of this thesis acknowledges the extensive literature on refugees, the development of particular policies, the nature of non-profit organizations and outside opinions. It combines these elements to develop relevant solutions that can be implemented within, and by NGOs as a way of enhancing the provision of refugee services. It highlights all important aspects

of an organization and provides recommendations to how to build a more productive environment.

It is these agencies that interact directly with refugees, therefore, the strategies aimed at ensuring that refugees receive the best treatment, must be implemented here. This is not to say these NGOs are the only party involved in the process; however, they are the stakeholder who is most directly involved. Each one of these organizations has succeeded in its need to provide widespread assistance to people; Grahl-Madsen wrote, “Humanism may be struggling, but compassion is not dead.” The quote illustrates the driving force behind the work of these organizations, and my thesis aims to strengthen the agencies’ mission by addressing existing issues. Only then can resettlement agencies provide refugees with all the tools they need to succeed in American communities.

Chapter Two

The Path towards the Refugee Act of 1980

Introduction

The word “refugee” originated from the old French term “refuge”, which referred to a person who was in need of asylum. With the outbreak and effects of World War I, the term was altered to incorporate a person who is fleeing his/her original home, either because it has been destroyed or because they fear further repercussions if they stay. The escalating violence that occurred throughout the twentieth century, especially that of World War II, created mutual worries across the globe over the conditions and options available to those refugees who had nowhere to go or hide. It was now that policies and regulations concerning such people began to take form and the passage of legislation regarding refugees became prominent across governments (Zolberg, 658). It was at this time that the current use of the word “asylum” came to be known, as a protection granted to someone who has left his/her country of origin as a political refugee.

The need for action surpassed local nation-state governments and captivated the attention of the United Nations; an international entity who created an agency dedicated to the subject, known as the United Nations High Commissioner for Refugees (UNHCR). The body awoke world-wide consciousness about the refugee problem by drawing up the United Nations Convention Relation to the Status of Refugees in 1951 (this document would later serve as one of the founding sources for contemporary American refugee policy). The document grounded its framework in article 14 of the Universal Declaration of Human Rights that states, “Everyone has the right to seek and to enjoy in other countries asylum from persecution”. The Convention was limited to those people who were affected by events occurring prior to January 1st of 1951. Yet, when the

document went under review sixteen years later, the Protocol removed the existing restrictions and ultimately gave the Convention universal coverage.

As the United States acknowledged the severity of the refugee problem and the development of international laws, it realized it too had to make adjustments within its borders to accommodate those in need. The combination between the United States being one of the first-choice destinations for refugees (other countries include Canada and Australia), along with political interests and foreign policy, resulted in the country passing legislation as early as 1948 relating to incoming people who were living under inhuman conditions in their home lands (Smith, 45).

The Displaced Persons Act welcomed 650,000 Europeans who had been displaced by the Second World War (U.S. Immigration and Citizenship). This was only the beginning, and with time the policies and laws relating to refugee admissions were altered in order to keep up with the growing numbers of immigrants. Today, the United States admits between 40,000 and 70,000 refugees annually and with the help of federal, state government and humanitarian organizations it attempts to ease the transition into American society by providing them with medical and social assistance as well as education, shelter and the ability to work (U.S. State Department).

The refugee problem is one that has continued to grow with time and has increasingly become a hot topic for humanitarian agencies as well as countries of asylum. Today there are 12 million people that can be classified as refugees- this number does not include those displaced within their own borders or asylum seekers who seek lawful help in a country of asylum once they have already entered illegally (IRC). As we will see later, each group has its own characteristics that dictate the laws and regulations extended to them by the international community for their relocation. These groups combined, however, result in approximately 42 million people that have been affected primarily by wars and have been forced to migrate elsewhere (U.N Refugee

Agency). It is no surprise that developing countries produce the greatest number of refugees, with Sudan, Somalia, Iraq and Afghanistan ranking in the top five today. Ironically, 80% of the world's refugees are hosted by developing countries as well- this is because refugees flee to the nearest point of entry, which is usually the neighboring countries surrounding their nation-states. Realistically speaking, the vast majority of these refugees are women and children who are increasingly vulnerable to persecution, rape; other forms of harassment and even death as long as they stay within their home borders (Dawood, 4). Consequently, their plan of action must incorporate the nearest place they perceive to be safe, or at least less harmful than their current location.

Political conflicts and wars cause great waves of migration from place to place. The reality is, however, that immigrating into neighboring nations will usually not provide a permanent solution. Africa is home to 3.2 million of the world's refugees, nevertheless, their political spheres and national infrastructures are not adequate for the inflow of large sums of people, especially because they lack the financial and social resources to provide complete resettlement programs (Kibread, 38). Furthermore, social structures make it harder for citizens to accept and encourage foreigners' permanent entry. For many years, Tanzania was the only country that gave refugees the option to become naturalized. As a consequence of the 1994 Rwandan Genocide, approximately 2 million refugees entered the country in hopes of becoming citizens and gaining access to the civil, economic and social liberties that Tanzania offered. Rwandan refugees faced great disappointment in 1995 when the government withdrew refugees' ability to become naturalized and instead publicly pursued the repatriation of all refugees found within their borders (Kibread, 54). The drastic change in legislation left millions in a limbo of desperation and with nowhere to go, as returning to Rwanda could essentially be a death sentence.

The existing instability in neighboring countries and their lack of resources to provide permanent resettlement to refugees influenced the international community greatly. It also made refugees look overseas for the help they so desperately needed, as in most cases the nearest borders were just as dangerous and unsteady as their country of origin. The increasing interest in seeking asylum abroad became a rising reality for a first world country like the United States. Though the nation had its own experience with various immigrant groups throughout history, the refugee phenomenon was escalating and the United States had to look internally and ask itself, “What do we do”?

In the American Context

What is a refugee?

Answering this question was and continues to be tough. Before government could respond to the needs of foreigners, it had to look at existing policy and essentially expand it somehow. The characteristics and circumstances that determine and grants a person “refugee” status within the United States has been an ongoing process. The country’s classification of a refugee has changed over time but it eventually reached the current definition under the Refugee Act of 1980. This Act incorporates the United Nations High Commissioner for Refugees definition for this type of immigrant to mean, “Someone who is unable or unwilling to return to their country of origin owing to a well-founded fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group, or political opinion” (Kennedy, 149). This definition allowed the United States to expand and become a safe haven for people from all over the world suffering and living in fear. Most importantly the implementation of this classification into

American policy, allowed for the distinction between various groups of immigrants coming into the country.

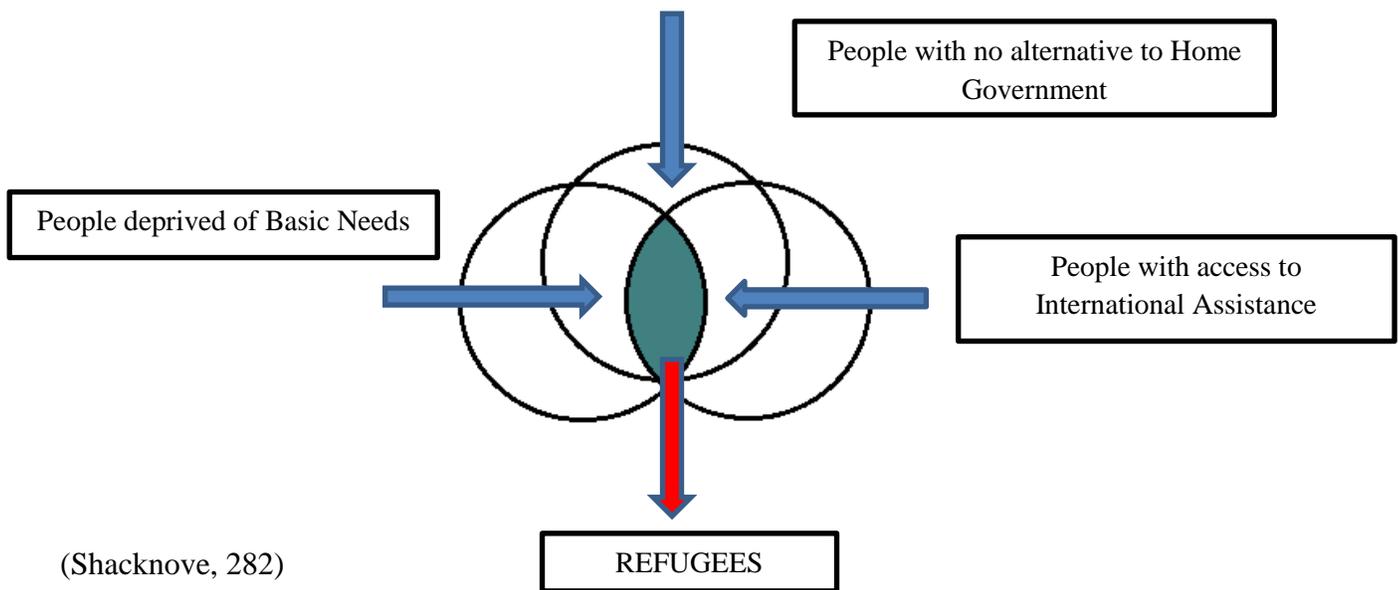
There is a clear distinction between refugees and other types of immigrants who live under harsh conditions. A refugee is an immigrant who must engage in an application process and must be pre-approved for entry as well as resettlement into the United States (Frequently Asked Questions about Refugees and Resettlement). On the other hand, asylees seek asylum once they are already within American borders while refugees must do it from the outside. Only then can they be classified as refugees and authorized for entry if their application is approved. A major difference between these two groups of immigrants is that asylees can be denied legal residence within the United States and be deported back to their country of origin. A refugee on the other hand, if accepted, will be welcomed and will have no time restraints on his/her stay (U.S. Immigrations and Citizenship). Unlike Rwandan refugees in Tanzania, refugees coming to the United States are given social, economic and eventually political rights, to make their resettlement permanent. Repatriation is nothing to fear for these refugees as American policy does not impose a time restraint; on the contrary, it facilitates their permanent integration into American society (Reception and Placement Program)

Many people tend to assimilate refugees with displaced people. They are not the same thing. Under the UNHCR and therefore American refugee policy, a displaced person does not categorize as a refugee because they have not crossed international borders- their migration has occurred within the same nation-state (Huyck, 40). Internal displacement of people can be the result of multiple reasons varying from infrastructural development projects of shanty areas, to civil wars and natural disasters. In such instances those affected by the tragedy are theoretically still under a functioning government that can and eventually will restore order as needed

(Shacknove, 281). In the case of a refugee, the nation-state tends to have abandoned the public to further government interests, and civilians are victimized with no capability of escaping the persecution feared unless they flee elsewhere. There is no end in sight for the instability, violence and terror in said nation-states, leaving its people with little choice and no political coverage.

The diagram below illustrates the difference in push factors that could classify as violations of human rights and therefore require humanitarian assistance. Each rectangle represents a situation where people are exposed to harsh living conditions and they are limited in their ability to find alternative help. In theory, each independent situation represented by the rectangles is still the responsibility of local government, and therefore citizens cannot be regarded as refugees. When a person is declared a refugee s/he essentially has no political relationship with his/her state government and therefore find his/herself unprotected and in one way or the other homeless as their territories and properties are no longer safe (Hein, 51). This is the person represented by the shaded area of the diagram. All arrows stem from the rectangles and point to the center of the drawing to illustrate the severe conditions under which a person classified as a refugee lives in.

By proving evidence of statelessness and fear of persecution, the refugee is a step closer to receiving assistance and relocating to the United States under the provisions and programs instituted by the Refugee Act of 1980.



The Development of American Refugee Policy throughout the Twentieth Century

For centuries the United States had welcomed immigrants into the country but it was not until 1948 that the government saw the necessity to implement regulations for incoming people. The hostile environment that preceded World War II led to the creation of foreigners seeking asylum in the West. This time frame leading up to the development of the Refugee Act of 1980, was more so related to immigration policy for ethnic people groups that could advance American foreign policy interests (Smith, 46). The United States was particularly fuelled by its desire to weaken the Soviet Union and consolidate its power internationally. The acts and regulations that were developed, altered and implemented were done so as to pursue strategic foreign policy and less to do with the reasons immigrants had for wanting to flee. Each wave contributed to the development of laws and regulations that provided increasing opportunities for incoming people. These laws were, however, closely tailored to American foreign policy and therefore, all programs to some degree were used to reinforce political interests on the ground. This did

change with time and immigration policy became more inclusive and began to address humanitarian needs as well as the social, political, and economic interests of the United States.

In order to understand the policies that preceded the 1980 Refugee Act, it must be noted that in the beginning stages of refugee related policy, all groups were bundled together under the title “immigrants”. This time period produced refugee flows from different countries that overlapped one another and pushed what we now consider refugee policy a little further each time. There are three prominent nationality groups that represent the most significant waves of twentieth century refugees into the United States: Europeans, Southeast Asians and Cubans. Each group represents a different corner of the world, and their communist affiliation almost granted them immediate access into the United States, as an attempt to weaken the opposition during the Cold War. American refugee policy was born and empowered by its ability to accommodate outsiders, especially those coming from the east.

1.) Europeans Escape the East

The time span between the end of the Great War and the start of the Cold War was insufficient for European governments to reconstruct. According to the first comprehensive postwar survey, there were approximately 30 million Europeans displaced, 11 million of which were outside their native countries and seeking immediate assistance (Zolberg, 658). In the midst of crumbled nations and the rising tension between the Western bloc (dominated by the United States) and the Eastern bloc (dominated by the Soviet Union), the American government thought it appropriate to pass the first ever legislation pertaining to what was then considered a refugee. The legislation was known as the Displaced Persons Act of 1948 (DPA). As stated in the Act itself, its purpose was to “authorize for a limited period of time, the admission into the United States of certain

European displaced persons for permanent residence and for other purposes” (Hinojosa, 1948). The Act incorporated those who had been victimized by the Nazi government and those who refused to return to their original homes because they feared persecution.

The document was drawn up to specifically target the people of Germany, Austria, Italy and the French sector of Berlin and Vienna as well as the natives of Czechoslovakia. Individuals migrating to the United States under this act were automatically granted permanent residency and employment. In addition, the act allowed for qualifying applicants to bring along family members. These members were usually restricted to spouses and all unmarried children under the age of 21, as well as any others who were monetarily dependent on the applicant and lived inside their household. All these benefits were granted to them, on the condition that they were “good” citizens, which meant they were to obey the law and could provide for themselves financially (Hinojosa, 1948).

The Displaced Person Act was focused directly on European victims’ needs and facilitated the entry of approximately 400,000 people into the United States (Smith, 45). In a speech delivered by the president of the time Harry Truman in March of 1952 he made it known that the Act had been tailored to authorize and issue 341,000 visas by December 31st of 1951. Additionally, 54,744 visas were specifically left aside for those Germans escaping from eastern Germany (The American President Project). The act worked with a “cap system” where the document set a limit to the number of immigrants that were to be welcomed; had this not been the case, the number would have been much higher. Either way, the first wave of immigrants entering the United States under refugee policy was exclusively made up of Europeans.

While the law was enacted to take a political as well as humanitarian stance against the Nazis, it also served an ideological purpose by creating leeway for the development of other discreet legislation that was directed towards those living within the communist sphere. In March of 1951 “involuntary” communists were eligible for visas and a year later, former communists who renounced their views were also declared admissible, especially those who came from communist countries (Zolberg, 663). This created a flood gate of applicants and sometimes the lines between those who qualified and those who did not were blurred. The American government established through interviews that “current refugees do not defect because of ideological or political dissatisfaction with communism but because of the poor living conditions in the satellite countries. Only a handful of these arriving here can be considered to be escaping communism as a political system or from actual persecution” (Loescher, 35). This fact was ignored, however, because marginalizing the soviet bloc and weakening its credibility served an American interest.

Despite the political affiliation found within immigration policy, the Displaced Person Act of 1948 did develop the foundation for legal refugee policy that we see today. It set the base line for the three priority groups of refugee eligibility. Most importantly however, the language hinted to the need for fear of persecution that is essential in today’s definition of a refugee. These were all important aspects that were carried on, included and expanded on in the Refugee Act of 1980.

2.) Southeast Asians Sail the Seas

This group marks another wave of refugees, and though these immigrants originated from a separate continent, the laws put in place were directly tailored to their needs while at the same time expanding American interests and power. The development of the Immigration and

Nationality Act of 1952 (also known as the Walter-McCarran Act) removed racial restrictions on existing immigrants and gave every person born in American territory the right to become an American citizen, while still setting a ceiling for the number of entrants (U.S. Immigration and Citizenship). More relevant to the Asian situation was the finding of an obscure provision in the act that gave the attorney general discretionary authority to “parole” any immigrant into the United States. This was simple, even if the United States had reached its annual immigrant quota the attorney general had the power to issue additional visas to additional individuals whose reasons were categorized as urgent or if “deemed strictly in the public interest” (Zolberg, 664). Once it was realized that existing refugee policy did not issue enough visas for the intended purpose, the attorney general was encouraged to exercise his power of “parole”- it was through this that a significant number of southeast Asians gained access into the United States. Under parole, however, entrants were not eligible for permanent residence upon arrival (unlike those who entered the United States under the DPA); instead, they had to wait two years before restrictions were lifted.

While American efforts were strictly focused in Europe, unsuccessful talks between the Chinese National Party (KMT) and the Communist Party of China (CPC) resulted in war. The United States poured millions of dollars into the Nationalist Party through the provision of equipment and military supplies as well as airlifting services for troops to reorganize strategically across the territory and hinder communist advances. These efforts were however not enough. The Nationalist party had also fought against fascism during the Great War and many of the men were not as prepared as they once were (China Insight). Furthermore, corruption in government, along with political and economic chaos left the Nationalists extremely drained. By January 1949 the Communist Party marched into Nationalist territories and took over with minimal resistance

from the opposition. The result was a staggering number of ex-troops and Nationalist supporters fleeing to Taiwan.

The government there, however, was not in favor of massive resettlement- from approximately 2.5 million Chinese refugees, Taiwan only took in 150,000 between 1949 and 1954.

Consequently, Hong Kong became the primary country of asylum for Chinese refugees. Yet, an influx of 700,000 Chinese doubled its population, which resulted in the adoption of a more restrictive stance towards these refugees (Zolberg, 666)). In the face of all this, the Kennedy administration now began to fear refoulement- the possibility of Hong Kong rendering these victims back to their nation state, and made the decision to extend parole to a number of Chinese refugees. In addition, as the Displaced Person Act came to a close in 1953, the government instituted a less popular version of it known as the Refugee Relief Act (RRA). The RRA extended 2000 visas to Chinese refugees; this along with those authorized entry through parole created a gate way for Southeast Asian immigrants.

Refugee policy took a big leap when the quota system was dropped in 1965 in response to the growing demand for asylum in American soil. The United States ambition to stop the spread of communism was once again tested in Vietnam. The defeat of the Saigon government by communist forces from North Vietnam in 1975 resulted in approximately 200,000 southern Vietnamese fleeing their homes. This particular group of people had been loyal supporters of the American-backed southern Vietnamese government and therefore, the American administration went beyond governmental interests and felt morally compelled to extend its help to the Vietnamese people. It did so, by quickly admitting them into the United States and granting them permanent residency (Zolberg, 671). For the next couple of years, Indochinese refugees arrived at the rate of about 3,000 per month, while an additional 130,000 were paroled through the

system. Refugee inflow was accelerated in 1978 when the Vietnamese government began persecuting people they deemed “politically unreliable”, which included all anti-communist as well as indigenous ethnic groups. Millions of Indochinese became known as the “boat people” for their attempts to sail across the ocean to America. The escalation of violence resulted in Cambodians as well as Laos natives to embark on ships in hopes of reaching the other side. All in all, the United States accepted approximately 825,000 Indochinese refugees (Huyck, 55).

This time, the United States focused its efforts less on its foreign policy and more on the structural system within the government. Congress called on the administration to develop a plan for the coordination of refugee programs and from that came: the Office for Refugees and Migration Affairs in the State Department (Kurth, 13). Since this time, over 1.4 million Indochinese have been resettled, and together with those from the former Soviet Union, they make up about 77% of the 2.4 million refugees who have been resettled into the United States since 1975 (U.S. Immigration and Citizenship). This is symbolic in current refugee policy as the United States began allocating resources to create specialized agencies that would oversee refugee immigration from their homeland and their resettlement into the country. Additionally, it created domestic awareness of foreign brutality that encouraged other private and non-profit organizations to engage in the immigration process.

3.) Cubans Leave Castro

Despite American efforts, Communism was still spreading, and American fear was heightened on the eve of Fidel Castro’s success in the island of Cuba in 1959. Communist ideology was close and desperate measures were to be taken to protect neighboring territories from falling under its influence. This brought about the longest-lived refugee resettlement program in the

country to date. For the first time, the United States become a country of first asylum; when other refugee groups had to stumble into neighboring countries or camp sites before arriving, Cuban refugees made no additional stops. The government went even further when it decided to assume a great deal of the financial responsibility that helped Cubans resettle into American communities. Unlike with the DPA, where immigrants had to prove their “citizenship” by being economically stable, Cubans were encouraged to come by lifting the financial burden of relocating (Smith, 29). By the end of 1961 there was an astonishing 2000 Cubans reaching the shores of Miami weekly.

Immigration policy in Europe and Southeast Asia somehow targeted those who were living in devastating circumstances and on the verge of persecution. This time, the refugee group constituted of lower class immigrants as well as “well-to-do” Cubans who invested their money and became successful business men and therefore required minimal financial aid from the American government. Lower income families were not considered financial burdens to the state and therefore the flow of Cubans did not slow down. Castro attempted to increase restrictions and discourage his people from leaving by only allowing them to leave with 5 pesos, one watch, and the clothes on their back; in hopes that their attachment to their material belongings would disenfranchise them from accepting American help (Grant, 1981). He failed. Castro’s mechanisms were unsuccessful and only acted as an incentive for the United States to increase the appeal of America for incoming Cubans.

Under the Kennedy administration the Department of Health, Education and Welfare assumed administrative and financial responsibility for Cubans immigrants. The obvious result was a massive influx of Cuban immigrants which marked 1965 the peak of the Cuban wave. That same year the United States out-did itself in its efforts to diminish communist supporters on the island,

by making arrangements with Cuba to airlift people from Havana to Miami. It is not specified how many people were flown into the United States weekly or monthly but statistical evidence shows that it would have taken approximately sixteen years to airlift all those Cubans who registered through the program (Smith, 49). These flights exposed a high degree of efficiency as well as the extensive capabilities the United States had to fight and protect refugees all around the world if it chose to do so. From then on it was simply a matter of time before the focus switched from political, to progressively humanitarian criteria in terms of U.S. refugee policy.

The arrival of Cuban immigrants for the first time involved the United States government in all phases of a refugee resettlement program. It became clear that there was more to it than simply granting immigrants; access into the country. Data gathered from what are considered “immigrant communities” (Immigration Policy Center), exposed the difficulty some foreigners faced in to adapting to American society and building a successful life in the absence of essential skills and resources. This struggle was a trend noticed among those who left their country with nothing and therefore had to start from the bottom. Health care providers, as well as social workers and education professionals, began to see a disparity between American natives and foreigners. Cubans were the largest immigrant group in major cities such as Miami, New York and New Jersey, and therefore a relevant sample that expressed the additional needs of refugees coming into the United States. The focus was lifted off those who could fend for themselves and placed on those who could not. It was from this that the Refugee Act of 1980 was introduced and continues to be in place today.

Contemporary Policy

The Refugee Act of 1980

It was here that the government pulled all its resources together across the board to identify the necessities of refugees from within and outside the United States. It was clear refugees had limited resources and therefore American aid would have to take into account all aspects of the journey into the country and even the aftermath. First and foremost, previous experience and research on immigrant groups highlighted the immediate need to eliminate the language barrier. Refugee's inability to speak English isolated them into communities where they lived off family members and illegal employment. Another big concern was education- immigrants came into the country with varying degrees of education: but failed to continue their studies simply because of their inability to communicate (House of Representatives, Committee on Foreign Affairs, Subcommittee on International Operations, 1979). The Refugee Act intended to cover all the glitches in the system and incorporated programs that would help immigrants develop socially, financially and intellectually in a way that aimed to promote their success in and eventually become self-sufficient and an asset to the country.

Concerns and disagreements about the Act were prominent within government and those in charge of passing the bill. The first draft of the document reached the Senate floor on September 6th, 1979 and left intact with a vote of 85- 0. The House of Representatives, however, made extensive recommendation. From the fourteen amendments it made, three were completely disregarded as they advocated for the removal of the provision that allowed emergency admission, as well as a proposal to take away family reunion from people who classify as refugee applicants. Eventually, the bill was amended, and by the following March, both the

Senate and the House of Representatives saw eye to eye and adopted the bill, which led to its signing on March 17th, 1980 by President Carter (Kennedy, 149).

This new legislation aimed to encompass all aspects of the refugee experience from start to finish. Its goals were clearly stated in Title I of the Refugee Act of 1980 as:

SEC. 101. (a) The Congress declares that it is the historic policy of the United States to respond to the urgent needs of persons subject to persecution in their homeland, including, where appropriate, humanitarian assistance for their care and maintenance in asylum areas, efforts to promote opportunities for resettlement or voluntary repatriation, aid for necessary transportation and processing, admission to this country of refugees of special humanitarian concern to the United States, and transition assistance to refugees in the United States. The Congress further declares that it is the policy of the United States to encourage all nations to provide assistance and resettlement opportunities to refugees to the fullest extent possible.

(b) The objectives of this Act are to provide a permanent and systematic procedure for the admission to this country of refugees of special humanitarian concern to the United States, and to provide comprehensive and uniform provisions for the effective resettlement and absorption of those refugees who are admitted.

(Kennedy, 142)

In the Refugee Act of 1980, Congress gave new statutory authority to the United States and intensified its commitment to human rights and humanitarian concern by assuring greater equality in the treatment of refugees from all around the world. This was done by redefining the meaning of a refugee as “Someone who is unable or unwilling to return to their country of origin owing to a well-founded fear of being persecuted for reasons of race, religion, nationality,

membership of a particular social group, or political opinion” (a definition taken from the United Nation High Commission for Refugees). For the first time, legislation separated refugees from the general pool of immigrants, while at the same time extending American humanitarian services to people fearing persecution all around the world and for various reasons. Although the cap system had been eliminated back in 1965 the average refugee admission had been about 17,400 per year. The Act increased admission to about 50,000 refugees each fiscal year, and though there was no defined ceiling, the provisions stated that each year congress and the President would gather and deliberate on an appropriate number of refugees to grant admission to for that particular year (Bruno, 2).

These factors combined allowed for a steady flow of foreigners into the United States that required extensive help. The government feared the reaction of the American public; however, the introduction of the Act was close enough to the plight of the “boat people” that millions of Americans expressed concerns and support for the provisions in place. Not all previous immigrants had achieved the “American dream” upon their arrival and therefore, inhabited lower-class areas where they lived in poor conditions. Americans feared their financial necessities would lead to increased crime and the deterioration of communities, which was an added bonus in supporting the government with the Act as it instituted provisions to discourage failure in refugee resettlement cities (House of Representatives, Committee on Foreign Affairs, Subcommittee on International Operations, 1979) The government aimed to encourage refugees to spread evenly across the country; It also made it clear to America that any burden would be minimal as refugee resettlement is a federal program that hosts families while they transition, and become self-sufficient. Refugees tended to want to stay in major ports of entry such as

Miami, New York, and Houston, and therefore welfare programs had to be more heavily equipped in large metropolitan areas (Florida Department of Children and Families).

Under the bill no refugee would enter the United States as a “parolee” or under any sort of conditional entry; instead they would enter and remain on “refugee” status for a year, after which they would receive permanent residency. This year would later count towards the five year period required for citizenship. Because of the Act all refugees are considered legal immigrants and have all the rights and responsibilities regarding aspects of American life as any other American resident would. Refugees will live within the United States for a period of five years before they can apply for citizenship. Within this time frame refugees are considered residents and are faced with minimal restrictions such as their inability to vote or hold political office, which are quiet irrelevant in most cases as refugees are able to exercise all other political rights.

Coming to America

The Refugee Act 1980 revolutionized American refugee policy and has proved to be successful over the last thirty-four years. It was thoroughly thought through from start to finish and therefore has detailed information regarding each step of the refugee process from the minute they seek asylum to what happens once they arrive. Its effective implementation and success relied on the collaborative efforts from multiple American and international agencies, here and abroad. The Act outlined the resources, requirement, and procedures in place; now other organizations had to scramble around and get the work done.

The How?

Under the United States Refugee Admissions Program (USRAP), there are a number of organizations locally and abroad that work together to facilitate the immigration process for such people. The USRAP works with Overseas Processing Entities (OPE) that are contracted as non-governmental agencies by The States Department's Bureau for Population, Refugees and Migration (PRM). These agencies are responsible for the initial steps of the migration process as they conduct prescreening interviews and prepare the applications of prospective refugees. Prior to the beginning of the process, the said person must receive a referral to the USRAP. This can either be through the United Nations Human Rights Council, through American officials present in American embassies, and even other non-profit organizations available on the ground. Once the referral has been approved and the OPE's have done their share, the applications are then submitted to the U.S. Citizenship and Immigration Services (USCIS), who will then take care of running background checks, individual interview, and medical examinations. When these stages are complete the USCIS then determines whether the applicant is eligible for resettlement into the United States as a refugee (Refugee 101, 3).

It must be noted that applications can indeed be denied for various reasons, including extreme medical conditions such as active tuberculosis and mental retardation. If this is the case, the applicant has a period of 30 days after their interview day to file a motion against the denial. This is done by submitting additional material to the nearest USRAP office (or the OPE that initially referred them to the USRAP) that reinforces their need to flee. If the added documentation is deemed credible upon processing, the applicant will be granted refugee status and asylum into the United States (USCRI).

The Who?

While the application process is the same for everyone, the agencies involved consider the urgency and circumstances of individual applications. As a result of such consideration, and the acknowledgement of escalating dangers that applicants face on the ground, the USRAP developed three categories broad enough to encompass a large spectrum of cases that reflect common situations but are still detailed enough for policy to apply directly and facilitate the process. In other words, the priorities mentioned below are a realistic representation of the standard scenarios that will grant applicants refugee status.

The first category, known as Priority One (P-1), is designed for those who are identified by UNHCR or embassies as needing to relocate immediately. The urgency is manifested in the person's need for legal protection. Here the applicant is at risk of being returned to his/her country of origin, threats of armed attack, persecution because of his/her political views, as well as religion and other human rights violations. P-1 goes on to include victims of torture, those who are physically or mentally disabled, and, finally, women and children who are in jeopardy of enduring any form of violence (U.S. Immigration and Citizenship). The priority aims to salvage victims living under existing and escalating violence that has impacted their lives and to rescue those who run the risk of being victimized in the same way. This priority does not discriminate against anyone and therefore people of all nationalities are eligible for application under this status.

Secondly, Priority Two (P-2) applicants are refugee groups identified by the State Department, after checking in with NGO's, UNHCR, and the USCIS. P-2 is a group designation where only refugees from the approved groups in the designated countries are eligible. The list of

nationalities eligible for P-2 is reviewed each year, at which point some countries are added and others are dropped. The alterations made to the list depend on the degree of social, political and economic instability in specific countries showing signs of potential up-rise. The USRAP will then assess the need for humanitarian assistance at the time of review, which will then determine their stance on the list. The expansion or retraction of the list is used as a base line to determine the approximate ceiling that will be placed on refugee entry for that year (U.S. Immigration and Citizenship). As of 2013 the P-2 list currently includes all religious groups that come out of the former Soviet Union, Cubans, and Iraqis who are associated with the United States. This association can be established by working for any agency within or related to the U.S. government. The immediate relatives to those fitting this categorization will be eligible for P-2 when applying as well (U.S. in Focus).

Priority three (P-3) is considered to be the most morally conscious category. Although it is similar to P-2 in that it involves a group, P-3 is also known as the family reunification program because it is designated for certain family members of refugees already living within the United States. Under this program family members eligible include spouses, unmarried children under the age of 21 and, on a case-to-case basis, the program may extend to other individuals who lived in the same household as the qualifying family member or was part of the same economic unit as them. Unlike priority one, P-3 is not open to all people (U.S. Immigration and Citizenship). The program was discontinued in the year 2008 due to various cases of fraud that exposed the program's weaknesses and called for stricter baselines if it was to ever be put into effect again. P-3 was reinstated at the beginning of 2013 at which point it was inclusive of 22 designated nationalities (Bruno, 5). Under the revisions made to the program all applicants must provide credible proof of a biological link between themselves and the qualifying family member.

And the What's Next?

Refugee admission is considered a federal decision and therefore the federal government has a clear responsibility to provide domestic resettlement assistance. While the 1980 Act was being drawn up, a major concern was the length of time government should commit to help out refugees. State and local agencies suggested that it was only appropriate if assistance was granted as long as refugees needed it to become financially independent from the state to ensure that no financial burdens fall on citizens. Eventually, the Senate amended the bill and the outcome was a one and a half year transition period, with a three year limitation period on reimbursement for cash and medical payments. However, the senate removed all limits on social services and training programs. The Act also authorized an additional \$200 million (in addition to the annual refugee fund) for the funding of special projects, programs and services for refugees (Kennedy, 151). The money was intended to be used by the agencies running the programs, both private and public which include non-profits, state and local government, private voluntary agencies, and post-secondary education institutions.

Given that the refugee program provides transportation into the United States, upon their arrival, refugees have already been assigned a case worker that will be waiting for them at immigration in the airport. Refugee status is indeed a legal form of immigration and therefore the entrant will hold that standing for the next 365 days, after which the same case workers will help them gather the necessary paperwork that proves they have been living within American borders in order to file for permanent residency. Within the first 30 days of entering into the United States refugees are required to undergo the necessary procedures in order to receive a work permit, which should not take longer than 90 days to process. Once the refugee receives his/her work permit, s/he can then acquire a social security card and even a driver's license (USCRI). The idea is to give the

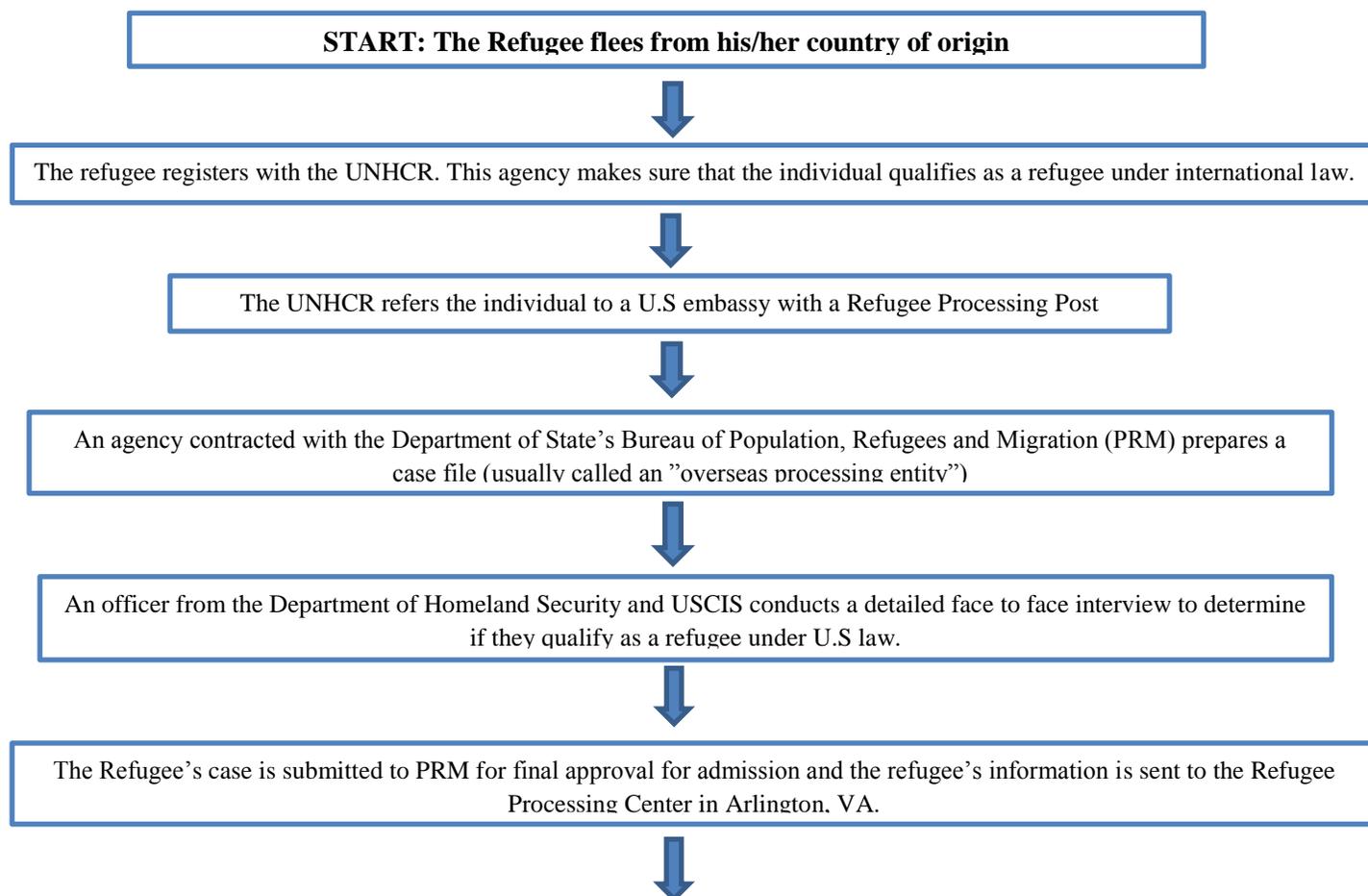
refugee the ability to move around and achieve independence as soon as possible. This work permit will usually be valid for a year, after, which they will be eligible for permanent residency and therefore would not need extra documentation to work, own property, study, or invest within the United States, as they are given all the liberties of any other American resident. Throughout the entire process, refugees have someone managing their case and encouraging them to take advantage of the resources available within that time frame.

Prior to their arrival the agency assigned to the refugee's case has already found appropriate housing for him/her with all the necessary furniture and sometimes even essentials such as toiletries, blankets and clothing. Food has already been bought to hold them through the first couple of days and they are automatically eligible to receive food stamps, which cut down their costs immensely. A family of refugees will be assigned a house on their own, usually with a maximum of no more than two rooms, while individual refugees will usually be placed in a house with another refugee of the same sex but will each have their own room. This is done so that each one can contribute to rent expenses once they have established revenue and alleviate the financial burden it would be for one person to pay rent on his/her own (Mr. Corujo, 2014).

After decades of working with refugee families and individual immigrants, these agencies have a realistic idea of the kinds of jobs refugees will likely land. The reality is most of them will be confined to lower level jobs for the transition period especially because under the law, refugees are required to accept the first job offer they get. All these factors are considered when hunting housing locations to ensure that it is indeed affordable. The refugee can indefinitely stay in the house provided to them but the agency assigned to the case will usually commit to paying the first three months of rent, after which the resident should take on the cost. The agency will, however, continue to absorb the expense if the refugee is still not on his/her feet and as long as it

is within the six month resettlement period established by the American government. Within the first 90 days of arrival, case workers will ensure that refugees get the necessary medical care and in some cases they will be given additional counseling depending on the extent of their trauma. The overall process requires a team effort from governmental agencies as well as Refugee Processing Agencies (RPA) who for the most part tend to be non-profit organizations (NGO's). In many cases NGO's resources are limited but under the law and according to their means, they accompany refugees throughout the resettlement process to the best of their ability.

The refugee process and experience is one with multiple dimensions that can sometimes be hard to understand; the diagram below summarized each step from beginning to end in an attempt to clarify each stage.



Meanwhile, the Refugee receives a medical examination and usually some type of cultural orientation to the U.S



The refugee is met at the airport by staff from a local refugee resettlement agency and taken to an apartment that has been prepared for them.



END: Resettlement agencies provide the refugee with services such as case management, assistance learning English and help finding jobs.

(Refugee 101, 3)

Their ability and time frame for refugees to become independent will depend on individual efforts and the skill set they arrived with. Those who already have an English background and can communicate have an upper hand in finding jobs more quickly than others who need to learn the English language from scratch. Just like any other American child, refugee children will attend the school that pertains to their neighborhood where they are to receive equal treatment and participate in all the opportunities available. Seeing as some of them may have a problem with English too like their parents, they are usually given extra English classes within the school free of charge (LIRS). Many States receive federal funding to provide specialized education programs to refugee children and even their parents. Great resources are concentrated on the provision of education because it will determine their level of success in the United States especially if they arrive with no professional backgrounds.

Conclusion

Over the years the United States has welcomed millions of immigrants from all over the world living under varying circumstances. Refugees represent an immigrant group full of hope and desperate for a better life and have come here to find just that. History has resulted in many referring to the United States as a country of immigrants and this will continue to be the case in the future. The refugee policy in place has proven to work in a way that benefits the greater American community. Its success has relied heavily on agencies whose mission statement is the spread of humanitarian aid. Government offices interact very closely with non-profit organizations and ultimately the transition period of refugees, as well as their success, is dependent on these agencies' sincere commitment to help such people.

In order for a recipient country like the United States to be fully equipped, a closer look must be taken into non-profit organization- their concentration in certain areas and resources available have had an immense impact on refugee resettlement program. The following chapter aims to do just that. The success of the Refugee Act of 1980 is dependent on the way non-profit organizations execute the services outlined within the Act. By analyzing the historical background, the mission statement and the current projects of these agencies, we can assess the importance of their role in the provision of refugee services. Furthermore, the location of these NGOs will determine the extent of their reach and how useful they are in resettling refugees in various communities across the United States.

Chapter Three

The Who and How of the Refugee Resettlement Program in the United States

Introduction

The Refugee Act of 1980 called for the welcoming and resettlement of refugees into the United States. Once applicants are granted asylum and enter the country as refugees, they are granted extensive aid for successful relocation. At this point the United States government retracts its political influence and the process is taken over by the Refugee Processing Center that works hand in hand with nine Resettlement Volunteer Agencies and their Affiliate Partner Agencies. These agencies work directly with refugees and provide countless support throughout the resettlement process. More specifically it is the Bureau of Population, Refugees and Migration (PRM) in the U.S. State Department that refers refugee files to one of the nine volunteer agencies which then assign each case to one of their local affiliate agencies across the country. As refugees come into the country they are no longer subjected to additional procedures that are aimed to prove their status, nor does it matter under which Priority they were granted asylum. Now, they are all refugees and qualify for the same aid regardless of gender, age, race, nationality or reasons for leaving their country of origin. To this day the Act of 1980 continues to reinforce the right of refugees to receive basic needs, language support, education and medical assistance. Questions of eligibility are only asked 90 days after their arrival but prior to this no refugee is to be denied any service or rights that are given to them by American law. It is this impressive commitment to the provision of refugee services in particular that continues to paint the United States as a safe haven for so many state-less people around the world.

It must be noted that the American government has had a longstanding relationship with the agencies that provide such refugee services. The size and influence of these organizations have also expanded throughout the years, as many of them started off small-scale to help those immigrants who had been left homeless by wars (Smith, 44). At the time, no laws stated any type of mandatory assistance to immigrants and therefore these agencies were non-profit organizations whose intentions focused on helping people. Today they continue to advocate the importance of helping others and still identify as humanitarian non-profit agencies. The difference now is that they are linked with the government of the United States which has provided clearly stated laws on the provision of refugee services, as well as funding and additional administrative support (Bruno, 7). The demand for these agencies has increasingly grown as each of the nine volunteer agencies has had to establish affiliate organizations across the country in order to ensure all entry points are covered and to avoid the concentration of refugee resettlement in one area of the country alone. The idea is to integrate refugees into communities across the board to avoid overcrowding, financial burdens on citizens, and to provide them with realistic job opportunities to achieve self-sufficiency. The effectiveness of these agencies can indeed be measured in numbers; as my research has concluded that there are a total of 309 affiliate organizations that branch out from the original nine volunteer agencies. These affiliate organizations are located in a total of 48 states across the country with Montana and South Dakota being the only exceptions.

It is important to realize that the provision of refugee services is exclusive to incoming refugees who were granted asylum prior to entering the United States. To fully grasp the work of these organizations, it is essential to remember the definition of a refugee as “someone who is unable or unwilling to return to their country of origin owing to well-founded fear of being persecuted

for reasons of race, religion, nationality, membership of a particular group, or political opinion” (Convention and Protocol relating to the Status of Refugees, 3). While there may be other agencies that provide immigration services, this does not mean they too are refugee resettlement agencies. Some of the partner organizations do have migratory services for other immigrants- this is not to be mistaken with the provision of refugee services as this is a category on its own, because refugees are not regular immigrants as defined above.

The demand for these agencies is evident in the refugee admissions’ ceiling that is set by the current President after meeting with Congress at the beginning of every fiscal year. From the year 2008 to the present, the ceiling has been set at approximately 80,000 refugees, with the actual number of refugees entering always being slightly below the limit. The highest number of refugee admission was in 2010 when a total of 73,311 refugees were granted asylum in the United States ("U.S. Department of State" November 26, 2010). The annual refugee admission ceiling is the total number of refugees that will be admitted during the fiscal year, however, there is also a limit placed on the numbers of refugees to be admitted from each region of the world, and more precisely from each country. Countries will all be categorized by region: Africa, East Asia, Europe, Latin America/ Caribbean, Near East/South Asia and Unallocated Reserve Regions.

Looking at the statistics provided by the U.S. Department of State, it is evident that when setting the annual ceiling the President and Congress take into account the political atmospheres and all other local calamities of countries and weigh the impact it has on its people. In the year 2007 only 9000 admissions were allocated for people originating in Near East/South Asia, but the number quadrupled in 2009 as the ceiling was set at 39,500 ("U.S. Department of State" March 9, 2009). This can be attributed to the outbreak of civil rebellions and crumbling of local

government. The development of the Arab Spring has resulted in this region having the highest number of allocated refugee admissions to date. East Asia and Africa follow in second and third place. These numbers are not a coincidence; they reflect the gravity of global issues that must be addressed by countries such as the United States which takes pride in its assistance programs. It is the non-profit affiliate agencies that will carry out the necessary work and address the humanitarian nature of the situation.

The numbers are proof of the willingness and ability of the United States to accommodate large numbers of people who are in serious need of humanitarian assistance. Furthermore, it becomes clear that the government cannot act alone in seeing the resettlement process through and therefore volunteer and affiliate agencies are a fundamental component to the program's success.

This chapter will examine the factors that have contributed to the hefty involvement of non-profit organizations (NGO) in the provision of refugee services within the United States. It will first provide greater insight into the functions of these types of organizations and how they differ from others. It will set the context for a greater understanding of what the specific volunteer agencies do, how they do it, what is expected of them and how they have grown so influential in the area of refugee resettlement services over the years. The affiliate agencies are set out to fulfill the mission and goals set forth by their organization. Therefore the focus will be on the nine volunteer agencies whose humanitarian efforts are rooted in history and have evolved hand in hand with American refugee policy.

The Partnership of NGOs and Government

Although the United States has taken a positive stance regarding its refugee admission, it must be noted that in previous years refugee admission ceilings have been hindered by events that have threatened national security. Recent records released by the Refugee Processing Center show that after the September 11th 2001 attack, refugee admissions ceilings decreased drastically. In that fiscal year the President set the ceiling at 27,000, and in 2003 it was only raised to 28,000. This had much to do with the fear that admitting refugees in large quantities-- especially those from the Middle East-- would in one way or another threaten national security. Extensive terrorist threats along with widespread discontent with the war in Iraq and civil wars in countries like the Ivory Coast also created a frightening environment for Americans elsewhere, especially for those working at refugee processing agencies on the ground (Proposed Refugee Admission, 3). The government realized it was unfair to abandon the country's humanitarian efforts but was determined to find solutions that would ease American fears while at the same time providing refugee resettlement services to an increased number of people across the globe.

A report delivered to Congress regarding the refugee admission ceiling for fiscal year 2004, outlined a number of factors that were believed to reinforce national security, by intensifying the screening and application process of refugees. Part of the strategy was to strengthen American funding and consequently its relationship with the United Nations High Commissioner for Refugees. In addition these efforts aimed to increase the protection of unaccompanied minors along with expanding family reunification. In response Congress committed to increasing U.S. governmental resources across varying areas. In particular personnel that would be resettlement specialists and would become increasingly involved in the application process on the ground; as

their experience was believed to result in good judgment regarding a refugee's ability to thrive in the United States.

The most important and relevant component of this strategy was the need to expand the involvement of non-governmental organizations (NGO's) (Proposed Refugee Admission, 7).

These efforts, though promising at the times, failed to eliminate security threats in later dates: for example in the fiscal year 2011, refugee admissions took a plunge once again dropping to 56,424. This was explained by the decrease in the admission of Iraqi refugees after a number of them had been arrested for scheming to support al Qaeda in Iraq by sending back weapons to their country (Edwards, March 2012). As security continues to be a major factor in the screening and application process, it has led to increasing demand for non-governmental organizations to get involved from the time people are granted refugee status to the time they are integrated into American communities.

Why NGOs?

In order to understand the reason that resulted in the government's interest in increasing NGO involvement in the provision of refugee services, it is necessary to discuss the characteristics, functions and goals of non-government organizations.

While the abbreviation NGO stands for non-governmental organization, it is also used to refer to non-profit organizations. These two are essentially the same thing and thus the terms are interchangeable. These types of associations do not have financial incentives in mind and therefore are not part of the private sector; however, NGO's can have private owners. At the same time they do not seek to further any government interests but instead focus on the well-being of people in need. Their formations stem from a humanitarian standpoint where the

founders and workers have common goals and interests that advocate selflessness and assisting people who are in despair ("United Nations Rule of Law", 1).

Non-governmental organizations are distinct from other organizations in that they believe the effective solution to problems is dependent in the ability to work for groups as opposed to working for individual interests and advancements. These organizations can be organized at all levels, including local, national and even international levels as they believe the need for public good transcends all boundaries. Their core principles are rooted in the belief that all human beings are equal and have the right to live peacefully, healthy and comfortably regardless of their location, political views, religions, gender or any other characteristics that make people different. The agencies separation from the state allows non-profits to be funded by a number of sources such as private donors, the government and even other international organizations that support their advocacy work, resulting in some leeway for advocacy work that benefits more than a limited number of stakeholders.

Despite their independence from the government, the two interact on multiple occasions as NGOs tend to voice public concerns, monitor changing trends and social need. In addition, they provide widespread support for specific programs and even assist in their implementation (as is the case with refugee services). Seeing as each NGO will be organized around one or more specific issues, they are influential players in their communities and can therefore act as a bridge between authorities and civil society. Furthermore, a total of 1,200 volunteer agencies were present at the founding conference of the United Nations in 1945; this has created a strong historical relationship between the UN and NGO's which has resulted in partnerships as early as 1947 between the two that have helped in the growth of some organizations to become international (United Nations Rule of Law, 1). Over time, non-governmental organizations have

taken a strong political stance where they influence the rule of law by either providing direct assistance or advocating the development of specific laws.

Organizations like Amnesty International, the International Committee of the Red Cross, the World Justice Project and Save the Children are examples of international NGOs that have extensive support and provide a range of services with the common goal of improving the public good (United Nations Rule of Law,4). The names of these organizations reflect their specialized field of work but it does not limit them to one area; instead they continue to grow in order to be more inclusive in terms of the services they provide.

With the above being said, it is obvious NGOs are motivated by tragedies that require people with humanitarian spirits to get involved. Consequently, these organizations have proven to be some of the most reliable sources of aid in times of crisis as they target multiple facets of emergency that include warning activities, development of relief plans, and even reconstruction after a disaster. Whether the emergency stems from a natural disaster or interior conflict, NGOs tend to already have a foothold in the region and are therefore exposed to the unfolding of particular events (Lawry, 89). This builds on their experience of expertise and therefore their ability to handle high-stress situations, while at the same time providing relevant knowledge for the creation and implementation of pre-emergency and post-emergency plans. Management and personnel have endured extensive exposure to areas needing high relief, which equips them with the communication and people skills necessary to screen individuals more accurately on an individual basis and to assess the degree of danger they are really exposed to (Lawry, 93). These factors combine to answer the question: why NGOs? Their humanitarian nature and experience gives them an upper hand at tackling numerous situations that result in the creation of homeless and fearful individuals. The United States government has recognized the ability of these

organizations to deal with people and their needs and has therefore entrusted the integration and progress of refugees into the United States to them.

As will be discussed later on in the chapter, the successful provision of refugee services by the nine volunteer agencies is rooted in their experience with immigrants from the beginning of the 20th century. In this sense they have proven loyal to their cause and capable of delivering efficient services across the board. In addition, partnerships with such NGOs allow the American government to target other groups of individuals that may not advance national political interest but serve to accomplish a foreign agenda (Keenan et al, 346). Refugees arriving in the United States represent a wide spectrum of religions, cultures, nationalities, and personal characteristics, which essentially make each case subjective, increasing the margin of error. It is impossible for the government to assume responsibility for all 80,000 refugees who are in the country each year.

The widespread locations of NGOs providing refugee services reduce the potential for chaos while at the same time ensuring that each individual gets the attention s/he requires and everything that is granted to refugees by the law. A report delivered by the Bureau of Democracy, Human Rights and Labor stated that, “Non-governmental organizations (NGOs) are essential to the development and success of free societies and that they play a vital role in ensuring accountable, democratic government” (“Fact Sheet: U.S. State Department's Guiding Principles on NGOs”). The source and language of the statement provides clear evidence that supports the long-standing partnership between government and non-governmental organizations. In regard to the provision of refugee services this partnership cannot be terminated, as all stakeholders would encounter a level of loss, while at the same time risking the reputation of the United States in the eyes of the international community.

Where Are They?

The nine volunteer agencies that work alongside the government have made it a priority to scatter their affiliate organizations in a manner that increases their influence and provides refugees with resettlement in areas where they are most likely to flourish. Each of the nine volunteer agencies have headquarters in one state but established counterpart agencies all around the country in order to satisfy the constant and growing demand for refugee services in various locations across the country. Seeing as these volunteer agencies along with other partner organizations make the travel arrangements for refugees, essentially any airport in the United States can be considered a port of entry and often enough they will look to resettle refugees at their primary destination.

While the following organizations are bundled under the title, Volunteer Agencies by the Refugee Processing Center, it is important to know them individually. Table 1 provides the name of each organization. The number next to it will indicate the number of affiliate agencies that work under it in multiple locations around the country for a clearer understanding of how essential they are in the United States' ability to continuously provide leading resettlement opportunities to incoming refugees.

Table 1

The Nine Volunteer Agencies		Number of Affiliate Agencies
1.	United States Conference of Catholic Bishops	93
2.	Lutheran Immigration and Refugee	40

	Services	
3.	Church World Services	35
4.	United States Committee for Refugees and Immigrants	30
5.	Episcopal Migration Ministries	30
6.	Hebrew Immigrant Aid Society	29
7.	World Relief	24
8.	International Rescue Committee	18
9.	Ethiopian Community Development	11

If we look at the affiliate agencies independently there are a total of 310 organizations that dedicate a significant portion of their resources to provide the efficient and effective refugee services that have been mandated in American law. It must be noted that 309 out of the 310 affiliate agencies are found among 48 states across the country. The remaining agency, a partner of the U.S. Conference of Catholic Bishops, is located in Puerto Rico and therefore it is not included as one of the affiliate agencies found within the United States that take part in the refugee resettlement program.

While many affiliate agencies are named after their partner volunteer agency, this is not always the case. All affiliate agencies of the U.S. Conference of Catholic Bishops will draft their name accordingly. Names such as Catholic Charities of the Diocese of Albany clearly indicate that the organization is part of a larger agency and more specifically one that is grounded in Catholic faith. Other agencies, such as Interfaith Ministries for a Greater Houston, is not directly associated with one particular faith but is instead affiliated with Church World Services. It must

be noted that volunteer agencies have had long standing relationships with their affiliates: Church World Services partnered up with 30 other Protestant denominations in order to increase funding and effective resettlement of refugees (Edwards, 6). It was such commitment to their cause by these agencies that resulted in their partnership with the United States government for the implementation of The Refugee Act of 1980.

Location

With a significant number of people to resettle each year, volunteer agencies have had to be strategic about the affiliate agencies they partner up with to ensure that the demand is met. Table 2 provides a list of the 48 states where affiliate agencies are found and therefore provide services to incoming refugees. The number next to the state name refers to the total number of agencies found at that location.

Table 2

	Name of State	# of Affiliates		Name of State	# of Affiliates
1.	Alabama	1	15.	Iowa	3
2.	Alaska	1	16.	Kansas	2
3.	Arizona	9	17.	Kentucky	7
4.	Arkansas	2	18.	Louisiana	4
5.	California	30	19.	Maine	1
6.	Colorado	3	20.	Maryland	5
7.	Connecticut	4	21.	Massachusetts	12
8.	Delaware	1	22.	Michigan	12

9.	Florida	24	23.	Minnesota	9
10.	Georgia	7	24.	Mississippi	2
11.	Hawaii	1	25.	Missouri	3
12.	Idaho	4	26.	Montana	0
13.	Illinois	10	27.	Nebraska	5
14.	Indiana	6	28.	Nevada	2
29.	New Hampshire	4	40.	South Carolina	2
30.	New Jersey	3	41.	South Dakota	0
31.	New Mexico	2	42.	Tennessee	7
32.	New York	22	43.	Texas	27
33.	North Carolina	10	44.	Utah	2
34.	North Dakota	4	45.	Vermont	1
35.	Ohio	10	46.	Virginia	6
36.	Oklahoma	2	47.	Washington	8
37.	Oregon	3	48.	West Virginia	3
38.	Pennsylvania	12	49.	Wisconsin	8
39.	Rhode Island	2	50.	Wyoming	1

The data provided in tables 1 and 2 are my own conclusions after researching the specific organizations websites and the Refugee Processing Center Webpage as well. The information found online was plotted onto a map, revealing the number of affiliate agency per Volunteer agency and the number of organizations available per state across the country.

If the data above was to be plotted onto a map, the outcome would provide visible evidence that suggests these organizations are somewhat evenly distributed across the country, as there are only two states that will be left blank. Furthermore, the data provides evidence that highlight areas where these organizations have concentrated in order to satisfy demand. California, Texas, Florida and New York are the states with the highest number of affiliate agencies. These popular and coastline locations suggest that they are main ports of entry and thus a larger concentration of agencies are necessary in order to execute the refugee resettlement program effectively. In the last fiscal year alone Florida received approximately 29,461 refugees and 69% of them chose to settle in Miami (“Florida Department of Children and Families”, 2013). The continuous influx of large numbers of people requires abundant resources for the provision of the services under American law. Such statistics show the need for the 24 affiliate agencies that are located there. Seeing as California is geographically the biggest state in the country, it is strategically necessary for a greater availability of affiliate NGOs; hence there are 30 organizations aiming to serve refugees upon their arrival. California is also home to 7 out of 16 of the main cities that refugees chose to resettle in. These include Orange County, San Jose, Los Angeles, Sacramento, San Diego, San Francisco and Oakland (Edwards, 4).

The Expectations of the Resettlement Program

The refugee resettlement program can also be referred to as the Receptions & Placement Program (R&P). Most believe this is a better name because it depicts the exact functions of the program by capturing the stages in its title. The program is managed by the Bureau of Population, Refugees, and Migration of the Department of State. In order to fully grasp the

gravity of the program, all it entails and more importantly why NGOs are involved, its goals are to be made known. The Bureau of Population, Refugees and Migration in the U.S. State Department outlines the following to be the primary objectives of the Replacement & Placement Program:

- To ensure the ability to receive promptly into the United States all refugees approved for admission under applicable provisions of the Immigration and Nationality Act (INA) that recognizes the need of non-profits to get involved in the provision of services
- To ensure that all refugees approved for admission to the United States are provided with reception and placement services appropriate to their personal circumstances
- To maintain national capacity for the reception and placement of refugees, in accordance with admission ceilings determined annually by the President after consulting with Congress
- To assist refugees in achieving economic self-sufficiency in coordination with other refugee services and assistance programs authorized by the INA and any mainstream services and assistance programs for which refugees are eligible.

These general objectives are then broken down into specific services that must be received by refugees immediately once they arrive and can be extended for up to 90 days after the date (“U.S. reception and Placement Program”, 2013). Each affiliate NGO has signed a cooperative agreement with the Bureau that states they are committed to the delivery of basic and more complex services for the effective placement of refugees. The program has been very inclusive in assuring that refugees are guided through all aspects of integration as a way to facilitate their adaptation. It is obvious that refugees will need the most assistance as soon as they arrive;

however, these services are continuously provided until they reach self-sufficiency. By law, case workers are to visit the refugee's temporary house at least twice independently of the initial orientation visit or any other visit that had legal procedures attached to it. If the refugee then moves out into a permanent home, the case worker is required to visit the new home within the first 30 days to ensure conditions are indeed improving ("U.S. Reception and Placement Program", 2013). While the realm of medical assistance is broad and generally requires standard screening for all refugees, it does not end there. Each regimen is tailored to fit the medical needs of each individual, especially because any diseases could threaten public safety as a whole. Medical assistance sometimes tends to include needed psychological help, as many refugees are mentally unstable due to their past experiences. All these services fall under federal assistance which means refugees do not absorb any of these costs themselves.

The popularity of the Receptions & Placement Program stems from the fact that it is the only one tailored to the needs of refugees. Moreover, it is because refugees are differentiated from all other immigrants and therefore they are ineligible to receive access to federal assistance programs. Prior to the 1996 Welfare and Reform Act all refugees, if approved, qualified to receive all federal assistance programs available for an infinite period of time (Bruno, 10). With the enactment of the above Act there was a restriction set on the period of time refugees were qualified to receive specific programs. Table 3 provides the name of each federal assistance program and the time frame refugees have to access it if approved as of 2011.

Table 3

Program	Eligibility
Supplemental Security Income for the Aged, Blind and Disabled	Eligible for 7 years after entry
Medicaid (non-emergency rate)	Eligible for 7 years after entry, then state option
Temporary Assistance for Needy Families	Eligible for 5 years after entry, then state option
Supplemental Nutrition Assistance Program	Eligible without time limits

(Bruno, 10)

These programs are available to other immigrants, all permanent residents and American citizens. Therefore refugees are excluded from them as most of the services listed under the Receptions and Placement Program will deal with such issues. The only difference is that services under the R&P have a shorter time restraint on them, and sometimes refugees are not as well established as they would like to be by the time they end. In theory refugees will receive some type of assistance for as long as they need it- case workers are not to abandon them at any point and the affiliate agency they were assigned to will always be open and at their disposal. The idea is to guide refugees towards success despite the issues that may arise.

We already know that the provision of refugee services is the product of collaborative efforts between the American government, volunteer organizations, their affiliate partners, and the following additional state agencies: the Center for Applied Linguistics, U.S. Citizenship and Migration Services, the United Nations High Commissioner for Refugees, the Health and Human Services Department, and Center for Disease Control (Refugee Processing Center). When looking at the complex web of organizations involved in performing these functions, it is

obvious that a generous amount of funding is necessary. According to the Department of Health and Human Services, for the fiscal year of 2012, the refugee resettlement program was allocated \$768.3 million from the federal budget. The total amount was raised to \$999.4 million in 2013, despite the fact that the refugee admission ceiling was capped at 4,000 less than the year before (Bruno, 9). The budget is allocated across between 7 categories: Transitional/Cash and Medical Services, Victims of Trafficking, Social Services, Victims of Torture, Preventive Health, Targeted Assistance and Unaccompanied Alien Children. Transitional/Cash and medical services is the sector that receives the largest sum of the budget and is closely followed by social services. Since 2011, however, the amount allocated for unaccompanied alien children has doubled and is currently the category that requires the most funding after transitional/cash and medical services (Bruno, 10).

This budget is also distributed across the nine volunteer agencies that then pass it on to their affiliate partners, which are in charge of executing the services as stated. Local NGOs do not rely solely on this funding; instead, they also look for other donors in order to enhance the services available onsite. Upon the implementation of the Refugee Act of 1980, the grant for each refugee amounted to \$900 and it would be given to the agency the refugee had been assigned too. The amount was raised in 2010 to \$1,800 per refugee assigned to the agency, and then the overall budget for that particular agency is calculated (Edwards, 2).

Data from 2007 to 2011 indicates that the International Rescue Committee has received the highest amount of federal funding with its peak year being the year 2007, in which it received \$14,144,000 for the execution of the refugee resettlement program (Edwards, 3). This comes to show that the budget allocation is decided in relation to the number of refugees assigned to each agency and its ability to reach out and fundraise on its own. Although the U.S. Conference of

Catholic Bishops has the largest network of affiliate agencies across the country, it actually receives a small proportion of the total budget assigned for the cause. This is because its size and influence allows it to raise significant amounts on its own and therefore does not need to rely on the government as much as other smaller agencies do. At the same time, it also offers a larger spectrum of services aside from the refugee resettlement program and therefore its resources must be distributed in accordance with the organization’s values and other key programs.

Incoming refugees are not distributed evenly across the nine agencies. Instead, each organization is allocated a specific number of cases, which they will be responsible for. The number of refugees given to each agency will depend on the available resources the organization which impacts its ability to resettle refugees. Table 4 provides the number of refugees resettled by the volunteer agencies in recent years. These figures were taken from the organizations’ annual reports, making the information limited to what the agencies decide to publish. The table only contains figures for 8 out of the 9 non-profits, as the Ethiopian Community Development Council opted to keep its records private.

Table 4

	Name of Agency	FY 2009	FY 2010	FY 2011	FY 2012
1.	Lutheran Immigration and Refugee Services	10,904	10,134	6,914	9,933
2.	Church World Service	-	6,927	5,300	7,000
3.	World Relief	-	7,564	5,641	5,962
4.	International Rescue Committee	-	9,600	7,000	7,600

5.	Episcopal Migration Ministries	-	-	3,644	4,225
6.	U.S. Committee for Refugees and Immigrants	-	-	7,152	7,176
7.	Hebrew Immigrant Aid Society	2,609	2,640	2,057	-
8.	U.S. Conference of Catholic Bishops	22,514	20,823	-	-
The data was gathered from the annual reports provided on the websites each agency on this list.					

Getting to Know the Nine

All the volunteer agencies have two main things in common, one is their commitment to humanitarian assistance and the other is their dedication to the Reception & Placement Program for refugees. Their similar natures make it easy to bundle them up and consider them the same but this is not the case. Each organization has its own history, culture and values that make it unique in its own way and therefore, it is necessary to take a closer look at each one independently.

1.) U.S Committee for Refugees and Immigrants (USCRI)

The organization was founded in 1911 with its primary goal being to assist helpless immigrants resettle into the United States. A hundred years later the organization has become a prominent

player in the assistance of Cuban, Vietnamese, Burmese, Sudanese and Iraqi refugees coming into the country (USCRI). World War II was a crucial time for the organization as the unpredicted influx of so many nationalities led the USCRI to publish the first ever book on U.S. citizenship titled, *How to Become a Citizen of the United States*.

Today the agency is headed by 13 board members who are in charge of upholding the values and executing the mission statement of the organization which reads, “To protect the rights and address the needs of persons in forced or voluntary migration worldwide by advancing fair and humane public policy, facilitating and providing direct professional services, and promoting the full participation of migrants in community life” (Who We Are, USCRI). USCRI continues to be a non-profit but its serious commitment to its cause has resulted in the recruitment of professional personnel that have served as executives in other private and public companies across a range of departments. Aside from its experienced administration, the agency has taken its efforts abroad to promote the free movement of refugees by moving away from refugee camps and constructing building where refugees can be free and earn a living (What We Do, USCRI). It has extended its work by partnering up with local agencies in Thailand, Morocco and Haiti to help refugees there receive similar services to those provided here in the United States.

The USCRI has headquarters in Virginia and 6 other field offices that oversee the operations carried out in their 31 affiliate agencies across the country. This organization commits to providing refugees with the necessary tools for the first 6 months in order to achieve complete self-sufficiency. While federal grants cover the charges for the first 90 days, the USCRI has built a network of loyal donors that match federal grants for the remainder of the time. This organization places heavy emphasis on the need for refugees to work, therefore they have also established close ties with employers who have previously hired refugees and continue to do so

(Refugee Resettlement, USCRI). A distinguishing element of the USCRI is that it tries to place refugees in work fields that highlight their professional skills (if they have any). Throughout the years the agency has managed to pinpoint the areas where refugees are most likely to integrate and succeed. It is because of this that the USCRI has implemented a program called, The Preferred Communities Program, which aims to move refugees out of larger metropolitan cities (that are usually the point of entry) and into smaller communities that have proven to be more welcoming. This shortens the time span it takes for refugees to become financially independent. The USCRI is also known for its Refugee Family Strengthening program that seeks to enhance communication skills among couples, parents, extended family, friends, colleagues and even employers. All it requires is an 8 hour workshop where participants learn vital elements of daily life such as conflict management, financial literacy, and family stress (Resources, USCRI). The idea is that if refugees learn to cope with one another inside the household, they are then more willing and capable of connecting and participating in their communities.

In the year 2012 the agency was responsible for the resettlement of 7176 refugees into American communities; 4965 refugees achieved financial independence during the first 90 days after arriving in the country. When looking at the budget distribution, the USCRI spends 97.24% of its finances on specialized programs for refugees, making it the agency that invests the most into the refugee resettlement program. The rest of the budget is split between administrative expenses and fundraising.

The USCRI is the only agency whose work is solely targeted to the safety and resettlement of refugees in the United States. All its programs and resources are geared towards ensuring the effective progress and success of refugees, making its work align with the organization's core values and its mission.

2.) Church World Services (CWS)

The aftermath of the Second World War left millions of Europeans homeless and resulted in their immigration to the United States. The increasing demand for assistance services for incoming immigrants led to the union of seventeen Christian denominations that together established the organization, Church World Services in 1946. Their partnership was based on the typical humanitarian non-profit mentality that together they could accomplish more than by working alone. The organization was very much geared towards providing immigrants with the basic needs for survival, hence its mission statement reads, “Feed the hungry, cloth the naked, heal the sick, comfort the aged and shelter the homeless”. The organization lived up to its mission when it donated 11 million pounds of food, clothes and medical equipment to various regions of Europe and Asia after the war (History, CWS). With the development of a definition for refugees after the United Nations Convention Relating to the Status of Refugees in 1951, CWS altered its services to include such people into the realm of services they provide. With continuous conflicts throughout the 1960’s the organization gained international recognition by extending its services to Asian, African and Latin American countries that were experiencing internal refugees and other issues that needed humanitarian assistance (Where We Work, CWS).

The refugee problem was gaining prominence in the United States during the years leading to the development and implementation of the Refugee Act of 1980. Consequently, as early as 1976 CWS realized the need for specialized services for refugees and established resettlement agencies across the country in efforts to have sufficient sponsorship and resources for incoming refugees who had nothing (History, CWS). By the time the 1980 Act was put in place the agency had some experience in the process but the guidelines and regulations provided by the Act resulted in increased efficiency as it now had federal support.

Today Church World Services is comprised of 37 members who are all Christian in nature and therefore contribute to the religious and non-profit nature of the entire organization. In its 68 years of operations it has been a key player in the resettlement of approximately half a million refugees from all over the world. On average it has been assigned a total of about 7353 cases a year, almost double the number of the USCRI, meaning it has greater capacity to execute the Reception & Placement Program (Refugee Resettlement, CWS). The CWS has a total of 35 affiliate agencies that are essential in the resettlement process of these refugees.

In the fiscal year 2013, this volunteer agency estimated its total expenditure to be \$76,907,506 and was fortunate enough to bring in an amount of \$76,843,894, which was enough to cover its costs (Financial Information 2013, CWS). It must be noted that unlike the USCRI who focuses exclusively on the provision of refugee and immigration services, the CWS is also an organization of first response in any emergency across the globe such as the 2010 earthquake in Haiti. It also advocated the necessity of clean water and nutrition in poor communities around the world by teaching them basic agricultural skills as a way of becoming self-sufficient (What We Do, CWS). Its main focus, however, continues to be the placement of refugees, which is evident as it is reported to have spent \$44,300,134 on refugee assistance. The U.S. government provided most of the funding with the CWS only having to fundraise approximately \$300,877. Despite its age, this organization has not lost track of its mission, making it a credible participant in the provision of refugee services in the United States.

3.) Hebrew Immigration Aid Society (HIAS)

As the name suggests, the organization was founded (in 1881) in order to help Jewish immigrants relocate to the United States. Its founding date makes it the oldest agency to exist

from the nine volunteer organizations that work towards the same goals in regards to refugees. From humble beginnings on the lower east side of Manhattan, HIAS has grown and become a prominent player that today assists refugees from all corners of the world, with the help of its 29 affiliate agencies across the United States. Similar to the USCRI, it has placed emphasis on refugee services from its early stages. This is reflected in its values statement that claims, “HIAS stands for a world in which refugees find welcome, safety, and freedom” (Who We Are, HIAS). Furthermore, the organization’s culture and projects have complied with its mission statement that also identifies the NGO’s target groups and its belief as to what they deserve;

- We protect the most vulnerable refugees, helping them build new lives and reuniting them with their families in safety and freedom.
- We advocate for the protection of refugees and ensure that displaced people are treated with the dignity they deserve.

(Who We Are, HIAS)

Each war in the later part of the 20th century resulted in the creation of Jewish immigrants from different parts of the world such as Ethiopia, Czechoslovakia, Hungary, Tunisia, Vietnam and the former Soviet Union (Huyck, 46). These series of events paved the way for the positive reaction HIAS had to the 1980 Act and since then it has been very active in ensuring that all refugees receive the services granted to them by the United States government. Furthermore, it takes great pride in the values that it has used as guidelines to guarantee effective and efficient services. Case workers and all personnel must execute programs using the following criteria: welcoming, dignity and respect, empowerment, excellence and innovation, collaboration, team work and accountability (Who We Are, HIAS).

Over the years this organization has built an impressive network of loyal donors that consists of individuals, foundations, private organizations and even synagogues. The amounts donated range from \$250 to \$500,000 which accumulates to make a hefty part of the overall budget (Annual Report, 24). In 2009 this contribution resulted in the sum of approximately \$4,000,000 and was significant in the provision of all the services and programs available. In regards to the provision of refugee resettlement services the U.S. government is still the primary contributor- in 2010 HIAS estimated the cost of delivery of domestic services to total \$12,740,000. It received \$13,867,000 in federal aid which theoretically covered the costs and were significant in the resettlement of 2,057 refugees from 22 different countries across 13 states across the country (Annual Report, HIAS). In its 2012 annual report HIAS revealed that 85.2% of its budget was spent on the provision of services while the rest was split between administrative costs and fundraisers just like the other volunteer agencies.

When the organization celebrated its birthday in 2001, 45,000 refugees that had received their services came out to support it. This is relevant evidence that suggests a majority of HIAS's clients are satisfied and have been successful in establishing a new life in the United States. The organization has stood the test of time and its ongoing efforts will ensure it continues to do so.

4.) International Rescue Committee (IRC)

The IRC originated from the joining of two agencies known as the International Relief Association and the Emergency Rescue Committee, which were based in Europe and assisted refugees escape violent dictators and atrocious conflicts. In 1942 the venture of these organizations was shorted to the organization's current name, International Rescue Committee. Upon its founding it was to be the American version of the European International Relief

Association as it absorbed some of its key values. The IRC publicly voices out its commitment to “freedom, human dignity and self-reliance” of all people (The IRC at a Glance, IRC). Seeing as the organization has its founding roots elsewhere, it has been very involved in the provision of emergency relief, the protection of human rights, post conflict development and advocacy work. These factors combined have also exposed the IRC to the tragedies suffered by the homeless and refugees, which has influenced its dedication to the refugee resettlement program here in the United States.

In comparison to the other volunteer agencies, the IRC has been closely involved in the resettlement of the three refugee waves that were identified in that last chapter- Europeans, South East Asians and Cubans, and even went further to extend its assistance to refugees originating in Haiti, Chile and Guatemala. This course of events gave the NGO the necessary experience and exposure to refugees from all corners of the world, which served to its advantage with the implementation of the Refugee Act of 1980. Soon after the Act was passed, the organization expanded its influence into the Middle East by providing services to Palestinian and Lebanese refugees that had been greatly affected by the war (Where We Work, IRC). It is known that the greatest victims of misfortunate events are women and children and therefore they make up approximately 80% of the refugee population around the world. This non-profit organization took the latter fact very seriously and responded by establishing the Women’s Commission for Refugee Women and Children in 1989, which is a sector of the agency that specializes in serving the rights and interests of child and female refugees. The commission offers programs tailored to the particular struggles of these groups of people and aims to provide the educational and moral support that is otherwise absent in the regular refugee resettlement program (How We Help, IRC).

Just like the other agencies, the IRC takes great pride in extending its services to other immigrants and asylees in need of similar services as refugees. In 2012, the organization dealt with 24,500 clients but only 7,600 were classified as refugee cases (Refugee Resettlement, IRC). Furthermore, it has continued to stay true to its value of self-reliance as was shown with the launch of its New Roots projects. This program teaches refugees agricultural techniques for them to establish community gardens, farmers markets, and food pantries; which allow them engage in small ventures with farm-based businesses. Refugees who engage in this program are given the necessary training, tools, and seeds as well as relevant information of employers and other interest groups to increase their chances of success. The IRC claims this program to be some type of ice breaker between incoming refugees, and their communities because it proves them to be hard working; while at the same time supporting themselves financially and even providing a service to those around them.

The IRC has been prioritized in the federal budget since 2008 as it has received the highest funding for the resettlement program but it also relies on outside contributions, as it claims for every dollar donated, 90 cents are put towards the execution of programs across the board (Financial Information and Annual Report, IRC). Its international nature results in its continuous efforts to help people in need across the world, and it is this that will keep guiding the organization towards the effective provision of refugee services here in the United States.

5.) Lutheran Immigration and Refugee Services (LIRS)

The LRIS also traces its roots back to the earlier part of the 20th century. As the First World War came to a close in 1918, the New York-based National Lutheran Council (LNC) saw the need for the provision of immigrant and refugee services to help those seeking asylum in the United

States. It was here that the organization's humanitarian nature was born in relation to people from other countries and backgrounds. Unlike HIAS, the LRIS was never exclusively established for the betterment of Lutherans. From the beginning it has been all inclusive, and this is reflected in its vision, "all immigrants and refugees are protected, embraced and empowered in a world of just and welcoming communities" (People We Serve, LIRS). Its mission statement reinforces the latter by stating, "Witnessing to God's love for all people, we stand with and advocate for migrants and refugees, transforming communities through ministries of services and justice" (About Us, LIRS), this phrase encompasses the acceptance of all people despite religious backgrounds and so forth.

World War Two brought about other consequences that directly affected Lutherans in countries all over Europe. In response to this, the LNC responded by establishing Lutheran World Relief (LWR), whose primary function was to tackle the immediate needs of those in Europe. The organization's influence continued to grow with each international crisis that resulted in the influx of immigrant groups in the country. It was also this that led to the creation of Lutheran Refugee Services even before refugee assistance was instated as law. By 1953 the LRS had already helped approximately 16,000 refugees start a new life in the United States, and in 1963 the Lutheran branch in Miami became heavily involved in the provision of services to Cuban refugees (Refugee Resettlement, LIRS). By 1980, LIRS was already very involved with incoming immigrants and refugees and therefore the refugee resettlement program only enhanced the legitimacy of their existing programs in regards to this people group.

Today the focus continues to be the prosperity of refugees and LIRS has also incorporated other services that enhance the provision of refugee services. By allocating resources to building strong relationships with employers who will then hire refugees, and by dedicating a branch of

the organization to children who cross the border alone, the LIRS is responding to needs as they come. The organization is a non-governmental agency that depends on federal funding for the refugee resettlement program. In 2012 alone, 14,131 refugees were assigned to the agency and its 42 other affiliate agencies, making it one of the agencies with the highest case load for that year (Edwards, 3). The agency's ability to serve so many refugees at once, is proof that it is an organization worth partnering with to further the interests of the United States to serve refugees in need.

6.) U.S. Conference of Catholic Bishops (USCCB)

While this is the largest agency that participates in the provision of refugee services within the United States, it is one that does not make much information available to the public. The USCCB has over 100 diocesan offices if we include those located outside the 50 states. In this respect it has more resources to provide a wider range of services and to a larger number of people. As the name suggests, the organization is a non-profit religious- affiliated agency that places great emphasis on its Godly nature- moreso than other religious- based organizations. Despite its large network of other branches, the organization as a whole is rooted and guided by the execution of the following 3 general mission goals:

- To act collaboratively and consistently on vital issues confronting the church and society
- To foster communion with the church in other nations, within the church universal, under the leadership of its supreme pastor, the Roman Pontiff
- To offer appropriate assistance to each bishop in fulfilling his particular ministry in the local church

(About Us, USCCB)

Of all nine volunteer agencies the USCCB is the one most closely tied to the church. This however does not mean that it discriminates against those with different faiths and spiritual beliefs. In fact, it too has proven its commitment to the provision of refugee services by complying with all the requirements outlined by the refugee resettlement program. The agency has proved its dedication over the years and today it is the volunteer agency that receives the highest caseloads in the entire refugee placement system. According to them, they help resettle approximately 30% of all incoming refugees each year (Resettlement Services, USCCB). It is also the organization to be the most selective when adding staff members to the team- not only does it prefer its executives to have executive positions in churches across the country but it also requires a strong commitment from its personnel. Employees working with the refugee sector in particular are to honor their work by following their following commitments:

- Assisting the bishops in the development and advocacy of policy positions at the national and international levels that address the needs and conditions of these populations.
- Engaging in education efforts designed to influence public, particularly Catholic, attitudes towards these populations and to create a welcoming and supportive church in the United States.
- Anticipating, providing and arranging critical services to these populations in collaboration with government, catholic partners and other allied organizations.

(Resettlement Services, USCCB)

The USCCB has high standards that must be met by all those who join them in the provision of migratory and refugee services. Its qualified personnel were responsible for the resettlement of 20,823 refugees in 2010, demonstrating the organization's ability to utilize its resources and

partners effectively (FY Admission, USCCB). Just like the other volunteer agencies, the USCCB relies primary on federal funding for the provision of refugee services; however, it has a big enough network of loyal supporters that raise the required amount for all other activities. While the name may convey a sense that the agency is selective in its services, this could not be further from the truth as the numbers are clear evidence of the organization's inclusive and humanitarian nature.

7.) World Relief

By now one gets the general gist of the volunteer agencies that have partnered with the government to provide refugee services. Similar to its partners, World Relief traces its foundation to the evangelical church as the War Relief Commission of the National Association of Evangelicals, in 1944, as the war came to a close. Originally located in New York, the organization gathered its resources and went international by sending food and clothes to people in Europe who did not have the means to immigrate. It extended its humanitarian assistance to Korea in 1950 and it was then that it changed to its current name (About, World Relief). The arrival of Vietnamese boat people resulted in the organization expanding its services to target refugees by adapting the resettlement program that was set forth in the 1980 Act.

Approximately 30 years later World Relief has catered to about 240,000 refugees and continues to be accountable for roughly 10% of incoming refugees each fiscal year. By now, it is no surprise that refugee services are mainly funded by the government- in 2011 federal funding covered approximately half of operating costs, and from the \$31,037,682 provided, \$25,578,021 was spent on the Receptions and Placement Program (Our Work, World Relief).

8.) Ethiopian Community Development Council (ECDC)

The ECDC is the newest agency to join the network of NGO's that work with refugees. Founded in 1983, it is the only organization to have been founded after the implementation of the Refugee Act of 1980. Its main focus was to assist the growing Ethiopian communities primarily those in the Washington D.C area but also around the United States. In 1991, however, before the agency was granted the authority to resettle refugees by the U.S. Department of State and has since then reached out and assisted people from multiple cultures and countries. The ECDC has become a prominent player in the placement of 25,000 refugees in the United States (About Us, ECDC). While its services are open to all nationalities, the ECDC focuses closely on African refugees and the needs that separate them from other incoming refugees.

As a result the organization has placed great emphasis on programs of public education that are targeted towards refugee- friendly communities and create awareness of cultural and traditional elements that may act as barriers of communication in the beginning. Furthermore, its Matching Grant program was started in 1995 and today continues to find employment for refugees within their first 120-180 days of arrival- this is done by connecting them with potential employers, teaching them interview skills, providing transportation and covering utilities. The organization has also integrated a Preferred Communities Program that targets refugees with special cases who need greater case management; through this the agency has aimed to accommodate those whose needs are not met by the regular procedures of the refugee resettlement program (What We Do, ECDC). One of the greatest programs ECDC has to offer was implemented in 2010, and is known as the Individual Development Account program. Here refugees are encouraged to save for future education and the purchase of assets, at which point the program matches the saving, thus giving them double the money to invest. This is done to ensure a greater understanding of

the American banking system and the importance of saving and planning ahead. Seeing as the organization is very community based it has also extended some programs to the masses, including counseling, after school programs, HIV testing, breast cancer awareness and diabetes education.

The organization works closely with its 11 affiliate agencies across the country to spread its work. It goes without saying that all refugee services are funded federally through the refugee resettlement program, but the organization also relies on donations from the private and public sector as well as religions- groups. Despite its African roots the organization is available to all refugees coming into the country.

9.) Episcopal Migration Ministries (EMM)

This last agency pours all its resources into the resettlement program for refugees from all over the world. The ministry was once part of the church but with the outbreak of the Second World War, a branch dedicated to the needs of immigrants was created in 1939 and identified as a resettlement ministry. It continued to aid immigrants from war-torn areas up until 1988, when it finally adapted and restructured its functions to meet the requirements of the refugee resettlement program. Since then it has extended its network to include 30 affiliate agencies in 22 states that have together catered to the placement of 50,000 refugees (Our History, EMM).

EMM's mission statement is fabricated to portray its main cause as it states, "EMM builds a foundation for individuals forced from home and country to thrive in communities across the United States" (Who We Are, EMM). This also speaks to the fact that unlike some of its partner agencies, EMM carries out operation on American ground but does not have any international agencies providing humanitarian assistance. In 2013 the agency was responsible for the

welcoming and placement of approximately 5,000 refugees who were granted housing, language training, health care (EMM, Welcoming Services) and everything else outlined in the R&P program. As the program states, the expenditure for these services are covered with the federal budget; of course the ministry does its part to bring in faithful donors whose contributions strengthen the organization.

Conclusion

While the information regarding the nine volunteer agencies might sound repetitive, it is important to appreciate each one individually, as their core values shape their outlook on people and the humanitarian work they engage in. At the same time their historical similarities point to the ongoing refugee phenomenon that has resulted in the United States called, “A melting pot”. Over time we see the nations and the agencies progress towards equal treatment of all refugees across the board, it is the inclusion of all cultures and nationalities that was the aim of the Refugee Act of 1980.

In order to understand the effectiveness of the resettlement program it is important to keep in mind that refugees are not immigrants, and are therefore eligible for assistance that has been developed for them alone. The partnership between government agencies, non-profits, and their affiliate partners, is instrumental in ensuring the continuous success of the provision of refugee services in the United States.

The following chapter will examine the ways in which these organizations have implemented the Reception & Placement Program. In doing so, the aim is to find the existing problems within the agencies that are affecting the quality of the services received by refugees. Despite the detailed

guidelines provided by the resettlement program, research has shown a discrepancy in the delivery of these services. Chapter 3 will identify the source of these problems and access why they need to be eradicated as soon as possible.

Chapter Four

Identifying the Faults

Introduction

Millions of refugees from around the world owe their success stories to the Receptions & Placement Program here in the United States; however, their gratitude is directed at the affiliate agencies that saw them through their transition and integration process. The collaboration between the government, volunteer agencies, their affiliate partners, and refugees has worked since the 1980's. While there has been some criticisms directed towards the resettlement program, many have disregarded the faults that exist within the non-profit organizations that deliver these services to refugees. The interactions between these groups have proven effective and neither group has ever experienced strenuous backlash regarding its operations and its form of implementing refugee policy. The humanitarian nature of the volunteer organizations and their affiliate partners has a positive impact on the work they do. These NGOs' detachment from government tends to earn them credibility in terms of their work, and throughout the years they have proved true to their mission statements while at the same time earning increasing respect from surrounding communities. The previous chapter gave an overview of the NGOs involved in the provision of refugee services. It demonstrated their strong commitment to The Refugee Act of 1980 by highlighting the ways in which additional programs have resulted in well-rounded services that facilitate the integration of refugees into American society.

While the implementation of the Reception & Placement Program has resulted in multiple success stories and an increasing number of refugee applicants, it cannot be denied that there is always room for improvement (U.S. State Department). Many criticize the actual resettlement

program on the basis of insufficient funding, furthering foreign interests and the uneven acceptance of applicants from across the globe; yet it must be realized that these factors cannot be changed overnight. The United States government cannot reinstate new refugee policies as an attempt to solve the existing issue within the current program. Therefore, a more realistic approach is to target the NGOs that directly interact with incoming refugees. Tackling the issues from above may jeopardize the status of current and future refugees, and result in more problems that will affect the general state of being for these refugees. Consequently, new strategies and the implementation of solutions must focus on refugee related non-profits, whose efforts are concentrated on improving the life of refugees in the United States. The effectiveness and efficiency of such organizations will determine the degree to which aid should be provided; it will dictate the amount of refugees who can be helped, while at the same time impacting the level of additional assistance that is provided to ensure complete emergence into their new homes.

This chapter will focus on the factors that compromise the delivery of refugee services and affect these NGOs' ability to execute their goals. While the focus is particularly on those organizations providing refugee services, the structural hierarchy and functions of the agencies highlight issues found in many other organizations with a no-profit nature. In retrospect, the faults found in NGOs that do not focus specifically on humanitarian assistance are also relevant to NGOs that are. The aim of volunteer agencies is to provide the very best services to refugees despite the obstacles. By examining the challenges carefully, new recommendations can then be developed and implemented as a way of improving the provision of refugee services within the United States.

The Factors Affecting the Services

The dynamics found within the non-profit sector provides a different playing field for its clients, employers, employees, and other staff members. This is because; these stakeholders are exposed to altered circumstances that are usually unseen in the corporate sector, where financial incentives act as the driving force behind most of the organization's operations. Unlike regular firms, an NGO's atmosphere will tend to be more embrative to change and trends because adapting is key, in ensuring that the best services are provided to those in need (The Corporate Organization, 1016). While many say that the advantages outweigh the disadvantages of working in such an environment, tackling the challenges is prominent for the overall performance of the agency.

Limitations from Within the Agency

1.) The limitations of Funding

Humanitarian agencies are fortunate enough to receive federal funding. More specifically, we already know that the majority of refugee services are financed by the government despite the agency or its location. Yet, the volunteer agencies profiles, in the last chapter conveyed the need for each organization to fundraise separately in order to cover all its expenses. This is by far the biggest challenge faced by NGOs; their lack of funding affects many of the organizations operations and consequently affects refugees and other clients who benefit from additional services that the agency may provide (HPG Briefing, 2003). Many project managers will say that developments will usually end up taking longer and become more expensive than was originally expected; NGOs suffer in the same way. Information provided by individuals working in the

field highlight specific issue within the agencies that are rooted in the lack of capital, and directly relate to the effectiveness of the services provided.

As an organization plan's the budget for the fiscal year, its limited funding leaves very little room for error or unforeseen expenses. Limited funding is reflected in the lack of technology available to workers, salaries, case loads and overall efficiency of the agency. With such a strict budget, the organization is forced to operate in a manner that result in the least amount of spending, which hinders the quality of services and its atmosphere.

A case worker, Pedro Corujo who worked for Interfaith Ministries; an affiliate partner of Church World Service, stated during his interview, "When I picked up refugee families at the airport, I was overwhelmed with documents. I was given a file for each family member that had close to 30 papers each. Then I had to fill out more paperwork for each individual before I went back to the office and filed it myself". With the creation of new technologies such as the iPad or other tablets all the paper work could be consolidated; and a case worker's job would require less time and become more efficient, which reduces the margin for error. Realistically speaking, these technologies are not cost effective for such agencies; spending high amount on such equipment may compromise the overall purpose of the organization.

Furthermore, refugees are entitled to medical care and the condition they will be once they arrive is always unknown. Mr. Corujo shared a story involving a young woman who experienced menstrual bleeding throughout the trip and she was in bad shape upon arrival. It was clear she needed basic medical attention. He could have performed the basics but the agency had none of necessary medical equipment Mr. Corujo would have needed. He was appalled the lack of medical assistance and really encouraged the agency to Consider having an onsite nurse. This

anecdote comes to show that limited funding forces the agency to spend its capital very strategically by investing it in areas of the agency that will have the greatest impact on the provision of refugee services.

2.) Human Resources

The next major problem found in NGOs involves the agencies' personnel. During his interview, Mr. Corujo mentioned that there were times he was responsible for up to 25 cases all at once and was to treat each of them separately. This was very overwhelming and made him feel very unpleasant about his job. It is obvious that such organizations are in need of more staff such as case workers, secretaries, and data entry personnel. Having to cope with multiple tasks all at once, leads to a decrease in the quality of the services provided; this is expressed in the way the caseworker mentioned sometimes he just wanted to get the work done.

The monetary information provided in chapter 2, shows that less than 5% of the overall budget is spend on administrative cost; salaries, wages and other forms of compensation, are not prioritized by the agency. Employees must engage in various activities all at once, leading them to perform multiple roles and taking-on more than their job description; this creates unsatisfied employees who feel they are under-paid (Robbins and Judge, 203). Insufficient funding eliminates the firm's ability to hire highly specialized individuals because their experience must be compensated appropriately. When basic forms of job satisfaction are missing the agency is vulnerable and susceptible to higher absences and greater turn over which results in instability and inefficient services. Each organization has a volunteer department that works really hard to encourage the community, as well as resettled refugees to participate in current programs and projects geared towards incoming refugees. This reflects the lack of internal human resources

available to the organization; people are encouraged to take part not by their level of expertise but rather just by the time they are able to spare. While this does improve and strengthen communities, it also deprives refugees from interacting with talented professionals that can improve the operations of the agency.

Human resources are the driving force behind any agencies success. Non-profit organizations are disenfranchised by their inability to provide adequate financial compensation, however, substantial research comparing non-profit and for-profit organizations has revealed that those employees working in the private sector are actually more inclined to be motivated by economic rewards (Buelens, 65). This can be used as evidence to support a claim that people seeking jobs at NGOs are motivated to do so because they want to fulfill an intrinsic need within themselves. Therefore, organizations working with refugees must aim to hire individuals that are genuinely captivated by the cause, while at the same time ensuring they have the relevant skill set to perform adequately, as salaries will not be a source of appeal for employees.

3.) Even Distribution of Resources

The lack of funding along with insufficient personnel, will affect the organization's ability to provide even services to all refugees across the board. Theoretically each refugee is budgeted for before they are assigned to each volunteer agency; basic accounting, however, shows that towards the end of the fiscal year, organizations tend to run low on capital. Regardless of when refugees arrive, they will still receive all that they are entitled too. For those entering later on in the year, however, the process might take longer and some services may not be ready for them immediately, as they have a number of people ahead of them attempting to the same things (Iraqi Refugees in the United States, 2009).

Not only do multiple refugees share one caseworker, but s/he will also be experience a delay in the reception of other service. For instance, those who need to learn the English language, though they are guaranteed the service they are not guaranteed immediate attention. Depending on the number of refugees registered to take classes, newcomers may need to reschedule; the longer it takes to acquire the necessary skills for adaptation, the longer it will take for them to become self-sufficient. In this way the agency's inability to accommodate its all refugees, possess a disadvantage to the group of people they should be helping. By making some refugees wait for services they are entitles too, the organization is creating a discrepancy between its clients. Refugees may lack the confidence or knowledge to perceive this as unequal treatment, therefore, affiliate agencies must recognize this as an issue and work towards eradicating it.

More concerning is a complaint that was filled by Iraqi refugees to the International Rescue Committee which stated, " Refugees should receive a union and realistic package of services no matter where they are resettled in the United States. Currently, refugees resettled by the IRC's offices in California and Florida are in a better situation than those resettled by the IRC's other offices" (Iraqi Refugees in the United States, 2009). This reflects inconsistency in the provision of services, while at the same time revealing the deteriorating quality of the services in other places. The agency should not have to rely on complaints in order to something about it as the Reception & Placement Program is meant to be implemented identically by all volunteer agencies throughout all 50 states.

The lack of funding is a stress factors for non-profit organizations. Their nature predisposes them to a lack of resources, and while the federal government covers all the costs that are encompassed within the resettlement program, all other costs are to be covered by the agencies independently. Board members and other administrative heads are constantly looking for

fundraising opportunities and to create loyal donors (HIAS). This is evident in the number of cases assigned to each agency and the number of affiliate partners they have across the country. Nevertheless, such binding budgets reduce the overall effectiveness of the organization and this essentially creates a wedge between the employers, employees and their refugee clients.

4.) Organizations Structure

NGOs can range in size, for example LIRS has 40 affiliate partners that strive to achieve the same mission, value and represent the organizations for what it is. Research has indicated that organizational size has an impact on employee morale; the smaller the entity the higher the moral, and the larger the entity the lower the moral (Worthy, 173). Thus, the distribution of LIRS across the country is strategic for its outreach as well as the comfort of employees. The non-profit organizations working with refugees vary in size; however, they tend to have fewer levels of hierarchy with a wider span of control. When taking into account that each case worker must report to a supervisor periodically, we begin to see a problem. Supervisors must double-check all refugee cases for each caseworker. A wide span of control mean one supervisor is in charge of multiple caseworkers at once. This organizational structure can be inefficient.

While studies show that larger organizations tend to lack a level of intimacy and social interaction that employees at NGOs seek, it does not mean all organizational structures in humanitarian-based organizations will work this way. Employees working in the non-profit sector need to be heard and understood (Kluvers, 56). This level of communication is impossible to accomplish with an organizational structure that overloads employees with work, leaving no room for the development of friendly relationships. NGOs must look for an appropriate

breakdown of personnel, especially within its refugee department as these workers' frustrations can be projected onto vulnerable clients.

External Constraints

Outside factors have a substantial impact on non-profit organizations. This is because negative propaganda can hinder the reputation of the organization, making it hard to gain credibility among other agencies within the same sector. Moreover, a tainted image can discourage donors from investing into a particular organization, which would result in insufficient funds to carry out the services provided by the agency. These consequences must be avoided by the nine volunteer agencies and their affiliate partners, in order to work alongside the communities they resettle refugees into as they can help facilitate the integration process. Resettlement agencies must identify and confront external critics in order to ensure refugees do not become a source of additional backlash.

1.) The Relationship with the State

Based on the definition of a non-profit organization, this type of agency does not have any political or legal ties to a government. As a result, an NGO should not be swayed by political interests that are not in line with its mission statement or its humanitarian nature. This separation has, however, been a source of conflict for such agencies. Many do not believe in such a distinction, especially when the government funds the operations of such agencies (regardless of the programs that federal funding actually goes to). Furthermore, NGOs have been viewed as facilitators that support American foreign interests; by accepting foreign refugees, many believe it is a way of promoting American hegemony, especially in regards to Middle Eastern refugees

(Ferris, 323). While history has proven the latter to be true, it is not enough to validate it today. More importantly, it must be realized that these services are provided on the basis of humanitarian assistance by these NGOs whose focus is the progress of incoming refugees as opposed to elevating government interests.

The perceived close relationship between NGOs and the state has highlighted a problem of accountability. When and if NGOs fail to provide what is required of them, who is to blame? Is it the government's fault for failing to provide the necessary tools? Or, is it the organization itself for losing track of its internal operations? (Lee, 6). Realistically speaking, the provision of refugee services in particular, demands various transactions between state and agency. In this way, the two are always connected and viewing them as individual entities becomes harder for outsiders.

An interview with Ali Al Sudani, the director of refugee services, at Interfaith Ministries in Houston Texas, was vocal about this issue. He seemed pleased with the relationship between the agency and the state, which he expressed by saying, "This good relationship must not be mistaken for a political association. I believe it is simply a collaboration to improve assistance in the United States and do something for the greater good of others". The information provided by Mr. Sudani shows that such organizations do recognize a wedge between themselves and the government. Moreso, it shows that employees create a corporate culture where the agency is viewed as independent and goal oriented. The historical background of these organizations also shows their focus is the provision of services as opposed to supporting government

While both parties hold a level of responsibility to incoming refugees, accountability is to be held by the NGO, as it is directly in charge of seeing the resettlement process through. As long as

the actions, results and intentions of the state and NGOs are not identical to one another, it is safe to say they are independent entities who simply work within the same realm of society. Just like all other corporate firms, NGOs they must abide by regulation and the laws in place, in order to perform their best.

Non-profit organizations are recognized as non-state actors who have become prominent counter-parts in the political sphere, as they have the capability of challenging the state's power, especially in regards to humanitarian issues (Sending, 654). This is a result of NGOs carrying out federal programs, and elevating their reputation in communities that have grown to trust them and now advocate for the agencies cause. As NGOs reveal their values and publicly fundraise, they gain popularity and local support. When such agencies have the capability to create widespread and a loyal fan base the state can indeed feel threatened (Sending, 668). This is not to say that NGOs are political actors; instead it proves that their relationship with the government is not based on identical interests, and must therefore not be associated with such activism. These organizations focus their advocacy work on increasing awareness regarding certain issue and moreso to fundraise, which separates them from activities in the interest of the state.

It is important to emphasize the separation between NGOs and the state in order to increase their credibility, and view them as honest agencies seeking to help the public, as a way of maintaining tax payer loyalty (Embassy of the United States, Cairo). The relationships and attitudes developed within such organizations are based on the values and culture of individual agencies, which is determines by its people and the common cause they strive to achieve. Associating refugee resettlement organizations with the state, discredits their humanitarian nature for those who chose to ignore politics. NGOs need all the help they can get, and thus it is important for them to be perceived as independent in order to maintain a broad spectrum of donors and

supports. Associating themselves with complaints, political parties and controversial policies could be detrimental to their reputation and limit their donor pool as well as the success of the Reception & Placement Program.

2.) Religious or Secular, Does it make a Difference?

The previous chapter gave an overview of each of the nine volunteer agencies that provide refugee services in the United States. Most agencies have a religious background; this has continued to be a guiding force for these agencies and the services they provide. There has been great debate surrounding the religious aspects of these agencies. Many wonder if their Godly affiliation impacts the people they serve and in what ways. There is also talk about their ability to classify for federal support, and compete with for-profit firms for other resources such as, equipment, facilities, and personnel. Prior to examining the argument regarding which type of agency is better (secular or religious), it is important to define both.

A faith-based agency is one that can be categorized by having one or more of the elements on the list below (Ferris, 312).

- Affiliation with a religious body
- A mission statement with explicit reference to religious values
- Financial support from religious sources
- A governance structure where selection of board members or staff is based on religious beliefs and/ or decision making processes are based on religious values.

If the nine volunteer agencies are categorized using the above attributes then a total of 6 agencies can be regarded as faith based, 2 are secular and 1 is ethnic based. Secular organizations are those who disregard any religious connotations, they are comprised independent of any spiritual,

religious or sacred beliefs (Bush, 1948). A better way of explaining the difference between the two is by saying, faith-based entities belong to a higher power (mostly known as God) while those regarded as secular are seen as belonging to the world. They represent non-religious beliefs and are viewed to be open-minded and free-spirited. Finally, an ethnic-based organization is one that was developed to assist a specific group of people resettle into new community. The services provided by such an organizations are tailored to a particular group of people and their needs. In other word the system is created to fit the people versus them trying to adjust to the existing arrangements. Ethnic-based organizations do not have religious or secular roots; they stem from the goal of assisting specific ethnic communities instead (Edwards, 2012).

These definitions can be applied to the nine volunteer agencies. Table 5, provides a list of the agencies and their affiliation.

Table 5

	Name of the Agency	Type of Agency
1.	Church World Service	Religious
2.	Episcopal Migration Ministries	Religious
3.	Hebrew Immigrants Aid Society	Religious
4.	Lutheran Immigration and Aid Services	Religious
5.	U.S Conference of Catholic Bishops	Religious
6.	World Relief	Religious
7.	International Rescue Committee	Secular
8.	U.S Committee for Refugees and Immigrants	Secular
9.	Ethiopian Community Development Council	Ethnic- Based

The name of these agencies is a clear indicator of the type of organization they are. It must, however, be noted that an organization's religious association does not make it exclusive to individuals of that religion, nor does it mean that the ethnic-based agency will only respond to Ethiopian refugees. These agencies are available to everyone who requires their services despite, religion, race, or nationality. The religious and secular identification has more to do with its history than how it chooses to serve the community in the present. It just so happens that religious agencies were the first to respond to the needs of immigrants in the early 20th century, and from then on they have adapted and expanded their services to comply with American policy regarding immigrants and Refugees.

When looking at the type of agency, much of the criticism is targeted towards those who are religiously-affiliated. There is widespread fear that religious agencies are dedicated to providing assistance as a way of recruiting future believers. This is rooted in colonialism, where Christian missionaries made it a point to impose their belief-system on the vulnerable people of the third world (Ferris, 316). Refugees tend to arrive in a state of shock, therefore, if agencies are indeed attempting to recruit, it would not only be unethical, but it would also be a violation of article 18 of the Universal Declaration of Human Rights which states, "Everyone has the right to freedom of thought, conscience and religion; this right includes freedom to change his religion or belief, and freedom, either alone or in community with others and in public or private, to manifest his religion or belief in teaching, practice, worship and observance". There is no evidence that suggests this is the case, and while the U.S. Conference of Catholic Bishops, does encourage refugees to engage in religious classes, it is by no means a requirement, nor does it impede the provision of all refugee services.

An interview with Yelena Biberman-Ocakli, a former refugee, touched on the subject by recounting the story of her bat mitzvah. She had grown up Jew, and at the age of 11 her family was resettled in to the United States by the Hebrew Immigrant Aid Society. She remembers her first time at the synagogue to be terrifying; despite her Jewish background she had never been exposed to such religious practices until she came to the United States. Ms. Biberman-Ocakli made it a point to state that such religious participation was not mandated, nor was it encouraged by the resettlement agency; it was actually the doing of the Jewish community that had also played a role in her family's resettlement process. This comes to show that these agencies are not seeking to further religious interests but are motivated by their ability to help people in need.

In the early 20th century the churches credibility was unquestionable. Its ability to organize projects and cater to current issues, resulted in its ability to move around and implement schemes with very little rejection (Ferris, 314). Today religious-based agencies have been regarded as "stationary," while secular agencies are viewed as "briefcase" agencies. This means that secular agencies are more likely to respond to international emergencies when they arise, while religious-based NGOs stay behind and deal with the issue locally. This has put in question religious NGOs' ability to compete for additional government grants, as well as private donations. With increasing media coverage of international tragedies, all humanitarian agencies are expected to respond in a timely manner. Religious agencies' inability to do so has resulted in a changing atmosphere, where association with the church is no longer enough to receive additional grants and permission to implement assistance programs (Ferris, 320). This is important because majority of the NGOs dedicated to providing refugee services are faith-based; thus they must continue to participate in contemporary events and work to be recognized as dependable and proactive, in order to maintain a valuable reputation. Mr. Al Sudani emphasized

this, by recognizing the importance of spreading the firm's popularity. He explained that the organization's services were advertised even during events that had very little to do with refugee services.

Organizations such as HIAS and the USCCB are regarded as exclusive in their governance. This is due to the fact that they select board members, and administrators, from a pool of candidates that have religious connections to the agency's faith. Yet, time has proved that that these organizations are effective and available to all people. When it comes to the provision of refugee services, and other humanitarian assistance, secular and religious agencies have demonstrated the same level of commitment; therefore, one cannot be said to be better than the other. Ultimately all agencies identify as non-profits whose primary role is to help incoming refugees. Evidence has shown that there is collaboration between these agencies, in order to access sufficient information and have a way of monitoring their services by comparing them to one another. In 2009, the Obama administration established the White House Advisory Council on Faith-Based and Neighborhood Partnerships (Winston, 2010), as a way of enhancing the existence of religious organizations across the country, and reassuring their prominent role in refugee and other services. Weather the organization is religious, ethnic or secular, it does not matter. These organizations have proved to be equally invested in the provision of refugee services.

Outside criticisms can be harder for NGOs to challenge, as most of the negative propaganda is opinion-based. Seeing as the source of these problems cannot be identified, organizations must make an effort to create awareness about their work.

Conclusion

The last three chapters have examined the history and factors leading to the implementation of the Refugee Act of 1980. Prior to this date, regulation and policy regarding refugees was unclear and many of their needs went unnoticed. The United States continues to receive millions of applications from people around the world seeking asylum, the program does not accept all applicants but those that are admitted under refugee status are granted access to countless benefits and opportunities available that they would not have had, had they stayed in their country of origin. These generous services are provided by volunteer agencies who have affiliate partners across the nation and are responsible for the execution of the reception and placement of refugees. Like all other programs and humanitarian work, these NGOs are predisposed to certain disadvantages that stem from their non-profit nature, additional problems have been identified in terms of their governance and structural composition. These factors combined, however, have not provided concrete evidence to suggest that these NGOs are failing at the provision of refugee services, or any other humanitarian efforts for that matter.

The faults identified can be eradicated with detail-oriented planning and the continuous will to serve the community. The following chapter will take into account the issues identified in this chapter and provide solutions for them. The recommendations will focus on the internal and external issues, as a way of enhancing the provision of refugee services by these organizations. It is important to continue the momentum of change and help that is expressed by these existing agencies. Refugees will not stop coming into the United States and therefore, accommodations must be made to incorporate them quicker and more successfully than before. When arriving in the United States, refugees must be able to detach from the victimization they experienced and must be able to emerge themselves as new people into a new society that will provide a better

life. NGOs are the source of these new lives and therefore, they must be arranged in the most effective way possible to inspire and facilitate success.

Chapter Five

The Revitalization of Refugee Services

Introduction

The structural composition and historical background has pre-disposed non-profit organizations to various criticisms and while some can be taken at face value, none is strong enough to devalue the effort and effectiveness of these agencies. The overall being of the entity is dedicated to improving the life of refugees and others in need. It must be recognized, however, that the better the agencies are organized the better their services and functions will be carried out. This is why the identified faults must be acknowledged and done away with in the best way possible.

As mentioned earlier, the improvement of services, and the refugee experience in America will depend on the very non-profits that have taken it upon themselves to deliver the services. This last chapter will examine the ways in which these organizations might go about resolving the current issue and implement new mechanisms that aim to eliminate the certain struggles faced by refugees and ultimately facilitate the transition into American society. The previous chapter established that this thesis does not aim to change the standing legislation; instead it is looking at the agencies directly and seeking adjustments that can enhance the way legislation is actually executed. Therefore, while federal and local government will not be directly involved in the following recommendations, it is important to note that the existing issue within the Reception & Placement Program must be dealt with from within the agencies as well as collaboration among all the agencies as a whole.

This chapter will provide potential solutions for these agencies internally by looking at the funding, organizational structure, human resources, medical services, education, professional

advancements and equality across the board. When looking at the agencies externally, the solutions will integrate community awareness, networking with other NGOs that provide refugee services, and cooperation between the agencies. These elements combined have the capability of developing refugees as individuals and providing a greater chance for economic and social success in the United States. It must be remembered that refugees enter with nothing and, therefore, they require a variety of tools to help their progress as each story will be different and a “one model fits all” approach is not the most encouraging or effective way to ease the transition.

Recommendation

Solutions for Internal Disruptions

1.) Funding

In terms of funding NGOs must budget and allow the firm a margin of error. Mr. Al Sudani, while not an accountant or in charge of the organization’s finances, did confirm that each agency draws up its own budget. The list of foreseen expenses is then handed over to the state at which point it is examined and approved. When determining a budget the firm must incorporate every detail that is outlined in the resettlement program, in order to avoid discrepancies between individuals and services. A study conducted by the Lutheran Immigration and Refugee services Agency set out to determine the real cost of resettling a refugee in the United States. The research highlighted a huge discrepancy between the dollar amount allocated by the government for each case and the real cost of providing all the services outlined by the program, both pre-arrival and post-arrival. Furthermore, the study discovered that federal funds only cover 39% of the total costs and therefore it is up to these individual agencies to fundraise and cover the rest

(The Real Cost of Welcome, 9). The Reception & Placement Program is responsible for \$850 per refugee; this dollar amount is consumed before refugees even enter the United States and the total case cost of \$5,291 falls on the NGO (The Real Cost of Welcome, 10).

Consequently, these agencies rely heavily on government funding, and while federal collaboration provides the basis to cover the starting expenses, it is simply not enough to cover all of it. Therefore, it is crucial these service agencies include realistic figures in their annual report and use it as evidence when drawing up budgets for coming years. Additionally, such information can also be used to predict how much the agency must raise on its own and center all its fundraisers to target said amount. Prior to accepting new cases, the NGO must be certain it has the necessary financial means to support the incoming refugees. When budgeting for each case, the agency must also look closely and determine whether the case involves a single person or a family as such details will alter the overall cost of assistance and the appropriate planning must be carried out prior to the refugee's arrival. Requesting and raising sufficient funding should be the primary goal of each agency as it provides the starting point for the provision of all services and can even dictate the time span and level of success refugees will have once they are on their own. Lastly, funding is also crucial for the very running of the agencies and all the operations that happen within them; therefore, all the following recommendations require a sufficient and a steady source of funding (Nezer, 7). Each agency must adapt to the needs of refugees independently. Specialized services to meet the needs of the elderly, the mentally ill, children, trauma survivors, those with low literacy rates and highly skilled refugees is indeed costly, and thus provides more of an incentive to attain the necessary funding from the private and public sector.

2.) Organizational Structure

The provision of effective refugee services is reliant on the efficient functioning of the organization within itself before it branches out to help incoming refugees. In this respect, it is important that the agency be organized and goal oriented. For this to happen the administration must adapt a management style that works for its employees; this will be determined by the corporate culture, values, and missions of the agency. Seeing as these agencies all have a humanitarian component to them, their culture may be similar in that it focuses on the greater good for all people. Such an organization must ensure that all its employees think likewise and believe in the cause the organization stands for. This will allow for better coordination between the departments and personnel, as each member will be committed to providing the best services to refugees (Robbins and Judge, 355). Acknowledging the agency's mission will allow for better communication throughout the organization; be it from management to lower levels or vice versa. With better communication all levels will have the appropriate information necessary to carry out the necessary operations. Most importantly, the constant flow of information also allows for the organization to keep up with changing trends, point out areas that require immediate attention, and finally, helps it stay on track for the accomplishments of its short and long term goals.

More precisely, an adequate organizational structure will facilitate the coordination between departments to carry out the services necessary for incoming refugees. As there are many details to take care of, delegation and accurate job description are crucial to ensure each employee is well-aware of their role in the resettlement process and they can carry out the duties as required (Robbins and Judge, 277). This point leads into another crucial component of the provision of refugee services and that is the availability of human resources.

3.) Human Resources

The previous chapter identified issues with the personnel of such agencies that were mostly centered on the organization's inability to provide appropriate compensation. Mr. Corujo, a case worker at Interfaith Ministries, was comfortable enough to admit his salary is \$2500 a month. Research shows that the average American requires at least \$44,321 a year to live comfortably (National Average Income). Mr. Corujo makes less than that and must support a family of 5; needless to say that his salary is insufficient to support his family. More shocking is that case workers are to use their own vehicles to transport refugees, and the organization does not provide full refunds on the fuel consumed. Frequently, case workers work over 8 hours a day, including night when having to pick up refugees at the airport and take them home. These factors combined deserve financial compensation and other forms of job enrichment and satisfaction (Millete, 2008). Within company assets the NGO can budget for cars to provide the necessary transport and additional case workers to alleviate the work load and increase quality of services as well as work gratification. It is hard for someone to help to someone else in the best way possible if they feel they are being disenfranchised in some type of way. The level of dedication and consistency of employees is dependent on how valuable they perceive themselves to be to the organization; therefore, NGOs must incorporate methods where employees feel appreciated. Compensation can come in financial rewards as well as non-financial rewards like additional vacation time, a non-discriminatory workplace, and insurance.

The agency's non-profit nature must not deter qualified candidates from pursuing jobs in this sector. However, it must be understood that employees deserve their training, experience, and additional skills be recognized and put to use in some way. Many find working in the service realm compensating enough (Weisbrod, 1977), yet it does not mean that they must not be

rewarded with additional elements (Goldsmith). The point of this is for NGOs to have a chance at competing with other companies for qualified personnel. The provision of refugee services is a demanding task that requires detail-oriented, compassionate, hardworking individuals—such candidates must perceive non-profits as potential employers as they would any other for-profit firm.

4.) Medical Services

There is no doubt that refugees require medical attention upon their arrival. Depending on the situation they left behind, it is no surprise they may have physical wounds to show for their suffering. The medical services provided under the refugee resettlement program ensure refugees receive the required medical attention as well as the follow-ups and medications necessary to make a complete recovery. The medical component, however, fails to recognize the need of counseling services as well; while some organizations do offer this service to refugees, counseling should be implemented across the board and provided to all refugees despite age or gender.

By now it is clear refugees come from torn up environments and have most likely been subjected to varying levels of discrimination, segregation, and even war. These elements have altered these people's mental state in some way and will continue to do so if no help is received. In her testimony, Ms. Biberman-Ocakli shared that her father and mother never got over the discrimination they suffered in their country, and such anger and resentment eventually affected their marriage to the point where they separated. While this is one person's story, it is not hard to believe that other refugees arrive with pending frustration that overtime impedes their progress. The implementation of counseling services within each organization that provides refugee

services is crucial for personal health and will ease the cultural, economic, and social adjustment into the United States. A survey conducted by the United Nation in 2008 estimated that of 754 refugees from Iraq, 89% suffered from depression and 72% had witnessed shootings and bombings (Dawood, 4).

Furthermore, refugees will be integrated into existing communities and enroll in the workforce - lack of mental stability could hinder work performance as well as relationships with co-workers and community members. Anything from trust issues to anger management are elements of refugees that must be handled and worked on prior to joining the workforce and community. By the time a refugee is ready to become self-sufficient, they must be physically as well as psychologically stable to engage in healthy relationships and become respectable members of society.

This thesis has time and time again pointed out that women and children are the most vulnerable of refugees and, therefore, tend to suffer the most. These two groups of refugees more than any other should require immediate counseling upon their arrival as they might have experienced additional traumas that need to be addressed. Harassment, rape, and death are some of the few challenges this group faces; people stemming from what is considered a normal way of life (in the west), have been educated to believe that such things are not meant to be common events and that they are essentially wrong (Medication and Counseling). By counseling women and children separately, these organizations can help them break free from painful memories and start fresh by knowing right from wrong.

A physician in Michigan, working with Iraqi refugees, stated that in his experience, those refugees who do not receive mental health are more prone to being unemployed (Dawood, 5).

Lack of income may result in refugee engaging in illegal activities as a way of supporting their families. Furthermore, it has been noted that insufficient mental health can result in post-traumatic stress disorder and depression. These are considered mental illness that can have fatal consequences both on refugees, and those around them (Robjant, 308). Just as all other forms of medical attention are part of the package until no longer required, refugees should be granted counseling services as well for as long as need be. American society places great emphasis on mental health, and similar experiences among our own have resulted in mental disorders. The point is to heal refugees inside and out in order to fully transition into their new lives in the United States.

5.) Education

The last point transitions into one of the most important services that should be provided by agencies offering refugee services, and that is education. The Reception & Placement program already grants refugee children education in the public system, and thus this section refers to another form of education, the type that will teach refugees things they will not learn in a classroom. Benjamin Franklin once said, “An investment in knowledge plays the best interest.” Refugees must build their knowledge regarding the functioning of United States and the world. Men and women must be introduced to American gender roles, while at the same time learning the importance of gender equality. The aim is not to change the traditions and culture of refugees but to provide the necessary guidelines that will dictate behavior that will be in-line with societal norms. More precisely, families coming from countries and backgrounds where women are oppressed in some way must understand those customs may need to be altered here. Communicating such knowledge is important as it will dictate appropriate behavior in the public sphere, while at the same time allowing women to break-free from a patriarchal system where

men have always been superior. This is not to say all refugee women are submissive, it is simply a factor that must be addressed in order to ensure no rules are violated and avoid any encounters with the law.

This can all be done with a week's worth of cultural awareness classes as opposed to a 20 minute talk about America by the case workers as soon as they are picked up from the airport (The Real Cost of Welcome, 10). The context of the situation may impede refugee's ability to fully grasp such different concepts and the lack of comfort with the case worker may deter the refugee from asking questions and clarifications. By transitioning such lessons into a classroom setting, refugees are given more time to process the change and make the necessary adjustments on their end.

Just like when discussing medical services, the education component must also allocate additional resources to women and children. Data from fiscal years 2010, 2011, and 2012 demonstrate that the largest concentrations of refugees entering the United States were from Burma, Bhutan and Somalia (U.S. Department of State). Any minor under the age of 18 is considered to be a child as they are not legally able to enter any binding contracts without the presence of consent of a guardian. Due to this, all refugees ages 0 to 17 are considered minors and constitute the highest percentage of all incoming refugees. In 2011 34.1% of all refugees were considered children with the remaining 65.9% being divided between six other age groups (Nezer, 23). These facts show the high influx of children, and their countries of origin are evidence to show for their extended need of education.

Prior to enrolling in the public school system, refugee children should be taught basic things such as American games, dress code, behaviors that are expected between them and other children and

even teachers. Furthermore, parents should be warned beforehand that their children will be exposed to a number of mindsets, opinions, and backgrounds. Children must be prepared to mingle with people different from them and in most cases they must be educated on the difficulties of bullying. Ms. Biberman-Ocakli said she was a target of bullying in her hometown as well as here in the United States. If this is the case, children are escaping one type of persecution and entering another form of discrimination, which defeats one of the purposes of resettlement as a whole.

Depending on the country of origin, many times children have had to work to help support their families and at very low wage. This must also be addressed. Children must be made aware that they have rights, where they are protected by the law and they cannot be exploited in any way because their hard work and skills are worth appropriate compensation. The reason such heavy emphasis is being placed on children is because they are most likely to effectively pass on their knowledge to their parents. Due to age they will adapt quicker and absorb all the information more accurately, which they can then share with other family members. Here in the United States many believe children are the future; and this is the case for refugee families' children are a critical component for others to integrate and progress successfully (Involving Refugee Parents in their Children's Education).

Women are another group who need special lessons. Just like children, they must be aware of their rights and that they are protected by a legal system that does not place preference on any gender, as is the case in some places like Iraq and Somalia (Qasim). In fact, women are one of the most underrepresented groups who are often left out of education for cultural and socioeconomic reasons (Avolio-Toly, 5). Specialized agencies must provide classes solely for women where they feel safe enough to express themselves regardless of cultural or religious

background. More importantly, women should feel empowered to work and contribute to the household earnings. Many refugee women will enter with a third world mentality and thus it is the job of NGOs to educate them on the possibilities they have and the importance of becoming self-sufficient. Mr. Corujo explained that in his experience time and time again, during the delivery of his brief cultural orientation to refugee families, women and children would usually hide behind the man and ask him for clarification as opposed to asking the case worker. While this is the product of a collectivist culture, women must become aware of their strength to empower their families as well. This is dangerous as false information can be passed on; the point of educating groups separately is to target the special needs they each have and create a more knowledgeable atmosphere in the household where each member can contribute to the learning of the other.

6.) Professional Assistance

Evidence has proven that refugee admission into the country stimulates economic development by increasing the tax base, starting new businesses, reviving neighborhoods, increasing the labor force in certain industries, and encouraging the investment of federal funds into public schools and public programs for the local community (Nezer, 10). This information has, however, not been enough to convince all groups that refugees are worth investing in as employees. Even more disturbing is the mutual feeling across professional refugees who feel disenfranchised by the system. The Reception & Placement program requires refugees to accept the very first job offer they receive as a way of stimulating the road to self-sufficiency. This method has been proven ineffective in the long run. Immediate employment compromises a refugee's ability to recover from the entire trauma they experienced as well as limits the time frame they have to

acquire additional skills. Most importantly it puts a time constraint for the refugee to learn the English Language (Dawood, 1).

The resettlement program puts great emphasis on immediate employment. Yet, since the aim is not to change the existing policy but rather to work around it, the following recommendation places the focus on the organizations providing refugee services. Agencies such as the Hebrew Immigrant Aid Society and the Ethiopian Community Development Council focus many of their efforts on building healthy professional relationships with employers for refugees to find jobs quicker. While this is a great and helpful strategy, it does not provide leeway for the acquisition of additional skill to enter the work force somewhere above minimum wage. A big mistake made is that all refugees are presumed to be uneducated and lacking technical knowledge, this is not the case. Many refugees entering the United States are actual professionals in their country of origin and have held high-ranking positions within their fields (Iraqi Refugees in the United States, 2009). For such refugees, integration becomes even harder as their careers are ignored and many will never be able to work in their area of study again.

An interview with Hector Reyes, a refugee from Cuba who came to the United States in the early 1990's; revealed that many Cuban doctors have had to relinquish their diplomas and the prestigious titles they had in Cuba for jobs such as bus drivers, gardeners, and shop keepers. He had been a pediatrician for 15 years in Cuba, but upon his arrival, he began work as a carpenter and is now a truck driver. Hector tried time and time again to get recertified here in the United States but his monthly income was not enough to buy the necessary textbooks, and pay for the examinations. Finally, an American physician told him that even if he managed to get recertified, the odds of him being accepted into a fellowship at a hospital were close to none simply because of his age and nationality. At 47 years old, he realized he did not have the luxury of time and still

had a family to support. This meant his medical career, along with his dreams of making something of himself here in America were shattered.

These are the types of disappointments that resettlement agencies must aim to avoid. This can be done by networking with organizations that are known for providing the necessary training and encouraging higher education for their employees. By doing so, refugees have a fair chance at engaging in demanding work, where their skill set will grow allowing for job diversity and promotions. Furthermore, any of the skills acquired can be used at other jobs where they will have experience on their side. In term of refugees who already enter the United States with high levels of professional experience, NGOs should provide additional funding, scholarships and loans for such refugees to take the necessary exams or courses in order to practice in the United States (Dawood, 6). Once refugees begin a steady job in their filed they can pay the agency back. Careers such as medicine, law and engineering are demanding and require a great deal of time and dedication to one's education, and therefore it is very discouraging when refugees can no longer rely on such career paths and must instead opt out to new jobs that they find are not worthy of them.

Regardless of the level of experience of training refugees have when they arrive, refugee agencies should impose a strict time period in which refugees are obliged to take mandatory English classes in order to achieve a higher understanding of the language which can facilitate communications and negotiations with employees, fellow co-workers and others. Eliminating the language barrier is the most import step to ensuring economic-progress a across refugee communities (The Refugee Act of 1980). If NGOs do not take it upon themselves to solve this exiting problem, refugees will continue to fall into the systematic channels that preserve poverty

in American communities; low education level and unstable and low paying employment are the conditions that result in the failure of refugees to become self-sufficient.

7.) Even Distribution of Services

Seeing as refugees will be relocated by any one of the 309 affiliate agencies, it is important to realize that each city is different and will therefore provide refugees with a different set of challenges wherever they go. Taxes, inflation, population size, and unemployment rates are external factors that cannot be controlled or altered by agencies that provide refugee services. Nevertheless, these agencies should focus on providing uniform and consistent services to each case that they come across. Ms. Biberman-Ocakli's testimony provided evidence that suggested refugees get the bare minimum and much of the basics are actually gathered through donations. While donations may be a sustainable way of gathering goods that refugees need upon their arrival, they may not be the most effective way to ensure the same level of quality and quantity is distributed across the board. This is because food and toiletries donated are of different brands, package sizes, and tastes. It is unfair for some refugees to receive larger quantities and of better quality than others.

The agencies in charge should be encouraged to be more particular about the products they give to refugees and use the remaining ones for other projects in their communities. Seeing as these donations will be the basics of the refugee's first days in their new home, the food and products given must be sufficient for all members. For example, agencies in cold cities must ensure the refugee apartments are equipped with the appropriate clothing and blankets to face the weather. Organizations must pay attention to detail when delivering refugee services in order to ensure the same degree of care is given to all refugees.

More importantly, agencies must work even harder to avoid “resettlement lottery,” a term that refers to areas where the resettlement process is deemed better organized and implemented, which then results in some refugees receiving better treatment and provided with improved tools for success (Iraqi Refugees in the United States, 2009). Non-profits must demonstrate their ability to work independently despite their dependence on federal funding. This can be done by self-monitoring their own services and evaluating company values frequently. Increasing supervisors within the agency who periodically examine the progress of resettled refugees; or even inviting supervisors from other agencies within the same realm to inspect their premises and provide constructive criticism about what could be improved and what is being done right. The resettlement program has not been thoroughly examined since its implementation in 1980 (U.S. State Department), and therefore agencies must take it upon themselves to ensure they are complying with The Refugee Act of 1980 and carrying out a system that does not marginalize any refugee regardless of where they are resettled. These organizations have been working with refugees in allocated communities for years and are, therefore, aware of all the advantages and disadvantages that the surroundings possess; this knowledge must be used to enhance the quality of services in refugee communities through adequate planning, implementing, and reinforcing of the services outlined in the Reception & Placement program.

External Factors Necessary for Outreach and Service Enhancement

1.) Community Awareness

When looking at the debate of whether or not the NGO’s only purpose is to further state interests, agencies must be increasingly vocal about their mission statement and value. It is the

lack of knowledge about the work they do that stimulates false conceptions in the public's mind. Despite their religious affiliation, NGOs providing refugee services should educate their surrounding communities and those they resettle refugees in, in the work they do, why they do it, who it helps, and how it helps. By making such information public, communities are more likely to co-operate and refute the inaccurate beliefs that refugees are a financial burden to society. These agencies must make it a point to increase knowledge about refugee policy in the United States and the benefits they bring to society.

Such consciousness across communities can be created through a model proposed by Avolio-Toly known as Community Focus and Ownership. The model emphasizes the importance of accessing a community prior to developing or implementing any programs within it. Once an NGO is aware of the obstacles in that environment, it can then develop a focused plan of action that is tailored to that community in particular (Avolio-Toly, 2). By conducting prior research, awareness is built across the area and will result in greater community involvement that can be in the form of volunteers. Volunteers are an essential component to all NGOs as they provide additional labor that can help other employees with the coordination and delivery of services. The collaboration between NGOs and the community is the basis for a relationship between the two entities that improves the understanding and acceptance of refugees in the area.

Another model that can be used to increase community awareness about refugee resettlement is Capacity Building (Avolio-Toly, 3). This model aims to make room for new projects among all stakeholders; governments, communities, NGOs and other institutions all need to make sure they have the facilities to welcome the implementation of new developments. This can be done in different forms and will be determined by the needs of the community. Whether it is done through the construction of physical infrastructure such as new apartments and open spaces, or

increasing the intellectual capacity by spreading knowledge and technological skills, the outcome is the same - capacity building. This method allows the community members to engage in the provision of refugee services alongside NGOs. Furthermore, different forms of capacity building will also benefit the community in various ways and, therefore, make them more susceptible to accepting the work of such agencies and embracing refugees more warmly.

Organizations providing refugee services must focus many efforts to spreading the word about the work they do to ensure communities make judgments based on facts and not on assumption. This is essential in facilitating refugee integration into their new homes, as well as ensuring that these agencies have a constant flow of volunteers to fill their staffing needs throughout the organization.

2.) Networking

In today's world networking is a term that is heavily used and has been known to be key in the development, the start-up, and the implementation of projects. By building strong professional connections between NGOs providing refugee services, these agencies can strengthen their mission and create wide-spread acknowledgement of the refugee problem across various segments of society. Networks can be created formally as well as informally depending on the reasons motivating its formation. More importantly, networks are important because they increase the flow of information and access to information. The effect of their work will reach a larger crowd, it will provide additional support for these organizations, and the agencies will have increased visibility regarding the good and the bad of their work (Liebler, 28).

These networks can be created through a typology known as communities in practice; it depicts organized networks which are derived from common interests. A more appropriate typology,

however, would be a compartmentalized network that is precisely focused on specific issues - in this case the issue is the provision of refugee services by NGOs across the country (Mudehwe, 2). By establishing a network that is based on the organization's cause, the functions and collaborations between the agencies involved are seen as professionally inclined to attain both short term and long term goals. The creation of networks adds a level of diversity and creativity to the organizations. The constant sharing of information and ideas leads all members to incorporate new concepts that can result in more creative and effective ways to implement new techniques for the improvement of refugee services (Mudehwe, 3).

Networking with multiple organizations working with refugees can help improve each organization's level of accountability as well as teamwork and most importantly, the quality of its services. By becoming part of a greater web, refugee agencies are adding a layer of accountability and evaluation to the industry. When working with others, one feels the need to execute all tasks flawlessly and improve the overall operations of the agency. Finally, networking enhances the agencies' images and attracts donors by a portraying sense of trustworthiness (Rosendal, 3).

The benefits of networking are essential to an NGO working to improve the delivery of refugee services. Previous chapters have identified the lack of collaboration between such agencies which hinders their ability to perform at a greater scale. By connecting with other organizations, the cause will be regarded as increasingly legitimate and enhance all parties involved.

3.) Faith-Based Concerns

Finally, the agency's religious affiliation should not be regarded as a point of concern. The United States has had a strong tradition of separating the church from the state, and yet the Bush

administration advocated for and supported faith-based organizations who tackled humanitarian issues (Ferris, 324). The Obama administration's continued support of such agencies proving that religion is not the only reason NGOs engage in the provision of refugee services. A worker from the State Department's USAID said, "Faith-based organizations are usually on the front lines of need and human assistance. They go there motivated purely out of love for their human brothers and sisters" (Farris, 327). In this way the focus should be shifted to human responsibility for one another, and the need for community building. Religion, just so happens to provides a platform for the formations of such bonds but it does not limit it to anyone nor does it impose unethical beliefs into the system.

The director of refugee services at Interfaith Ministries, Mr. Al Sudani, is originally from the Middle East and has never experienced any type of discrimination despite being a Muslim man working in a predominantly Christian organization. He too came to the United States as a refugee and was resettled by the agency he currently works for; this comes to show that religious or secular, the agencies target the same goal and their affiliations do not impact nor do they deter them from providing humanitarian assistance across the board.

The religious affiliations of these agencies must be regarded as part of their history and not a source of hostility by the public. These agencies resettle thousands of refugees from all over the world every year and do not discriminate based on religion. Their job is not to educate incoming people about their religious and personal views but instead expand their knowledge on the way of life. More importantly, the NGOs main focus is to integrate refugees into communities as opposed to recruit more members for their faiths. The wide criticisms of faith-based organizations are based on assumptions that need to be refuted through community awareness, capacity building, and networking.

Conclusion

The 20th century was a crucial time period for the development and implementation of refugee policy in the United States. Historical wars and events across the world resulted in the increased popularity of America as a safe haven for people escaping their birth place. Ideological differences with the East and the fight for power helped the formation of the current Refugee Act of 1980 that entails an all-encompassing resettlement plan for all refugees entering the country.

The nine NGOs and their affiliate agencies have spread out across the United States to help refugees integrate into society by providing pre and post-arrival services that aim to meet all their needs.

The humanitarian nature of these agencies has, however, not excluded them from undergoing public criticisms and suffering organizational difficulties that combined hinder the overall provision of refugee services. Seeing as the Act of 1980 has been around for thirty four years and requires the attention of all levels of government, the aim was to focus on the issues faced by these NGOs and look for solutions to address the issue. It is concluded that for efficient running of such organizations, the agency must be evaluated internally and externally, and only then can it move forward and fulfill its mission statement. This is not to say that all the recommendations are easy. In fact, collaboration between large groups of people is much harder in practice; however, NGOs must keep in mind that the industry they work in does not have that many participants and, therefore, community building is crucial.

It is the agencies who deliver the services to refugees, and it is they who essentially dictate the level of commitment and the quality that will be exercised. These NGOs must make it a point to

implement uniformity across individuals as well as across the agencies for all refugees to receive the same degree of attention.

The corporate culture of such refugee agencies tends to be humble and passionate about helping others. These are qualities all employees should embrace in order to understand and execute their role effectively. Whether refugees succeed or fail is ultimately based on the degree of dedication of these NGOs; therefore, these services must be executed perfectly to ensure a bright future for such well-deserving individuals.

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