



# ADMINISTRATION FOR **CHILDREN & FAMILIES**

Office of Refugee Resettlement | 330 C Street, S.W., Washington, DC 20201  
[www.acf.hhs.gov/programs/orr](http://www.acf.hhs.gov/programs/orr)

## **FY 2023 Refugee Support Services Formula Allocations**

Dear Colleague Letter 23-21

April 26, 2023

Dear Colleague:

The Office of Refugee Resettlement (ORR) has determined the Refugee Support Services (RSS) funding for each state<sup>1</sup> for fiscal year (FY) 2023. The FY 2023 RSS allocations are based on a two-year lookback period of those who arrived in the U.S. and were served between October 1, 2020 and September 30, 2022. Because Congress provided additional funding to serve all populations, including Ukrainians, in the Consolidated Appropriations Act of 2023<sup>2</sup>, ORR allocated a portion of the funds based on state reported data on Ukrainian Humanitarian Parolees Served between October 1, 2021 and September 30, 2022, and data on Ukrainian arrivals in the United States from the U.S. Department of Homeland Security. As outlined in DCL 23-14, ORR has used the state-submitted data to determine the RSS base funding allocations prior to completing the traditional match process. Later this FY, upon completion of the matching process with federal sources to reconcile the data submitted by the states, ORR will adjust the current year allocation that results from this reconciliation and will apply this adjustment in the subsequent fiscal year (in this case FY 2024).

### **Funding Formula**

The *FY 2022 and FY 2021 RSS Populations Served and Final FY 2023 RSS Base Allocation* chart below displays the FY 2023 RSS base funding and the “population served” figures used by ORR to determine those allocations. To arrive at the total population served figures, ORR compiled FY 2021 and FY 2022 data from the ORR Refugee Arrivals Data System (RADS) as follows:

- **For initial arrival Refugees, Special Immigrant Visa holders (SIVs), and Victims of Human Trafficking (VOT)**, ORR used arrival data from federal sources.
- **For Cuban/Haitian Entrants and Asylees**, ORR used service data submitted by states, as well as FY 2021 service data previously submitted and matched.
- **For U.S. Citizen Babies**, ORR used data submitted by states for babies born within the lookback period.
- **For Ukrainian Humanitarian Parolees**, ORR used arrival data from the U.S.

<sup>1</sup> The term ‘states’ throughout this Dear Colleague Letter refers to states and replacement designees (RDs) that receive RSS funding from ORR.

<sup>2</sup> Title V of Division M – Additional Ukraine Supplemental Appropriations Act, 2023 in the Consolidated Appropriations Act of 2023  
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Department of Homeland Security, as well as service data submitted by states. The two data sets were weighted equally.

ORR then applied the proportion of the total population served by each state to the total amount of available FY 2023 RSS funds to calculate each state's base funding allocation. A portion of the funds available was allocated based on traditional population served, and a portion was based on the Ukrainian Humanitarian Parolee population arrived and served. The total allocation may be used to serve all eligible individuals; there is no requirement to allocate funds between UHPs and other eligible populations in alignment with the funding chart below<sup>3</sup>.

In FY 2023, no states were affected by the hold harmless provision that was implemented in FY 2022 which ensured that a state's RSS base allocation will not decrease by more than 10% below the prior fiscal year RSS base allocation, subject to available funding.

As required under ORR regulation 45 C.F.R. §400.210, these funds must be obligated by September 30, 2024, and must be liquidated by September 30, 2025.

FY 2022 and FY 2021 RSS Populations Served and Final FY 2023 RSS Base Allocation								
State	Funds Allocated Based on ORR-5 Data			Funds Allocated Based on UHP Data				Total Funding
	FY21-22 Total Arrived/Served <sup>4</sup>	Proportion of Population Arrived/Served	Funding, Subtotal <sup>5</sup>	DHS Beneficiary Arrival Data	FY21-22 State Submitted ORR-5 Data	Proportion of Population Arrived/Served	Funding, Subtotal	
Alabama	81	0.03%	\$ 194,979	332	94	0.39%	\$ 871,722	\$ 1,066,701
Alaska	57	0.02%	\$ 137,207	583	343	1.14%	\$ 2,521,577	\$ 2,658,784
Arizona	3,464	1.37%	\$ 8,337,148	590	162	0.69%	\$ 1,521,034	\$ 9,858,182
Arkansas	129	0.05%	\$ 310,522	74	16	0.08%	\$ 166,726	\$ 477,248
California	9,554	3.79%	\$ 22,997,867	11,161	1,624	9.39%	\$20,751,739	\$ 43,749,606
Colorado	2,595	1.03%	\$ 6,245,339	1,191	516	1.87%	\$ 4,122,747	\$ 10,368,086
Connecticut	374	0.15%	\$ 900,272	1,898	114	1.19%	\$ 2,625,925	\$ 3,526,197
Delaware	26	0.01%	\$ 62,586	142	2	0.07%	\$ 160,104	\$ 222,690
District of Columbia	86	0.03%	\$ 205,811	158	35	0.16%	\$ 360,647	\$ 566,458
Florida	146,941	58.31%	\$ 353,709,156	7,381	1,189	6.50%	\$ 14,364,009	\$ 368,073,165
Georgia	3,233	1.28%	\$ 7,782,301	1,636	13	0.81%	\$ 1,788,658	\$ 9,570,959
Hawaii	7	0.00%	\$ 50,000	106	25	0.11%	\$ 217,262	\$ 267,262
Idaho	622	0.25%	\$ 1,497,244	436	623	1.78%	\$ 3,926,526	\$ 5,423,770
Illinois	1,499	0.59%	\$ 3,608,311	14,904	1,008	9.61%	\$21,248,230	\$ 24,856,541
Indiana	1,153	0.46%	\$ 2,775,439	611	106	0.56%	\$ 1,231,232	\$ 4,006,671

<sup>3</sup> Per [ORR DCL 23-11](#), ORR issued the first allocation of FY 2023 Additional Ukraine Supplemental Appropriations Act, 2022 (AUSAA) RSS base funding in November 2022 to provide services to support Ukrainian populations and other non-Ukrainian individuals as delineated in [ORR Policy Letter 22-13](#). ORR will issue a second allocation of AUSAA RSS base funding in FY 2023.

<sup>4</sup> Includes Refugees, Special Immigrant Visa holders, Victims of Trafficking, Cuban and Haitian Entrants, and Asylees. Does not include Afghan or Ukrainian Humanitarian Parolees.

<sup>5</sup> Four states (HI, OR, VA, WV) received FY 2023 Q1 REA RSS Base allocations that exceeded the full year funding subtotal dictated by formula. In these circumstances, ORR adjusted the portion of funds allocated based on Ukrainian Populations for accounting purposes. Full year aggregate funding remains the same, and the total allocation may be used to serve all eligible individuals; there is no requirement to allocate funds between UHPs and other eligible populations in alignment with the funding chart above.

Iowa	813	0.32%	\$ 1,957,009	370	11	0.20%	\$ 449,406	\$ 2,406,415
Kansas	791	0.31%	\$ 1,902,848	224	47	0.22%	\$ 496,707	\$ 2,399,555
Kentucky	11,277	4.47%	\$ 27,144,978	557	383	1.23%	\$ 2,717,039	\$ 29,862,017
Louisiana	641	0.25%	\$ 1,541,777	135	37	0.16%	\$ 347,656	\$ 1,889,433
Maine	311	0.12%	\$ 747,419	135	38	0.16%	\$ 353,224	\$ 1,100,643
Maryland	1,523	0.60%	\$ 3,664,879	1,182	339	1.42%	\$ 3,127,693	\$ 6,792,572
Massachusetts	1,850	0.73%	\$ 4,453,219	2,053	845	3.10%	\$ 6,859,055	\$ 11,312,274
Michigan	2,075	0.82%	\$ 4,994,827	2,723	443	2.41%	\$ 5,323,417	\$ 10,318,244
Minnesota	1,674	0.66%	\$ 4,029,561	1,352	436	1.74%	\$ 3,846,172	\$ 7,875,733
Mississippi	41	0.02%	\$ 98,693	100	38	0.14%	\$ 316,507	\$ 415,200
Missouri	1,504	0.60%	\$ 3,620,347	902	257	1.08%	\$ 2,377,343	\$ 5,997,690
Montana	106	0.04%	\$ 255,157	94	-	0.04%	\$ 98,612	\$ 353,769
Nebraska	1,963	0.78%	\$ 4,725,226	495	216	0.78%	\$ 1,722,068	\$ 6,447,294
Nevada	3,905	1.55%	\$ 9,398,699	429	112	0.49%	\$ 1,073,713	\$ 10,472,412
New Hampshire	168	0.07%	\$ 404,400	269	124	0.44%	\$ 972,684	\$ 1,377,084
New Jersey	5,095	2.02%	\$ 12,264,406	5,489	421	3.67%	\$ 8,102,622	\$ 20,367,028
New Mexico	177	0.07%	\$ 426,065	101	4	0.06%	\$ 128,229	\$ 554,294
New York	3,403	1.35%	\$ 8,191,516	14,139	3,424	15.34%	\$33,899,030	\$ 42,090,546
North Carolina	1,501	0.60%	\$ 3,612,724	2,227	249	1.68%	\$ 3,722,805	\$ 7,335,529
North Dakota	87	0.03%	\$ 209,422	138	65	0.23%	\$ 506,719	\$ 716,141
Ohio	1,249	0.50%	\$ 3,005,321	3,841	27	1.89%	\$ 4,179,802	\$ 7,185,123
Oklahoma	437	0.17%	\$ 1,051,923	222	42	0.21%	\$ 466,766	\$ 1,518,689
Oregon	351	0.14%	\$ 847,802	2,025	81	1.17%	\$ 2,571,300	\$ 3,419,102
Pennsylvania	1,929	0.77%	\$ 4,643,383	6,186	570	4.37%	\$ 9,663,517	\$ 14,306,900
Rhode Island	141	0.06%	\$ 339,408	117	18	0.10%	\$ 222,972	\$ 562,380
South Carolina	520	0.21%	\$ 1,251,716	1,539	41	0.83%	\$ 1,842,815	\$ 3,094,531
South Dakota	119	0.05%	\$ 286,450	179	121	0.39%	\$ 861,563	\$ 1,148,013
Tennessee	1,960	0.78%	\$ 4,718,005	879	397	1.42%	\$ 3,132,795	\$ 7,850,800
Texas	29,478	11.70%	\$ 70,956,629	2,685	876	3.48%	\$ 7,694,685	\$ 78,651,314
Utah	866	0.34%	\$ 2,084,588	567	229	0.85%	\$ 1,869,991	\$ 3,954,579
Vermont	164	0.07%	\$ 394,772	96	29	0.12%	\$ 262,195	\$ 656,967
Virginia	1,659	0.66%	\$ 5,099,218	1,559	258	1.39%	\$ 1,966,383	\$ 7,065,601
Washington	3,474	1.38%	\$ 8,362,423	10,174	3,652	14.03%	\$ 31,009,096	\$ 39,371,519
West Virginia	18	0.01%	\$ 50,000	85	23	0.10%	\$ 210,573	\$ 260,573
Wisconsin	918	0.36%	\$ 2,209,759	861	121	0.71%	\$ 1,577,025	\$ 3,786,784
<b>Total</b>	<b>252,004</b>	<b>100.00%</b>	<b>\$ 607,758,751</b>	<b>105,332</b>	<b>19,844</b>	<b>100.00%</b>	<b>\$219,850,317</b>	<b>\$827,609,068</b>

## Services

States must provide services in accordance with 45 CFR Part 400 Subpart I -- Refugee Social Services, ORR Policy Letters (PLs) 18-04, 21-06, 22-14, and, if a state requested waivers modifying RSS requirements, ORR PLs 21-08, 22-16, and 23-01. Although the allocation formula is based on the two most recent fiscal year (24 months) refugee population served, states may provide services to refugees who have been in the country up to 60 months (5 years), with the exception of referral and interpreter services and citizenship and naturalization preparation services, for which there is no time limitation (45 CFR §400.152(b)).

The regulations at 45 C.F.R. §400.154 and §400.155 define services allowable under RSS. If a state wishes to provide additional services not delineated in these sections, pursuant to 45 C.F.R. §400.155(h), a state must submit a request to the ORR Director and receive approval, prior to providing the service.

In accordance with 45 CFR §400.147, states must provide social services to refugees<sup>6</sup> in the following order of priority, except in certain individual extreme circumstances: (a) all newly arriving refugees during their first year in the United States who apply for services; (b) refugees who are receiving cash assistance; (c) unemployed refugees who are not receiving cash assistance; and (d) employed refugees in need of services to retain employment or to attain economic independence. States should, to the extent possible, ensure that all newly arriving refugees receive refugee-specific services designed to address the employment barriers that refugees typically face.

In accordance with PL 21-06, a state must ensure that each individual member of a household is assessed for a family self-sufficiency plan (FSSP), is subsequently referred to services, and receives appropriate follow-up assessments minimally at six and twelve months post enrollment.

## Reporting

For RSS, states submit the semi-annual ORR-6 Performance Report (OMB Clearance Number 0970-0036), schedules A, C, D, and the Annual Service Plan. States also submit the annual RSS Sub-grantee report (OMB Clearance Number 0970-0556). These reports may be found at: [www.acf.hhs.gov/programs/orr/resource/report-forms](http://www.acf.hhs.gov/programs/orr/resource/report-forms).

States must also submit the Standard Form (SF) 425 Federal Financial Report through the Payment Management System (PMS) on a quarterly basis. For questions regarding PMS, please contact the PMS Help Desk at 877.614.5533 or [pmssupport@psc.gov](mailto:pmssupport@psc.gov)

States are required to submit data for all RSS enrollments through the ORR-5, Refugee Data Submission System for Formula Funds Allocations.

If you have any questions about the RSS allocations, please contact your ORR Regional Representative/Regional Analyst or ORR's Division of Refugee Assistance, at [DRAPPrograms@acf.hhs.gov](mailto:DRAPPrograms@acf.hhs.gov).

Sincerely,

Kenneth Tota  
Director, Refugee Program

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<sup>6</sup> "Refugees" in this paragraph refers to all ORR-eligible populations. For information on eligible populations and their dates of eligibility for ORR benefits, refer to ORR Policy Letters, PL 16-01, Documentation Requirements for The Refugee Resettlement Program; PL 22-01, Afghan Humanitarian Parolees and Unaccompanied Afghan Minors Eligible for ORR Benefits and Services; and PL 22-13, Ukrainian Humanitarian Parolees Eligible for ORR Benefits and Services.

## Office of Refugee Resettlement