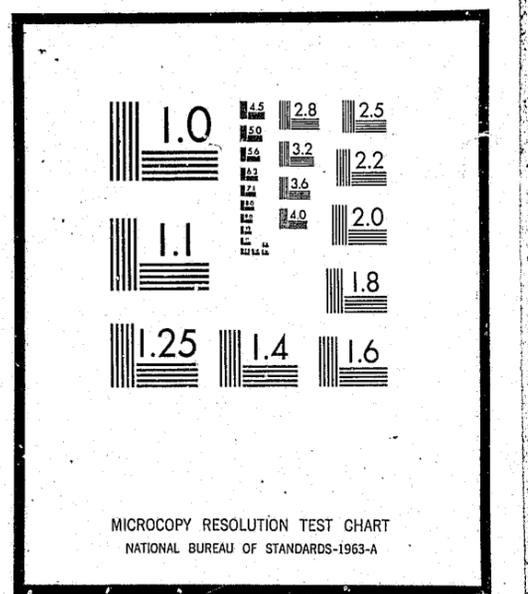


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## ILLEGAL ALIENS

An Annotated Bibliography of  
Recent and Related Literature  
on the Subject of Illegal Aliens,

1968-1975

Linton & Company, Inc.  
(formerly Linton, Miels & Coston, Inc.)  
1015 18th Street, N.W.  
Washington, D.C. 20036

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## Introduction

In addition to reflecting the source materials used by L&C in creating for the Department of Justice a research design to study the magnitude, distribution, flow, characteristics and impact of illegal aliens, the following bibliography attempts to serve policymakers concerned with this issue by gathering together in a single place recent and relevant literature on the subject. Although the attention of the Government and the national media has increasingly focused upon illegal aliens, thereby generating a considerable body of literature, the issue is complex and cuts across a number of frequently otherwise disparate areas of specific expertise and interests--ranging from foreign policy, international trade and balance of payments to the intricacies of immigration law, taxation, law enforcement, population trends and policy, the civil rights and socio-economic status of minority groups, and labor economics. Moreover, it spreads across the United States, from the rural regions and problems of the Southwestern border states to the wildly different urban areas and problems of Chicago and New York City. In addition to a comprehensive listing of recent material on the subject of illegal aliens per se, this bibliography therefore also attempts to assist the policymaker's grasp of the subject by selectively indicating where in the literature illegal aliens enter into those other areas of study, expertise and interests. In this way, it seeks to define, in a readily accessible and concise way, the parameters of the subject.

With the exception of seminal works in the field, this bibliography concentrates almost exclusively upon material published after the termination of the bracero program and the passage of the 1965 Immigration and Nationality Amendments. By 1968, the new law was in effect, and braceros were no longer used in this country. That legislation so radically changed immigration policies and practices that it rendered earlier data and studies of the subject of little use to the policymaker concerned with current issues. Further, the changing character of agriculture, the birth of Chicano advocacy groups and ethnic studies, the rise of unemployment, a new concern with the control of population growth and the allocation of resources, and a general national perception of an economy of increasing scarcity conspire to change not only the facts of illegal immigration, but also our perception of those changing facts. (National media attention to Mexican illegal immigrants, once more in full swing, dovetails with periods of economic troubles, as bibliographies on Mexican-American studies and histories of Mexican immigration readily reveal.)

References that directly concern the current magnitude, distribution, flow, characteristics and impact of illegal aliens are annotated whenever they were available to us (those that were not available are noted as such), with the exception of the multitudinous newspaper and magazine articles, which are for the most part more indicative of national concern with the issue than they are of new information on the subject. Those articles, however, that do present new data (generally anecdotal) are annotated.

References concerning earlier waves of illegal immigration--in particular, of course, Mexican immigration--are included and annotated when they provide authoritative, scholarly or seminal studies in the field. Since most apprehended illegal immigrants are Mexican aliens, who live or work primarily (though no longer entirely and increasingly less so) in the Southwest, references to key works and bibliographies in Mexican-American and regional studies are indicated: most illegal aliens constitute an underground and unstudied subpopulation of that still only partially researched and formerly forgotten people. For further references to this aspect of the subject, see Arthur Corwin's bibliographical essay on Mexican emigration history, cited below. As he notes in that article, an annotated bibliography on Mexican emigration is currently being prepared under his direction, in addition to work currently underway by the "Border Study Project," under the direction of Julian Samora, on such topics as illegal entrants, commuters and other characteristics of the Mexican-American border. Moreover, since illegal Mexicans form a significant part of the migrant stream in the West, additional material on their characteristics, socio-economic conditions, and so forth can be gleaned from the large body of literature on migrant workers. See, for example, the bibliography on this subject, also prepared by L&C, listed below.

Not surprisingly, there are very few books, more monographs, a number of government publications and reports, many articles (both scholarly and popular) and innumerable newspaper stories about illegal aliens. For sheer convenience and readability--and

since so little is known about this subject that any treatment of it tends to cover more than one aspect of it, precluding a more substantive classification scheme--the bibliography is divided into the following four categories:

- I. Books, Monographs and Unpublished Papers
- II. Periodicals
  - A. Periodicals with a Continuing Interest in the Subject
  - B. Specific Articles
- III. Government Publications and Reports, Published and Unpublished
  - A. Congressional Documents
  - B. Executive Department Documents
  - C. State and Local Documents
- IV. Newspaper Articles.

Since the bibliography is a relatively short one, no attempt has been made to separate entries that directly concern our specific subject from entries that deal with it in a more peripheral way or from a more general point of view. For the same reason, annotated and unannotated references are grouped together. Thus, entries on immigration law and farm labor, for example, are listed according to their mode of publication and are found throughout the first three sections of the bibliography.

In undertaking the literature search, resulting in this bibliography, the L&C staff searched the Library catalogues and references at the Population Research Bureau, the Library of Congress, and other libraries in the area. Recent editions of the Justice Depart-

ment's Document Retrieval Index, and the Labor Department's Manpower Research and Development Projects, were reviewed. Included in the search was a review of the Public Affairs Information Service (PAIS) catalogues, the Index to Law Periodicals, the Readers' Guide to Periodical Literature, the Social Science Index, The New York Times Index and the Educational Resources Information Center (ERIC) of the National Institute for Education. References found by this search were in turn mined for additional source materials, which were then researched where available. In addition, a number of experts in the various fields were contacted, yielding a number of unindexed and otherwise undiscoverable entries.

Finally, since the population with which this bibliography is concerned is defined by the extraordinarily complex and changing intricacies of immigration law, which is regulated and implemented by a wide assortment of governmental agencies, the reader is directed to, first of all, the basic Immigration and Nationality Act, contained in Title 8 of the U.S. Code and published by the Government Printing Office (see below) or, fully annotated in three volumes, by the West Publishing Company. The regulations of the three key agencies that administer the Act are obtainable in the Code of Federal Regulations: Title 8 (Immigration and Naturalization Service); Title 22 (Department of State); and Title 29, Part 60 (Department of Labor). Precedent decisions of the Justice Department are published in Administrative Decisions Under Immigration and Nationality Law; current decisions are published as "Interim Decisions."

Both are published by the GPO. Current literature specifically dealing with various legal aspects of the presence of illegal aliens in the U.S. are also cited and serve as a useful backdrop for the literature, cited in detail below, on recent Congressional attentions to the specific problem of illegal aliens.

Marion F. Houstoun

I. BOOKS, MONOGRAPHS AND UNPUBLISHED PAPERS

Acuña, Rodolfo. Occupied America: The Chicano's Struggle toward Liberation. Canfield Press, 1972.

Considered by Corwin to be one of the best books for overall Chicano history; despite its partisan character, it is well documented and breaks new ground on border conflict and Mexican labor migration.

Alford, Harold J. The Proud Peoples: The Heritage and Culture of Spanish Speaking Peoples in the United States. David McKay Co., 1972.

A penetrating account of Mexican migrant labor.

Aliens in the United States Virgin Islands: Temporary Workers in a Permanent Economy, prepared by Social, Educational Research and Development, Inc., under the direction of the Implementation Committee for the Alien Worker and His Family, the College of the Virgin Islands. rev. ed., December 1968.

This report discusses at length the social, political and economic status of "bonded" aliens in the Virgin Islands, including the reported estimate of 2,000-4,000 illegal aliens.

Anderson, Grace M. "Illegal Immigration: A Sociologically Unexplored Field." Paper presented at the American Sociological Association, Denver, Colorado, September 1970.

This paper, a byproduct of a study of 250 Portuguese Canadian immigrants, outlines a theoretical frame of reference for the study of illegal immigration and argues that the process of clandestine immigration and the cycle of activities which thrive on that process can be examined in terms of their partial analogy to political machines. More broadly, the author argues, the process of illegal immigration can be viewed as a type of corruption of bureaucratic processes that provides functional alternatives to circumvent official and legal bureaucratic processes.

Networks of Contact: The Portuguese and Toronto. Waterloo: Wilfrid Laurier University Press, 1974.

This study demonstrates, by interviewing a randomized sample of Portuguese immigrants in metropolitan Toronto, that "who you know"--that is, networks of contact--

plays a significant role in the economic success of immigrants. Chapter VI, "Entering by the Back Door," presents the considerable amount of data on Portuguese illegal immigration to Canada, gathered by the author as an unexpected byproduct of her study.

Briggs, Vernon M., Jr. Chicanos and Rural Poverty. Baltimore: The Johns Hopkins University Press, 1973.

A brief, knowledgeable and partisan study of the adverse effects of the Southwest rural economy upon Chicanos, including considerable discussion of the number, characteristics and impact of illegal Mexican aliens.

. "The Mexico-United States Border: Public Policy and Chicano Economic Welfare." Austin: Center for the Study of Human Resources, The University of Texas, 1974.

An economist argues that the uniquely enormous economic disparity between these contiguous nations has led to international policies and practices with unexamined, though sometimes malevolent, intranational effects that are by no means beyond public control. More specifically, the high magnitude of Chicano poverty in the Southwest is largely attributable to an open border policy. In addition to a discussion of the effect of the bracero program, policy toward the commuters, and the "Twin Plants" program upon the economic condition of Chicanos in the Southwest, this monograph succinctly describes the history of illegal Mexican immigration to the U.S. and recent attempts to control it through legislation. The author contends that a tight border policy is an essential component to any public effort to improve Chicano economic welfare.

\*Castro, Tony. Chicano Power: The Emergence of Mexican Americans. New York: Saturday Review Press, 1974.

\*Copp, Nelson G. Wetbacks and Braceros: Mexican Migrant Laborers and American Immigration Policy, 1930-1960. San Francisco: R & E Research Associates, 1971.

\*de Souza, Noracy Ruiz. "The Legal and Socio-Economic Situation of Aliens in the United States." A research project sponsored by the United Presbyterian Church, Library R No. L-270-0.

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\* Asterisked entries are references the L&C staff were unable to obtain.

\*Fellows, Lloyd. Economic Aspects of the Mexican Rural Population in California. San Francisco: R & E Associates, 1971.

Flicker, Barbara, and Vazzana, Nicholas S., eds. Labor Aspects of Immigration Law. New York: Practising Law Institute, 1969.

This edited and annotated volume is derived from a transcript of a two-day program presented by the Institute in May 1969. Representatives of the various governmental agencies that administer the immigration laws responded extensively to queries of immigration lawyers and interested parties concerning all aspects of immigration that bear upon labor, including an exhaustive description and analysis of the labor certification program, visa petitions and processing since the 1965 Amendment, etc. There is minimal consideration paid to the presence of illegal aliens.

Fourth Annual Immigration & Naturalization Institute. Edited by Roger A. Needham. New York: Practising Law Institute, 1971.

Articles printed in this annual publication of the Institute are edited transcripts of annual conferences concerning current issues within the field of immigration law. However, many of these articles set particular immigration topics within a general background and they are therefore particularly useful for the lay person. For example, see Fragomen's article, "The Role of the Legislature in Immigration and Naturalization Law," for an excellent and authoritative presentation of this topic, in addition to other articles on the role of the Visa Office, regulations regarding labor certification, and related topics.

Although the 1972 and 1973 issues in this series are listed in the Law Library at the Library of Congress, they were unavailable: according to the catalog, however, they do not contain material on illegal aliens.

Fragomen, Austin T., Jr. The Illegal Alien: Criminal or Economic Refugee? Staten Island, N.Y.: Center for Migration Studies, 1973.

A brief, very knowledgeable clarification of some of the issues involved in illegal immigration, written by an immigration attorney, former staff counsel to the House Subcommittee on Immigration and Nationality. Fragomen discusses (1) the number, basic characteristics, motivation for immigration, and regional distribution of illegal aliens; (2) their putative impact upon the labor market and social services, as alleged by the Labor Dept. during the extensive House Subcommittee hearings on

illegals (92nd Cong.); (3) the efficacy, harshness, and enforceability of proposed remedies to the problem, in particular, H.R. 16188 and S. 1861, which sought to provide criminal penalties for employers who knowingly hire illegal aliens. Fragomen argues that sanctions will not effectively alter the sociological and economic factors underlying immigration to the U.S., that criminal penalties are unwarranted, unworkable, and unnecessary; that there are sufficient mechanisms provided by the law to control the conduct of aliens; and that if any criminal penalties are required, they should be directed exclusively against the employer who exploits aliens.

Gamio, Manuel. Mexican Immigration to the United States: A Study of Human Migration and Adjustment. Chicago: University of Chicago Press, 1930; reprint ed. with a new introduction by John H. Burma, New York: Dover Publications, Inc., 1971

A classic in the field; one of the most useful documents available to describe and evaluate the second phase (1918-1930) of immigration from Mexico. In addition to Gamio's careful methodology, using then-current social science techniques of case study, study of documents and statistical reports from both the U.S. and Mexico, depth interviews with scores of Mexican immigrants of many types were also a major basis for his conclusions. Lacking adequate census material, the author used data on the amount and location of money orders sent from the U.S. to Mexico as an index of the number and location of relatively recent immigrants from Mexico. Gamio was one of the first to present an estimate of the number of illegal entrants, based on the difference in the number of persons registering in Mexico as departing and the number registering in Mexico as returning from the U.S. His figures indicated approximately two illegal entrants for every three legal Mexican immigrant.

Gordon, Charles, and Rosenfield, Harry N. Immigration Law and Procedure. Rev. ed. Albany: Banks Co., 1966.

This two-volume treatise is the only current authoritative text in the field of immigration law. It is brought up to date annually, but see Interpreter Releases for up-to-date information in this ever-changing field.

Grebler, Leo. Mexican Immigration to the United States: The Record and Its Implications. Advance Report No.9, Mexican-American Study Project. Los Angeles: University of California, 1967.

A preliminary report describing that phase of the UCLA Mexican-American Study Project concerning the immigration process of Mexicans to the U.S. Statistics are presented about: (1) the volume of immigration over the years; (2) the socio-economic characteristics of immigrating Mexicans; (3) the geographic distribution of migrants after immigration; (4) the reasons for their migration; (5) the differences between permanent and temporary migrating Mexicans; and (6) comparable aspects between Mexican and Canadian immigration. The distinctive features of Mexican immigration are distinguished from European immigration, including Mexico's attitude toward emigration, the selective processes involved in Mexican immigration, the economic forces that influence migration, and the future of Mexican immigration. An appendix contains statistical charts and an explanation of the immigration and naturalization laws current at the time. Some discussion of illegal immigration is included.

Grebler, Leo; Moore, Joan W. and Guzman, Ralph C. The Mexican-American People: The Nation's Second Largest Minority. New York: The Free Press, 1970.

The results of a study designed by the Mexican-American Study Project at the University of California, Los Angeles, initiated in 1963 to undertake a "comprehensive study of the socioeconomic position of Mexican Americans in selected urban areas of the five southwestern states." Using an interdisciplinary approach, research was begun in 1964 and ended the summer of 1968. In addition to this publication, 9 advance reports, including a bibliography were published on different aspects of Mexican Americans. A very useful bibliography and various tables and charts are included in this report.

Lawrence, Loren E. "The Illegal Immigrant to the United States: A Profile of the Characteristics and Techniques and the Impact of His Presence on the Foreign Service." Paper presented at the 16th Session, Senior Seminar in Foreign Policy, Foreign Service Institute, Department of State, Washington, D.C., April 1974.

This case study notes the increasing concern in Congress, the general public, and the Foreign Service regarding the rapidly growing number of illegal immigrants entering and residing in the U.S. each year. Focusing primarily on aliens who obtain mala fide nonimmigrant visas, those

who use counterfeit visas, and those who abuse valid nonimmigrant visas, Lawrence attempts to relate the number of illegals to common demographic, economic, and social conditions of their country of origin; to uncover reasons for this development; and to note similarities in techniques used by the potential illegal to circumvent U.S. statutes administered by the Foreign Service. In addition to relating the problem to Foreign Service responsibilities, the need for increasing amounts of systematic research is suggested and examples of methods are offered. Tables on total number of immigration visas, nonimmigrant visas, countries of origin, visa refusals, etc. are included.

Legal Problems of Agricultural Labor. Vol 2. Davis School of Law: University of California, 1970.

This volume focuses on the many benefits of national legislation and civil rights denied the agricultural labor force and analyzes and evaluates, on a chapter by chapter basis, the areas of law relevant to the problems of farmworkers. Included is a chapter on illegal entrants and the wetback problem in American farm labor.

Meier, Matt S., and Rivera, Feliano, eds. Readings on La Raza-- The Twentieth Century. New York: Farrar, Straus & Giroux, Inc., 1974.

A chronological anthology of documents and articles on the history of Mexican-American people in the 20th century. Section I spans the period from 1900 to 1920 and introduces immigration as the starting point for the history of La Raza in this century. Section II (1920-1930) describes the movement of Mexicans and Mexican Americans from their Southwest heartland to steel mills, packing plants, and "colonias" of the Midwest. Other sections address themselves to the development of a hostile attitude on the part of many Americans to the rising tide of Mexican immigration, as exemplified by the Harris and Box bills in Congress. Section III deals with repatriation in the 1930s; Section IV, with Chicano World War II experiences both at home and overseas. World War II introduced a new era in Mexico-United States relations, formalizing the use of bracero labor. Section V traces continuing post-war demands for Mexican labor and the resultant increase in both braceros and mojados, which led to "Operation Wetback" and, in 1964, to the termination of the bracero program. Section VI describes a broad spectrum of contemporary Chicano activities and ideology, especially an increased and more aggressive political activity.

\*The Mexican American and the Law. Reprint ed. New York: Arno Press, Inc., 1974.

Moquin, Wayne, ed. Makers of America. Chicago: Encyclopedia Britannica Education Co., 1971.

This 10-volume history of American immigration ranges from Volume 1, The Firstcomers, 1536-1800 to Volume 10, Emergent Minorities, 1955-1970, and is based largely on the University of Minnesota's Immigration Archives.

\*Morrison, Peter A. Urban Growth and Decline in the United States: A Study of Migration's Effects in Two Cities. No. P-5234, The Rand Corp., May 1974.

This study of the growth of San Jose, California, and the decline of St. Louis, Missouri, by a population expert, may be of some significance, since the population of the former city is increasingly Mexican American.

\*Newton, Horace E. Mexican Illegal Immigration Into California: Principally Since 1945. San Francisco: R & E Research Associates.

Norquest, Carrol. Rio Grande Wetbacks: Mexican Migrant Workers. Albuquerque, N.M.: University of New Mexico Press, 1972.

Firsthand and revealing reminiscences of a small farmer in the Rio Grande Valley of Southeast Texas, a longtime employer of wetbacks. "The laws would not allow us to use them honestly, so we all--wetbacks, farmers, lawmen, even la chota--became liars." But, the author contends, the farmer-wetback relationship was mutually beneficial, and the Mexican was, with some exceptions, not mistreated.

Pino, Frank. Mexican Americans: A Research Bibliography. Latin American Studies Center, Center for International Programs, Michigan State University, East Lansing, Mi. 48824, 1974.

Piore, Michael J. "The 'New Immigration' and the Presumptions of Social Policy." Paper presented at the Industrial Relations Research Association, 29 December, 1974.

On the basis of a preliminary study of illegal aliens on the East Coast and an earlier in-depth study of the origins and dynamics of Puerto Rican migration to the Boston labor market, Piore argues the following four points in this well articulated and extremely provocative paper. (1) There is a new, illegal population wave--one that is large (7 million, mostly working, and equal to three-fourths of the black labor force), increasing, and of profound social significance. (2) This

phenomenon is occurring as a response to a current labor shortage at the secondary level (i.e., at the bottom of the labor market), a shortage brought about an intergenerational shift in which the children of migrants filling secondary jobs (in this case, the urban children of rural blacks) reject those jobs because of low social status, instability, and lack of career opportunity--a systematic characteristic in the processes of industrial societies. (3) The "new immigration" of illegal aliens (and Puerto Ricans) appears to imply that a labor shortage at the secondary level does not lead to upward adjustments of wages and job structures; on the contrary, the supply of labor appears to adjust to the characteristics of demand, even when this entails drawing in a labor force from abroad. (4) This rapidly growing new class of the very poor cannot be helped by the social policies and practices instituted by the liberals in the 1960s, for their illegality will preclude their appearance in social institutions where they can receive social aid. Indeed, there are tremendous incentives for this labor market to go underground: both employer and employee benefit, particularly if legislation, like the Rodino bill, renders employment of nonresident aliens illegal. If this should occur, we will have an irreversibly, unregulated -- i.e., invisible and extralegal -- secondary alien labor force, whose children born with citizenship rights, will continue the pattern of rebellion against their parents' lot.

\*Rodriguez, Orlando. "Foreign Student Non-Return in the U.S.: Opportunities and Their Perception," Paper presented at the Eighth World Congress of Sociology, Toronto, Canada, August 18-24, 1974.

Samora, Julian. Los Mojados: The Wetback Story. Notre Dame: University of Notre Dame Press, 1971.

Described by Arthur Corwin as "the most informative, factual study of the phenomenon [unregistered migration] thus far, particularly since the 1940s," this study of Mexican illegal aliens was produced through the U.S.-Mexico Border Studies Project, under the direction of Julian Samora, professor of Sociology and Anthropology and director of the Project. Noting the magnitude (1,075, 168 illegal Mexican aliens were apprehended during Operation Wetback in 1954) of the problem and its atypicality, Samora suggests four reasons for its continued occurrence: the U.S. demand for cheap labor, Mexico's tremendous population growth rate, internal Mexican migration, and the minimal penalties imposed on wetbacks and their employers. Chapter I briefly reviews the literature and the historical background of the border region and describes and analyzes the Bracero Program and the current commuter

situation. Chapter II outlines the history of illegal Mexican immigration into the U.S. Chapter III discusses methodological problems encountered in studying and interviewing illegals. Chapter IV describes how arrangements, contacts, and documents for crossing the border are made. Chapter V concentrates on the range and extent of the illegal movement and specifies the type of employment, wages earned, the length of time spent in the U.S., and the number of times and where illegals are caught. Chapter VI offers a profile of the wetback and his motivations in becoming one, the problems of living outside society and the uncertainty of illegal alien status, as well as the exploitation occurring at all levels. Chapter VII is a participant observer account by one of Samora's associates, Jorge A. Bustamante, who posed as a Mexican wanting to enter the U.S. illegally and accompanied two veteran wetbacks in an (unsuccessful and dangerous) attempt across the border. Chapter VIII examines the national and international issues at stake and suggests that only a several-pronged attack will approach a solution. "For the U.S. this means finding employers of illegal aliens, revising regulations concerning social security cards, establishing minimum wages and a citizenship card, expanding the Immigration and Naturalization Service, restricting labor certification, more effective prosecution of aliens and smugglers of aliens, and restricting the issuance of border-crossing permits as well as keeping a record of their use. For Mexico this means increased efforts in population control and an effective and realistic economic development policy, particularly on its northern border." In addition to a brief bibliography, Appendix I consists of a very useful series of official INS responses to a number of questions posed by the Senate Committee on Labor and Public Welfare as part of their 1969-70 hearings on "Migrant and Seasonal Farmworker Powerlessness."

\* \_\_\_\_\_ . "Mexican Immigration." Paper presented at the Conference on Economic and Educational Perspectives of the Mexican American, Aspen, Colorado, August 27, 1972.

Samora, Julian, and Bustamante, Jorge. "Mexican Immigration and American Labor Demands." Paper presented at the Center for Migration Studies, Brooklyn College, New York, 1970. Reprinted in U.S. Senate, Committee on Labor and Public Welfare, Hearings of the Subcommittee on Migratory Labor, 91st Cong., 1st and 2nd sess., Part 7-B, pp. 4783-4821.

Schmidt, Fred H., "The Current Economic Condition of the Mexican Americans." Paper presented at the Conference on Economic and Educational Perspectives of the Mexican American, Aspen, Colorado, August 1972.

Shannon, Lyle and Magdaline. Minority Migrants in the Urban Community: Mexican-American and Negro Adjustment to Industrial Society. Beverly Hills, Ca.: Sage Publications, 1973.

Based primarily upon 1960 Census data (though selected data from the 1960 and 1970 censuses are compared), this book describes the adjustment problems of immigrant Mexican-Americans and migrant blacks in Racine, Wisconsin, examining their degree of assimilation into the industrial economy and the urban society at large (as opposed to either the Mexican-American or black subcommunities), and attempts to identify factors that constrain such assimilation (e.g., race and ethnicity).

Sharma, Prakash C. A Select Research Bibliography on Aspects of the Socio-economic and Political Life of Mexican Americans. Exchange Bibl. No. 695, Council of Planning Librarians, November 1974.

\*Simmons, Ozzie G. Anglo-Americans and Mexican Americans in South Texas. New York: Arno Press, Inc., 1974.

United Farm Workers of America, AFL-CIO. "Report on Illegal Alien Farm Labor Activity in California and Arizona." Box 62, Keene, California, 93531, 1974.

An accumulation of reports and documentation, by legal staff of the United Farm Workers Field Offices, regarding the presence, number, work and living conditions, and wages of illegal aliens in various farm counties. Includes records of Border Patrol response--or failure to respond--to information concerning presence of illegals, as reported to them by the United Farm Workers, June - September, 1974.

The Western Economic Development Corporation. "A Bibliography of Materials Relating to the Problems of the Mexico-United States Border." WEDCO, 4000 Broadway, Oakland, California, 94611, December 1974.

WEDCO is a minority-owned and operated nonprofit firm dedicated to the improvement of minority business in northern California. The bibliography is not annotated; it includes a section on illegal immigration.

\*Williams, Dean D. Some Political and Economic Aspects of Mexican Immigration into the U.S. Since 1941. With Particular Reference to This Immigration into California. San Francisco: R & E Research Associates, 1973.

ZPG and Immigration: A Discussion Paper. Prepared by the Immigration Committee of Zero Population Growth, 1346 Connecticut Avenue, N.W., Washington, D.C., January 1974.

Includes discussion of the problem of illegal immigration, which ZPG seeks to eliminate as part of its mandate to bring about zero population growth. The recommendations of the Commission on Population Growth and the American Future regarding illegals are cited, and a short bibliography on the subject is offered.

II. PERIODICALS

A. Periodicals with a Continuing Interest in the Subject

AICC News. American Immigration and Citizenship Conference, 509  
Madison Avenue, New York, N.Y. 10022.

An occasional, highly useful, newsletter, published by a coalition of immigrant-serving agencies, that reports the latest developments, particularly legislative developments, on matters relating to immigration. In addition, the News reports on papers delivered at the AICC biannual conferences and offers abstracts of recent publications in the field. Illegal aliens have been a topic of increasing concern, in response to Congressional and public attention to the issue.

Equilibrium. Zero Population Growth, Inc. 4080 Fabian Way,  
Palo Alto, Ca. 94303.

A quarterly publication concerned with the demographic implications of immigration (both legal and illegal) policies and practices. See especially its July 1973 (Vol. 1, No. 3) issue, "Immigration Special," which features two articles on illegals: David Rapoport's "HR982--The Fight Against Illegal Immigration," and Sheldon L. Greene's "Give Us Your Tired."

I & N Reporter. Immigration and Naturalization Service, Washington,  
D.C. 20536.

A small quarterly publication of INS which features articles on various aspects of INS activities, including illegal immigration and activities of the Border Patrol. See especially, for example, its Spring 1973 issue, which contains an article, "Examining the Control and Effects of Illegal Entry," by Charles Gorden, INS General Counsel, and the Fall 1974 issue, which celebrates the 50th anniversary of the U.S. Border Patrol.

Interpreter Releases. American Council for Nationalities Service,  
20 West 40th Street, New York, N.Y. 10018.

Issued 50 times a year, this extremely useful publication offers current technical information for lawyers on immigration, naturalization, and related topics, including changes in law and regulations, significant court decisions, statistical data, and reports on bills and proceedings in Congress. A table of contents is published annually. The problem of illegal immigration and illegal employment of aliens is a topic of

continuing concern. A set of Interpreter Releases containing the text of the Immigration and Nationality Act as amended, including explanations of its provisions, is available, as is a set of IR containing the most recent information available on labor certification procedures and practices. The most comprehensive of all publications concerned with current immigration issues, especially all legislation activity relating to illegal aliens.

Limits. The Committee for Immigration Reform, P.O. Box 130, Washington, D.C. 20044.

Occasional papers on the social uses and abuses of current immigration policies and practices.

Migration Today. Center for Migration Studies of New York, Inc. 209 Flagg Place, Staten Island, N.Y. 10314.

In addition to publication of the scholarly journal, International Migration Review, this immigrant-serving organization publishes a bimonthly newspaper, founded in 1973, which focuses, within the framework of the Catholic Church, on current issues affecting the life and rights of immigrants. Problems of the illegal alien are of continuing concern. See, for example, its November 1974 (Volume 2, No. 6) issue for articles on illegal immigration in Canada.

Population Dynamics Quarterly. A quarterly newsletter, published in English, French and Spanish by the International Program for Population Analysis, Interdisciplinary Communications Program of the Smithsonian Institution. Concerned with interdisciplinary perspectives on population programs and policies. First published in 1973.

Sin Fronteras. Center for Autonomous Social Action - General Brotherhood of Workers (CASA), 2673 West Pico Boulevard, Los Angeles, Ca. 90006.

CASA was founded in Los Angeles in 1968 to organize and develop workers without documents; its views on various aspects of the situation of the working alien is expressed in this official publication of the Coalicion Nacional Pro Leyes y Practicas Justas de Inmigracion, a coalition of some 300 organizations concerned with the problems of Latin American aliens and non-aliens. Published monthly, in Spanish and English, beginning in 1974.

B. Specific Articles

Abrams, Elliott, and Abrams, Franklin S. "Immigration Policy--Who Gets In and Why?" The Public Interest 38(Winter 1975): 3-29.

A lucid look at and appraisal of the demographic, labor market, and social effects of immigration to the U.S. since passage of the 1965 Immigration Act, including illegal immigration. The intended and unintended consequences of that Act are discussed in some detail; for example, the unanticipated excess of demands over supply of visas in the Western Hemisphere, a problem compounded by a lack of selection procedures for applicants from that hemisphere. The effects of immigration upon population growth and social policies regarding this issue are briefly considered. The authors take a dim view of the labor certification program, one of the major reforms of the Act, on the grounds that it does not and cannot limit the immigration of workers to job categories in which there is a shortage. Considerable attention is focused upon the topic of illegal immigration. Noting the lack of reliable data regarding the magnitude of the problem, and contending that the subject is distorted unless the Mexican border problem is, for the most part, treated as sui generis, the authors trace the increase in illegal immigration to the labor certification requirement that an alien obtain a specific job offer, which combines with the backlog in visa availability in the Western Hemisphere to produce a "tremendous incentive for aliens to work here illegally." In addition, the authors argue that the problem is to some extent an artificial concept, i.e., a question of immigration law technicalities, as well as partially a result of a lack of enforcement of immigration law itself. Little evidence that illegals have an adverse effect upon the labor market is found, outside the border states.

Appleman, I.S. "Recommendation Against Deportation." American Bar Association Journal 58 (December 1972): 1294.

Ardman, Harvey. "Our Illegal Alien Problem." The American Legion Magazine, December 1974, pp. 6.

Based on secondary sources, general discussion of the current situation, the role of the INS, the history of illegal immigration from Mexico, and the current response of such interested parties as the INS itself, labor unions, growers, and Congress. The Rodino bill, then before Congress, is described and discussed, and the approval of it by the American Legion is noted.

Brooke, Edward W. "Immigration Problems in Massachusetts." Limits, The Committee for Immigration Reform, P.O. Box 130, Washington, D.C. 20044.

Excerpts from a December 6, 1971 report of Senator Brooke of the findings of two-day hearings (May 27-28, 1971) to review the budget and operating procedures of the Boston INS District Office and to evaluate their impact on the Commonwealth of Massachusetts. Presence of aliens, legal and illegal, upon welfare and housing, and public health and education is briefly described. A series of recommendations is included.

\*Bustamante, Jorge A. "The Historical Context of Undocumented Mexican Immigration to the United States." Aztlan 3 (February 1972): 257-81.

"California Tries to Dam the Alien Tide: An Estimated 1 Million Illegal Entrants Bring Crushing Social Problems." Business Week, 12 February 1972, p. 34.

"Commuters, Illegals and American Farmworkers: The Need for a Broader Approach to Domestic Farm Labor Problems." New York University Law Review 48 (June 1973): 339-492.

An extensive, well articulated and documented, analysis of the subject, with a series of specific policy recommendations. This Note argues that although the problems of American farmworkers, which are described in some detail, are largely due to their exclusion from the legislative protectors given other workers, remedial legislation on this issue is not sufficient. Commuters and illegal aliens, whose characteristics and impact are discussed in some detail, give "A dimension to farmworker problems that make them more than solely domestic concerns; unless great efforts are made to deal with alien farmworkers and American farm labor problems concomitantly, commuters and illegals will seriously dilute the statutory protections given domestic farmworkers....Only when legislative reform is coupled with international efforts to deal with some of the basic causes and complications of farm

labor problems will farmworkers be given most effectively the assistance they so desperately need."

\*Constable, John. "'Illegal' Immigration--Policy and Law." Race: A Journal of Race and Group Relations. 15 (January 1974).

An English publication.

Corwin, Arthur F. "Mexican-American History: An Assessment." Pacific Historical Review 42 (August 1973): 269-308.

This excellent and authoritative review and evaluation of the literature, with particular reference to Mexican immigration, both legal and illegal, is the lead article in an issue devoted to "The Chicano." In addition to a review and assessment of general histories, the article examines in some detail topical studies and present research needs in the field, as well as the current state of Mexican-American ethnic history. Relevant journals, research projects, scholars, both American and Mexican, are cited. A lucid, incisive introduction to the field by way of its literature.

. "Mexican Emigration History, 1900-1970: Literature and Research." Latin American Research Review 8 (Summer 1973): 3-24.

A scholarly and authoritative survey of research and literature in this field, by the director of the project for the cooperative study of Mexican migration to the U.S., 1900-1970, a member of the history department at the University of Connecticut. Corwin describes and evaluates published and unpublished, American and Mexican, work in the history of Mexican emigration, including the bracero program and wetback control. Research on related subjects and suggestions for future research are included, as are bibliographical aids. Reference is also made to two important works in progress: the Notre Dame Border-Study Group, under the direction of Julian Samora, is preparing an extensive compilation, including government publications, that covers several aspects of Mexican emigration, and Corwin's project is preparing an annotated bibliography.

Del Olmo, Frank. "The Invasion of Illegals." Race Relations Reporter 4 (September 1973): 20-25.

Describes the issues created by the growing number of illegal migrants from Mexico, related pending Federal legislation, occasional raids by immigration officials which incensed many Mexican-American and divided many Chicanos on the issue of illegal aliens.

Dietz, J.P. "Deportation in the United States, Great Britain and International Law." The International Lawyer 7 (April 1973): 326.

Finney, David. "The International-Interstate Compact: An Economic Solution." The El Paso Economic Review, January 1975. The University of Texas at El Paso, P.O. Box 180, El Paso, Texas 79968.

Finney, a member of the Texas House of Representatives, delivered this paper at a conference on Mexican-United States Relations sponsored by the University of Arizona, The American Society of International Law, and the Border States University Consortium for Latin America, January 17, 1975. A legislative solution to the severely depressed economies of the border states is proposed; viz., the formation of an Interstate Compact among the four border states, to provide a vehicle for the initiation of all the economic and social programs required to revitalize the border regions--a recommendation similar to one offered by the Robert R. Nathan 1968 comprehensive study of the economic conditions of the border. Although the main purpose of such an organization is socioeconomic development of the border states, the economies on both sides of the border are intrinsically linked, and Finney recommends that the U.S. accept Echevarria's request for a coordinated international effort to improve the economic and social health of the border areas.

Fragomen, Austin T., Jr. "Constitutional Rights of Aliens Upon Arrest." International Migration Review 7 (Spring 1973): 67-71.

A useful discussion of the tensions between the power of INS officers to interrogate and arrest without warrant, as granted under Section 287 of the Immigration & Nationality Act and the Constitutional rights of aliens, which flow to them solely as a result of their presence in the U.S., to be free of any unreasonable searches or seizures.

. "Judicial Decisions of Interest." International Migration Review 7 (Winter 1973): 457-60.

The June 21, 1973 Supreme Court decision (Condrado Almeida-Sanchez v. United States) that the warrantless search of the petitioner's automobile, made without probable cause of consent, violated the Fourth Amendment, discussed in some detail in this brief article, captures the author's attention because it constitutes the first time that the U.S. Supreme Court has prescribed boundaries for the police conduct in law-enforcement with regard to aliens.

. "Legislative and Judicial Developments." International Migration Review 6 (Fall 1972): 296-302.

Summaries and analyses of H.R. 7130, the Fair Labor Standards Amendment of 1972, and S.1861, which sought to provide sanctions to employers of illegals, and of H.R.14831, Rodino's comprehensive bill designed to deal with the problem of illegal aliens by penalizing employers and by discouraging aliens from violating their nonimmigrant status.

. "Regulating the Illegal Alien." International Migration Review 8 (Winter 1974): 567-72.

A discussion of S.3827, a bill introduced by Senator Kennedy on July 29, 1974, which would have regularized the status of certain aliens who have been in the U.S. for three years and 2) imposed sanctions upon employers who employ aliens not legally authorized to work. This bill differed from the Rodino bill (H.R.982) primarily in that the penalties remain civil in nature, and the burden of proof differs. Like the House bill, Kennedy's bill would also have required DHEW employees to report illegal aliens or those receiving social security assistance of any sort, to INS.

. "U.S. Supreme Court's Decision on Non-Citizenship." International Migration Review 8 (Spring 1974): 77-78.

Discussion of the implications of the November 19, 1973 Supreme Court ruling that a rejection of an application for employment by a private employer because the applicant is an alien is not a violation of the Civil Rights Act of 1964, which makes it unlawful for an employer to refuse to hire an individual because of race, color, religion, sex, or national origin. Fragomen notes that the implications of this decision may be far reaching, given proposed legislation which would establish criminal penalties for employers who employ aliens without proper authorization. Now that the Court has established that the denial of employment to a non-U.S. citizen is entirely legal, the possibility of discrimination against any job applicant on the grounds that he or she is an alien is considerable enhanced.

(Fragomen also notes the paradoxical character of this decision, in view of the Supreme Court ruling on June 25, 1973 (Sugarman v. Dougall), which explicitly held that it was a denial of equal protection for a State to discriminate against aliens in providing State Civil Service employment.)

Fragomen, Austin T., Jr.; and Wenk, Michael G. "Legislative and Judicial Development of Interest." International Migration Review 6 (Winter 1972): 435-40.

Although H.R.16188, the Rodino bill, passed the House on September 12, 1972, no bill relating to illegal aliens was enacted during the 92d Congress. Because the authors expect Congress to continue its interest in the problem of illegal aliens, however, the latter bill is analyzed in some detail, particularly as it pertains to the proposed sanctions against employers of aliens not authorized employment, and the requirement that DHEW employees disclose to INS the name and most recent address of any alien illegally in the U.S. or receiving public assistance.

\*Galarza, E. "The Mexican-American Migrant Worker Culture and Powerlessness." Integrated Education 9 (March/April 1971): 17-21.

Greene, Sheldon L. "Immigration Law and Rural Poverty--The Problems of the Illegal Immigrant." Duke Law Review, No. 3 (1969): 475-94.

In 1966, domestic farmworkers' wages were under half the average prevailing wage in industrial employment, yet agricultural labor has been excluded from many of the basic benefits designed to alleviate poverty, e.g., unemployment compensation and coverage under the National Labor Relations Act. Efforts at unionization have failed, to a considerable degree because of the steady influx of inexpensive nonresident Mexican labor. This article considers deficiencies in current immigration law and its enforcement. It presents a brief but well documented history of international labor agreements between Mexico and the U.S., and discusses the bracero program, green card commuters, the current labor certification program, and Public Law 283, which made importation or harboring an illegal a felony but excluded providing employment and normal practices incident to employment from punishment under that (1952) Act. The author recommends that INS be granted more funds to permit more staffing and suggests remedial legislation that amends the Social Security Act to require proof of legal residence for the issuance of social security cards and that restricts exemption of employers from prosecution to instances in which the employer believes the employee is a legal resident.

. "Operation Sisyphus: Wetbacks, Growers and Poverty."  
The Nation 209, (20 October 1969): 403-06.

. "Public Agency Distortion of Congressional Will: Federal  
Policy Toward Non-Residential Alien Labor." George Washington  
Law Review 40 (March 1972): 440-63.

This article sketches the record of the INS in carrying out the will of Congress with respect to the admission of aliens who enter the U.S. to find work (and thereby compete with the resident labor force) and suggests remedies for the specific problem of unlawful alien entry and the general problem of public agency unresponsiveness to the mandate of the legislature. Greene specifically discusses the role of commuters, illegal entrants and "white carders" in this context, the indifference of the Social Security Administration, and methods for increasing public agency responsibility.

Haney, William. "Deportation and the Right to Counsel." Harvard  
International Law Journal 11 (Winter 1970): 177-90.

Hill, P.J. "Economic Impact of Immigration into the United States."  
Journal of Economic History 31 (December 1971): 885-97.

Hohl, Donald G., and Wenk, Michael G. "Current U.S. Immigration  
Legislation: Analysis and Comment." International Migration  
Review 5 (Fall 1971): 339-356.

The first of a continuing series in IMR of analyses and commentaries upon current U.S. immigration legislative activities. H.R.2328 (the Administration bill) and S.1373 (an omnibus Kennedy bill), both of which were concerned with illegals, are summarized and commented upon.

. "The Illegal Alien and the Western Hemisphere Immigration  
Dilema." International Migration Review 7 (Fall 1973): 323-32.

A summary and succinct analysis of H.R.982, introduced by Rodino and passed by the House on May 3, 1973, whose major thrust was to remove the economic incentive which causes aliens to enter the U.S. and employers to exploit this source of labor by imposing sanctions on employers who knowingly hire aliens who have no authorization to take employment.

. "The Rodino Bill and the Ethnic Heritage Studies Act."  
International Migration Review 7 (Summer 1973): 191-93.

The results of the reorganization of the House Judiciary Committee and the increasing concern of Subcommittee No.

l with the presence of illegal aliens are reported. The first hearings of this subcommittee on the subject of illegal aliens (H.R.982), are very briefly summarized, and legislative activities of the 92d Congress regarding immigration is sketched. Steps taken by the Social Security Administration to implement the amendments to the Social Security Act of October 30, 1972 are described, as set forth in the testimony of Arthur E. Hess, Deputy Commissioner of Social Security.

"Immigrants, Aliens and the Constitution." Notre Dame Lawyer 49 (June 1974): 1075-1100.

"Immigration and Naturalization 'Dragnet': Warrentless 'Seizures' of Aliens--Due Process or Discrimination?" Suffolk University Law Review 4 (Spring 1970): 805.

"Immigration and Naturalization--The Labor Dispute Regulation and the Status of the Green Card Commuters." University of Toledo Law Review 4 (Winter 1973): 305-16.

"Immigration Law--Deportation: What Fraud Hath Brought Together Let No Man Put Asunder." Washington Law Review 45 (May 1970): 637.

"'Invasion' by Illegal Aliens, and the Problems They Create." U.S. News & World Report 75 (23 July 1973): 32-5.

Keely, Charles B. "Effect of the Immigration Act of 1965 on Selected Population Characteristics of Immigrants to the U.S." Demography 8 (May 1971).

\_\_\_\_\_. "The Estimation of the Immigration Component of Population Growth." International Migration Review 8 (Fall 1974): 431-35.

\_\_\_\_\_. "Immigration Composition and Population Policy." Science 185 (16 August 1974): 587-593.

Although this article refers to the increasing number of illegal aliens, it focuses primarily upon legal permanent residents. The author notes the four sources of data about recent (post 1968) immigrants, discusses their reliability, and attempts to document the effect of the 1965 Immigration Act upon immigration. Keely argues that immigration is increasing and the composition of the immigrants is changing. The abolition of the quota system and labor certification have affected the size, origin, marital status, and skill levels of immigrants. These interconnected changes in turn affect the contribution of immigration to the population dynamics of the

U.S. The validity of the recent argument that immigration should be further restricted because of its adverse effect upon population stabilization is examined in some detail, and the author concludes the concern is a legitimate one but the data, which are mostly gathered by an underfinanced law enforcement agency, at present yield inadequate information for the determination and measurement of effective immigration policies and programs.

Levin, Melvin. "There's More to This Job Than Coloring Maps." Planning 41 (November 1974): 8-11.

Planners need to participate in national issues, not just land-use planning, for the former affect planning though they are rarely taken into account. This is particularly essential in an economy of scarcity, when immigration policy must be examined in terms of its economic effects upon American and international economic and social needs. "...with an estimated 5 to 10 million illegals already in the U.S. and another million or so slipping across the border each year, when does the American lifeboat start to list? When does a most painful choice become inevitable? And can the planner stand aside from this dreadful tangle of energy, food, people, and political systems?"

Lippman, Leopold. "Guest Workers, Handicapped Workers: Are They the Seedbed of Conflict?" The Social and Rehabilitation Record 1 (October 1974): 20-24.

Handicapped workers can be successfully placed only if there are ample opportunities for all workers, but in particular, for low-skilled workers. The use of the "Gastarbeiter," or guest worker in Europe, and the migratory or illegal worker in the United States, who are willing to perform unpleasant work for low pay, has substantial--and negative--implications for the prospects of employment for handicapped and rehabilitated workers.

McLellan, Andre C., and Boggs, Michael D. "Illegal Aliens: A Story of Human Misery." AFL-CIO American Federationist, August 1974, pp. 17-23.

The authors, both members of the AFL-CIO Department of International Affairs, review the current immigration situation, with particular attention to the plight and adverse impact of the illegal alien. The history of the bracero program, its impact upon the labor market, and the position of the Mexican government toward it is traced. The labor certification program of the Labor Department and its impact upon the labor market is also briefly discussed. The position of the AFL-CIO towards both immigration, and, especially, illegal immigration

is outlined, and its support of the Rodino bill is cited. Strong measures, on the part of Congress, the Social Security Administration, INS, and other relevant agencies are urged.

"Mexican and Mexican-American Migrants." International Migration Review 5 (Fall 1971): 277-338.

Although this special issue of IMR makes no reference to the illegal Mexican alien, this series of articles concerned with the problems that Mexican and Mexican-American immigrants have encountered and the strategies they have employed in an effort to become absorbed into the economy or integrated into either the cultural milieu of the larger society or a more familiar sub-cultural milieu provides interesting and useful background material in view of the recent migration of illegals from rural to urban areas. Of particular interest, then, are Daniel O. Price's "Rural to Urban Migration of Mexican Americans, Negroes and Anglos," and Joan W. Moore's "Mexican Americans and Cities: A Study in Migration and the Use of Formal Resources."

"Nationwide Impact of the Border." Agenda, Winter 1973. National Council of La Raza, 1025 15th Street, N.W., Washington, D.C. 20005.

A special issue of La Raza's quarterly publication, which has a continuing interest in the problems of illegal Mexican aliens. This issue on the Mexican-U.S. border includes the following articles: Julian Samora, "Immigration History Provides the Key," which presents a brief history and analysis of Mexican immigration into the Southwest, both legal and illegal; Charles Gordon, "Examining the Control and Effects of Illegal Entry," a reprint of an I&N Reporter Spring 1973 article by the INS general counsel; and David S. North, "U.S. Government Moving to Cut Back Immigration from Mexico," which charts recent federal attempts, primarily by Congress, to tighten the border and U.S. employment of aliens with no authorization to work.

"The New Immigration." The Annals of the American Academy of Political and Social Science, September 1966.

This issue of the Annals, edited with an introduction by Edward P. Hutchinson, offers the lay person an extremely useful and succinct survey of the characteristics of recent immigration, the administration of immigration laws, and recent legislative action. Of particular interest and use is an article by Marion T. Bennett, "The Immigration and Nationality (McCarran-Walter) Act of 1952, as Amended to 1965," and an article by Edward M. Kennedy, "The Immigration Act of 1965."

Ortega, Joe C. "Plight of the Mexican Wetback." American Bar Association Journal 58 (March 1972), pp. 251-54.

The 1 million wetbacks who live in the U.S. have very few rights: Their lack of papers precludes any legal status. Children of wetbacks, for example, are denied education in California (particularly in Los Angeles), where state law requires school superintendents to request documentation of citizenship of children, and to notify the INS when it is not forthcoming. The Mexican consular offices can offer only limited assistance to illegals, and the author pleads that they be accorded at least the basic, universal and supranational rights of human beings as such.

Piore, Michael. "The Illegals." The New Republic, 22 February 1975, pp. 7-8.

A brief recapitulation of the analysis and argument presented in fuller detail in the author's paper, "The 'New Immigration' and the Presumptions of Social Policy."

Portes, Alejandro. "Return of the Wetback." Society, April/May 1974, pp. 40-46.

Termination of the bracero program has led to a resurgence of wetback migration and, to a lesser extent, lower-class immigration from Mexico. The typical Mexican immigrant is unlike all other immigrants: the "legal border immigrant today is, for the most part, the successful wetback or his close relative. The first distinctive characteristic of current wetback migration is that its successful outcome is often identical to attainment of legal permanent residence in this country." In addition, Portes asserts in this brief but informative and sophisticated article, the flow of wetbacks is vast, is creating a well organized and profitable smuggling business, and is shifting from rural farm labor to urban industrial and service occupations. Mexico benefits from the wetback flow in two ways: it alleviates the tensions and costs of the income maldistribution attendant to its rapid economic development by providing the poor with an alternative and, secondly, remittances from Mexican immigrants are being sent into that country. In the U.S., only the poor pay the costs of illegal immigration: U.S. employers benefit from the existence of this pool of abundant, cheap labor. The author suggests there are only three alternative strategies towards solving the problem, and he favors the last: permitting the current illegal flow to continue, closing the Mexican border, and creating a regulated entry program, coupled with increasing controls.

"Possible Limitations on the Discretionary Powers of the Immigration and Naturalization Service to Order Deportation." New York University Journal of International Law and Politics 4 (Winter 1971): 459.

"A Question of Where You Come From." The New Yorker, 14 July 1974, p. 23.

A visit to a National Council of Churches meeting in regard to the U.S. Government denial that Haitians are political refugees.

Rios, O.G. "Chronic Mexican-Alien Immigration Offenders." Federal Probation 34 (September 1970): 57.

"Rising Flood of Illegal Aliens: How to Deal With It." U.S. News & World Report, 3 February 1975, pp. 27-30.

Ritterband, Paul. "Law, Policy, and Behavior: Educational Exchange Policy and Student Migration." American Journal of Sociology 76 (July 1970): 71-82.

The intent of legislation for educational exchange is to facilitate education but not to create an avenue resulting in extralegal immigration. The legislation does not achieve its end, although the initial relationship between visa and migration intentions appears to indicate that the law does work.

Rizzo, John J. "Alien Welfare Benefits: An Examination of Eligibility Requirements Based on Citizenship." Syracuse Law Review 22 (1971): 1047-63.

On aliens as non-citizens; no discussion of illegal aliens.

Robinson, Dianne. "State Regulation of the Employment of Illegal Aliens: A Constitutional Approach." Southern California Law Review 46 (March 1973): 565-84.

Citing DOL reports of the adverse impact of illegals upon the labor market, particularly in California, the author proposes state legislation to alleviate this problem, revised to overcome the constitutional infirmities of California's prior attempt at statutory regulation of the employment of illegal aliens.

Rodino, Jr., Hon. Peter W. "The Impact of Immigration on the American Labor Market." Rutgers Law Review 27 (Winter 1974): 245-74.

The author, former chairman of the House subcommittee on immigration, argues that the administration of the labor certification program has given rise to much litigation, which the Department of Labor has generally lost, and that the program therefore needs modification. The article describes in detail the statutory basis for

the labor certification program; its legislative history and prior operations, before and after the 1965 Amendment; DOL administration of the program; the scope and impact of that program; and recent legislative developments.

Ryscavage, Paul M., and Mellor, Earl F. "The Economic Situation of Spanish Americans." Monthly Labor Review, April 1973, pp. 3-9.

A useful though brief demographic and economic profile of Spanish Americans, based on data from the 1970 Census and three recent supplements to the Current Population Survey.

Severa, Richard. "The Flight of the Wetbacks." The New York Times Magazine, March 10, 1974.

"Surge of Illegal Immigrants Across American Borders." U.S. News & World Reports 72 (17 January 1972): 32-4.

\*Sauvy, A., and Houdaille, Jr. "L'Immigration Clandestine dans le Monde." Population No. 4-5 (1974): 725-741.

Schwartz, Teresa M. "State Discrimination Against Mexican Aliens." George Washington Law Review 38 (July 1970): 1091-1113.

"U.S. Immigration, 1970: Policies, Procedures, Problems." The International Migration Review 4 (Spring 1970).

Articles by Edward M. Kennedy ("Immigration Law: Some Refinement and New Reforms"), Peter W. Rodino ("Today's Need for Immigration Revision"), Raymond F. Farrell ("The Role of the Immigration and Naturalization Service in the Administration of Current Immigration Laws"), Arnold R. Weber ("The Role of the U.S. Department of Labor in Immigration"), Barbara Watson ("Immigration Today"), Ruth Z. Murphy ("Current Concerns of the Private Sector"), and Lamar B. Jones ("Alien Commuters in United States Labor Markets") present the views of concerned members of Congress, officials in relevant administrative federal agencies, and representatives of immigrant-serving organizations and offer the reader a useful overview of topical American immigration issues. Illegal immigration is briefly discussed only in the last two articles.

Velie, Lester. "Poverty at the Border: Mexican Labor Brought in by Greedy U.S. Employers." Readers Digest 97 (August 1970): 92-7.

This article briefly describes the adverse economic problems created for the American farmworker by the influx of green card commuters and border crossers. Remedial action--closer control of the border and more rigorous enforcement by the border patrol--is recommended.

Wasserman, J. "Grounds and Procedures for Deportation." The Practical Lawyer 19 (November 1973): 27-36.

Westoff, Leslie A. "Should We Pull Up the Gangplank?" The New York Times Magazine, 16 September 1973, p. 15.

A careful presentation of the demographic implications of current immigration policies and practices, including the increasing presence of illegal aliens. Alternative policies are discussed in some detail.

"Wetback as Material Witness: Pretrial Detention or as Deposition?" California Western Law Review 7 (Fall 1970): 175.

"Why Wetbacks Are So Hard to Control." U.S. News & World Report 18 October 1971, p. 50.

"Wire Jumpers: Illegal Aliens." Newsweek, 14 February 1972, p. 29.

III. GOVERNMENT PUBLICATIONS AND REPORTS,  
PUBLISHED AND UNPUBLISHED

A. Congressional Documents

U.S. Congress. House. Amending the Immigration and Nationality Act, and for Other Purposes. House Report No. 93-108. 93d Cong., 1st sess., April 5, 1973.

To accompany H.R.982. Repeals the proviso in section 274 of the Immigration and Nationality Act, which provides that normal employment practices shall not be deemed to constitute the harboring or concealing of illegal aliens--an offense presently punishable by a fine of \$2,000 and/or five years in prison, and establishes the following three-step procedure for the imposition of sanctions against employers who knowingly hire illegal aliens: (1) for a first violation, the Attorney General is directed to serve a citation on the employer informing him of such apparent violation; (2) if such employer commits a subsequent violation within two years after receiving a citation, the Attorney General is directed to impose a fine of not more than \$500 for each alien; and (3) following the imposition of such a fine, if an employer commits an additional violation, he shall be subject to a fine of \$1,000 and/or one-year imprisonment for each alien. The bill also requires DHEW to disclose to the INS the name and address of any alien unlawfully in the United States who is receiving assistance under any State plan of the Social Security Act.

Immigration and Nationality Act Amendments of 1973. House Report No. 93-461. 93d Cong., 1st sess., September 11, 1973.

To accompany H.R.981, which proposed the creation of Western Hemisphere preference system, and made other changes in the Act.

Committee on Government Operations. Immigration and Naturalization Service Regional Office Operations. Part 1. Hearings before a Subcommittee of the Committee on Government Operations, 93d Cong., 1st sess., March 27; April 3 and 10, 1973.

These hearings examined the management and operational procedures of the INS regional offices in order to determine the economy, efficiency, and effectiveness of those procedures. They mark the second phase of a study of

INS begun early in 1972 by the Special Studies Subcommittee, which was also chaired by Rep. Wm. J. Randall. That subcommittee investigated, at the staff level, the impact of illegal aliens upon the labor market, breakdowns in income tax reporting and collections as they relate to illegals, exploitation of illegals by unscrupulous employers, and illegals' use of and impact upon social security and welfare benefits. In addition, the subcommittee requested that the GAO study the role of the INS in relation to the problem of illegals, a request that eventually led to the publication of three GAO reports (the work of the subcommittee itself did not, however, result in any publication of its findings). Part 1 of these hearings primarily presents information on the management of INS: although there is considerable discussion of the illegal alien situation (e.g., the cost of feeding illegal aliens, information concerning the lifting of social security cards from apprehended illegals, information regarding OEO training of illegals), data concerning illegals themselves is offered and discussed in terms of the adequacy of INS in carrying out its role, as per the mandate of this subcommittee. The incidence of fraudulent documents, border problems and interagency cooperation by the Social Security Administration is discussed in some detail.

Immigration and Naturalization Service  
Regional Office Operations. Part 2. Hearings before a Subcommittee of the Committee on Government Operations, 93d Cong.,  
1st sess., May 18; June 18 and 28, 1973.

Part 2 of these hearings deals with two issues: questions concerning the collection of taxes due from illegal aliens, both apprehended and nonapprehended, and questions concerning the Justice Department's investigation of INS (Operation Clean Sweep). With regard to the former issue, testimony of representatives of the IRS is heard, in response to such questions from the subcommittee as, the degree of cooperation of IRS with INS, the effectiveness of the IRS/INS joint experimental efforts in New York and Los Angeles to collect unpaid taxes from apprehended illegals, the IRS estimate as to tax revenue lost in the cases of deported aliens who are able to pay. Some results of Operation Clean Sweep are presented, along with considerable discussion as to the appropriateness of Justice Department testimony regarding that ongoing operation, and its relevance to the problem of illegal aliens and the economic border conditions that give rise to them are also discussed.

Immigration and Naturalization Service  
Regional Office Operations. Part 3. Hearings before a Sub-  
committee of the Committee on Government Operations, 93d Cong.,  
1st sess., September 17 and 18, 1973.

Part 3 includes the statement of the INS Officer in charge of the San Ysidro Border Crossing Station, California, which details the staffing, procedures, and work of that branch of INS, including discussion of its investigation by Operation Clean Sweep and problems attendant to each. An extensive statement by the INS San Francisco District Director outlines the nature of its work, and the ways in which it is organized and staffed, including its relationship with the central INS office. The problems posed by illegal aliens for INS and for the geographical areas in general are described in general terms, with some discussion of specific issues. Statements and testimony from Acting INS Commissioner Greene and the President of Local No. 1616, an immigration examiner, concerning the internal administration of INS and its effectiveness are also presented.

Immigration and Naturalization Service  
Regional Office Operations. Part 4. Hearings before a Sub-  
committee of the Committee on Government Operations, 93d Cong.,  
1st sess., November 13 and 14, 1973.

Part 4 is especially significant in regard to any study of illegal aliens, for it contains detailed statements, testimony, and letters from DHEW regarding the use of the social security card to reduce the number of illegals in the work force and aid INS in locating illegals, and the effect of recent legislation upon the implementation of that strategy and upon an abatement in illegals' use of various forms of public assistance. Representatives from DHEW testified in these hearings on two broad areas: the degree and nature of cooperation between SSA and the INS, and the extent to which illegals are receiving benefits under social security and other programs administered or supervised by DHEW. The provisions of the Social Security Amendments of 1972, which deal with the issuance of social security numbers and are thus highly relevant to determining the number and controlling the presence of illegal aliens in the labor force, are described in detail, as is their effectiveness. In addition, social security data on benefits paid to aliens outside the U.S. are presented. The reliability of media statements concerning the social costs of illegals, in public education, for example, is analyzed by DHEW. The hearing the following day concerned the smuggling of aliens and involvement with drugs and other crimes, particularly in reference to New York City Chinese illegal aliens.

Immigration and Naturalization Service  
Regional Office Operations. Part 5. Hearings before a Subcom-  
mittee of the Committee on Government Operations, 93d Cong., 2d  
sess., August 13; September 12, 17, 18; and October 9, 1974.

The bulk of these hearings concern Operation Clean Sweep, with the exception of testimony from General Chapman regarding the number of illegal aliens currently in the country, the removal of whom would release 1 million jobs for American citizens or resident aliens. A breakdown of the location of these jobs is provided.

Interim Report on Immigration and  
Naturalization Service Regional Office Operations. House Re-  
port No. 93-1623. 93d Cong., 2d sess., December 18, 1974.

This report is based on the 1973 series of hearings held by the Subcommittee on Legal and Monetary Affairs and two GAO reports on the INS, requested by that Committee. The report contains 29 recommendations designed to increase the effectiveness of the INS, primarily in controlling the illegal alien problem; e.g., increased funding of INS activities, stricter law enforcement, and enactment of such legislative measures as H.R.982 (i.e., sanctions against employment of illegal aliens). A discussion of the results of those hearings is also presented in a concise and useful manner, including their findings on such issues as illegal aliens and unpaid taxes, alien smuggling, misuse of border crossing cards, the unique cooperation of the New York City Police Dept. and the New York INS District Office, interagency cooperation, visa issuance, and various aspects of and defects in INS activities.

Law Enforcement on the Southwest  
Border. Review of Reorganization Plan No. 2 of 1973 and  
Related Developments. Hearings before a Subcommittee of the  
Committee on Government Operations, 93d Cong., 2d sess., July  
10, 11, 16; and August 14, 1974.

Reorganization Plan No. 2 of 1973 was designed by the Office of Management and Budget to create a single Federal drug law enforcement agency, the Drug Enforcement Administration, which also involved the transfer of approximately 900 agents from the INS to the Customs Service, to integrate inspection work at U.S. ports of entry--despite bitter opposition from both INS and Customs. Questions of the nature of the problems regarding drug enforcement and illegal aliens at the Southwest border, the efficiency and effectiveness of the OMB strategy and its authorization in the matter are considered

in detail, with testimony and statements from a wide range of representatives from agencies affected by the plan. Included in the Appendices of these hearings is the California State Social Welfare Board position statement on the subject of aliens, including illegal aliens, in California and their impact upon the state.

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Law Enforcement on the Southwest Border (Problems of Coordination between Immigration and Naturalization Service and Customs Service). House Report No. 93-1630. 93d Cong., 2d sess., December 18, 1974.

The Office of Management and Budget's border plan: legal and policy issues involved, the findings and recommendations of the Subcommittee.

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Committee on the Judiciary. Immigration and Nationality Act, with Amendments and Notes on Related Laws and Summaries of Pertinent Judicial Decisions. 6th ed., revised through May 1, 1969. Washington, D.C.: Government Printing Office, 1969.

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Hearings before Subcommittee No. 1 on H.R. 9112, H.R. 15092 and H.R. 17370 to Amend the Immigration and Nationality Act, and for Other Purposes, 91st Cong., 2d sess, July 16, 22, and 29, 1970, August 5 and 6, 1970.

The first public hearings in a series scheduled by this subcommittee to consider various aspects of Western Hemisphere immigration and the operation of the preference system in the Eastern Hemisphere. In addition, the Subcommittee sought to update and amplify the report of the Select Commission on Western Hemisphere Immigration, which was created by the 1965 immigration act and submitted its final report in January of 1968. Thus, the Subcommittee "examines the socioeconomic development of the constituent countries of the Western Hemisphere; unemployment in the United States, by occupation, industry, and geographical areas in relation to immigration from the Western Hemisphere; and prospective patterns of immigration to the United States and relevant factors which affect such patterns." Included in these hearings is discussion of illegal entrants, border crossers, Mexico-U.S. relations as they relate to the bills under consideration and to the general question of the need for a preference system in the Western Hemisphere.

Illegal Aliens. Part 1. Hearings  
before Subcommittee No. 1, 92d Cong., 1st sess., May 5; June  
3, 19 and 21, 1971.

Investigative and legislative hearings, particularly in regard to sections of H.R. 2328, an omnibus immigration bill introduced in 1971, that provided penalties on those who knowingly employ illegal aliens. Part 1 presents hearings held in Washington and Los Angeles and includes testimony and statements of INS regarding the number, distribution, and apprehension of illegals and INS operations, problems, and needs; Asst. Regional Manpower Administrator, USDOL, Region IX, San Francisco, Ca., regarding DOL opposition to entry of illegals. Reference is made by the latter to the forthcoming Sultan manpower study of the Ca. farm labor force and the increasing influx of illegals and their impact upon the farm labor market. Additional testimony is heard from U.S. magistrate, San Diego, regarding problems in the prosecution of illegals and smugglers; an assemblyman, California State Legislature, regarding A.B. 528, which would have rendered employment of known illegal aliens illegal; the General Counsel California Rural Legal Assistance (Sheldon Greene), regarding relationship of California agriculture and illegals; in addition to various representatives of unions, Mexican-American groups, and agricultural employers.

Illegal Aliens, Part 2. Hearings before  
Subcommittee No. 1, 92d Cong., 1st sess., June 24, 25; July 9  
and 10, 1971.

The June 24, 25 Denver hearings concerned the increasing number of apprehended illegals and the impact of an indeterminate number of illegals on INS, the labor market and unemployment, welfare and medical programs in Colorado. Includes testimony and statements of the Director and Deputy Director of the INS Denver District (which includes Wyoming and Utah); the Regional Director, USDHEW, and medical doctors with the Colorado Health Dept. and Migrant Coalition, concerning hazardous housing, incidence of infectious diseases, low level of immunization, and impact on Colorado and Migrant Health budgets; DOL Denver Regional Manpower Administration, Wage and Hour Div. Asst. Area Director, and Colorado State Representatives, concerning labor problems (including violation of minimum wage laws), impact of illegals on urban as well as rural employment, and failure of the Colorado House bill (1362), which was similar to H.R.2328; representatives of migrant service programs, particularly legal services for illegals, unions, local farm associations, as well as farmworkers themselves.



Illegal Aliens, Part 4. Hearings  
before Subcommittee No. 1, 92d Cong., 2d sess., March 10  
and 11, 1972.

These New York hearings include testimony and statements regarding the increasing number of apprehended illegals (90% are overstays) and its impact upon INS, the probable consequences of (undetermined) numbers of illegally employed aliens upon the labor market, public assistance programs and crime in the city and state. The New York District Director and various representatives of the INS reported on available district statistics on the apprehension. Testimony and statements of the DOL Regional Manpower Administrator affirmed, as in previous hearings, the belief that illegal aliens seriously depress wages and impair working conditions. Mention is made throughout these hearings of a series of articles on illegals by the New York Daily News, which estimated that illegals send \$1.5 billion out of the country annually. Sylvan M. Tomasi, Director, Center for Migration Studies, suggested, however--along with a number of other witnesses --that there is no hard data on the number or impact of illegal aliens. In addition to representatives of various groups as in previous hearings, the viewpoints of Chinese American, the NAACP, and American Haitians were heard. Discussion in these hearings often focused on question of the discrimination practices that may result from Section 26 and 28 of H.R.2328, should they become law. The positions of the American Council for Nationalities Service and Association of Immigration and Nationality Lawyers were also presented.

Illegal Aliens. Part 5. Hearings  
before Subcommittee No. 1, 92d Cong., 2d sess., March 22, 23,  
and 24, 1972.

The March 22-23 Washington, D.C. hearings continued to focus, now on a nationwide level, on the question of the number, kinds, methods of entry, degree of victimization by smugglers, use of fraud, modes of apprehension, and impact upon the INS of illegal aliens. Testimony and statements of Congressman Jack H. McDonald, the Commissioner and other representatives of INS concerning these questions are included. Testimony and statements concerning the illegal employment of aliens; the advisability and problems attendant to labor certification, the availability of data on the impact of illegal aliens upon unemployment, the degree to which illegals depress wages were heard from representatives of the USDOL, including its Employment Service. DOL advised as to lack of data and had no recommendation regarding possible

methodologies for obtaining them. In regard to current estimates that number of illegals are increasing, reference to figures of deported aliens in the 50s, which exceeded 1 million in 1954, during Operation Wetback. Testimony and statements from the Deputy Commissioner of Social Security and representatives of HEW concerning their relations to INS and problems and methods attendant to assignment of social security numbers and the non-availability of data on employment of illegals. Testimony and statements regarding number of visa overstays, visa refusals, methods of determining validity of visa applications (number of applicants, not percentage of overstays, is increasing), and relationship to INS given by representatives of the State Dept. Testimony and statements were also offered by representatives of the AFL-CIO, the Association of Immigration and Nationality Lawyers, and others.

Illegal Aliens: A Review of Hearings  
Conducted During the 92d Congress (Serial No. 13, Pts. 1-5)  
by Subcommittee No. 1, 93d Cong., 1st sess, February 1973.

This is an extremely useful, succinct and well documented review of hearings and investigations conducted by the members of Subcommittee No. 1, Immigration and Nationality, during the 92d Congress. In addition to the hearings on the problem of illegal aliens, the Subcommittee held many formal and informal conferences with officials and employees of the Departments of State, Justice and Labor for the purpose of discussing the illegal alien problem. The observations, findings and conclusions contained in this review are based upon both activities of the Subcommittee and are set forth in terms of answers to and discussions of the questions originally asked by the Subcommittee; e.g., How many illegals are in the U.S.? Why is their number increasing? Do they displace American workers? Do they depress wages, or burden the welfare rolls and other governmental programs? Do they adversely affect our balance of payments by sending money to their country of origin? Are they victimized by smugglers, unscrupulous employers, and others?

Illegal Aliens. Hearings before  
Subcommittee No. 1, 93d Cong., 1st sess., March 7 and 8, 1973.

These brief hearings present and consider questions relating to H.R.982, successor to H.R.16188, which, in turn, had directly resulted from the previous Subcommittee's consideration of H.R.2328 and the general subject of illegal aliens. (H.R.16188, which sought, among other things, to impose penalties on employers who knowingly hire illegals, passed the House in 1972, but was not

considered by the Senate.) The text of H.R.982 is included with these hearings. In addition to considerable discussion by representatives from the Justice Dept's Office of Legislative Affairs and the General Counsel of INS in regard to their support and suggestions for possible refinements of this bill, INS data on apprehended illegals are updated and, more particularly, the results of an INS sample inquiry as to the employment status and nature of employment of Mexican illegal aliens located by the Service are included--an inquiry undertaken in 1972 at the request of a Special Study Group considering the problem of illegal entrants from Mexico. Testimony and statements relating to this bill are offered by representatives of the AFL-CIO. Section 3 of H.R.982 required HEW disclosure of illegal aliens who receive assistance under the Social Security Act; considerable discussion therefore relates to implementation of Public Law 92-603, Section 137 of which requires, inter alia, social security account applicants to submit evidence of their citizenship or alien status. Testimony by representatives of the Social Security Administration concerning methods and degree of implementation of this law and cooperative procedures with INS are included.

Western Hemisphere Immigration.  
Hearings before Subcommittee No. 1 on H.R. 981, 93d Cong.,  
1st sess., March 28; April 12; June 6, 7, 13 and 14, 1973.

The purpose of these hearings was to develop amendatory legislation to alleviate the hardships unintentionally caused some of our Western Hemisphere countries by the 1965 amendments; e.g., due to the lack of a preference system for Western Hemisphere immigration, and the 120,000 ceiling, a massive backlog of intending immigrants from the Western Hemisphere has accumulated--a symptom of which is the illegal alien problem. Representatives of DOL, State, the immigrant-serving associations, and former members of the Commission on Population Growth and the American Future speak to such questions as: Should there be a preference system for the Western Hemisphere? Should there be limitations on Canada and Mexico; if so, what numerical limitations should be imposed? Should the labor certification requirement be revised or eliminated? The text of H.R.981 is included.

Review of the Administration of the  
Immigration and Nationality Act. Hearings before the Subcom-  
mittee on Immigration, Citizenship, and International Law,  
93d Cong., 1st sess., July 26; September 13, 18, and 20, 1973.

These hearings were held, as per Section 118 of the Legislative Reorganization Act of 1970, to determine whether provisions contained in the Immigration and Nationality Act were being "reasonably and properly" administered by the INS and the Bureau of Security and Consular Affairs. Testimony is given by INS regarding methods of procedures in locating and apprehending illegal aliens, with special reference to the question of civil rights violations. Testimony from the Bureau of Security and Consular Affairs and the Visa Office regarding procedures, staffing, etc. to reduce the number of mala fide nonimmigrants. Testimony from INS regarding interagency cooperation in regard to the problem of illegal aliens, including discussion of roles of the Social Security Administration and IRS. Presentation of INS data concerning apprehension of illegals at the border, use of electronic devices to apprehend them, and the results of a concentrated area control operation in Los Angeles, May 23-June 20, 1970. A number of useful documents are found in these hearings, including a brief history of the development of immigration and naturalization laws and INS, by the INS General Counsel.

Report of the Special Subcommittee  
of the Committee on the Judiciary to Review Immigration,  
Refugee, and Nationality Problems, 93d Cong., 1st sess.,  
December 1973.

A brief report of a Special Study Subcommittee of the House Committee on the Judiciary, which conducted hearings and investigations in the Far East during the period August 7 to 17, 1973. The Subcommittee reviewed the visa work loads at the various posts visited and attempted to ascertain any particular problems in the implementation and administration of the Immigration and Nationality Act. Of interest in regard to the subject of illegal aliens is the section on visa issuance in the Philippines, which had at the time the largest oversubscribed waiting list for immigrant visas. Discussion, though brief, of fraudulent documentation for obtaining nonimmigrant visas, misuse of valid visas, and recommendations for dealing with these problems.

Immigration and Naturalization Oversight. Hearings before the Subcommittee on Immigration, Citizenship and International Law, 93d Cong., 2d sess., April 3; and June 25, 1974.

An updating, primarily by the INS Commissioner, of current activities, budget, and problems confronted by the INS, with particular reference to the apprehension of illegal aliens on the border.

Senate. Committee on Labor and Public Welfare. Migrant and Seasonal Farmworker Powerlessness, Part 1--8-C. Hearings before the Subcommittee on Migratory Labor, 91st Cong., 1st and 2d sess., 1969-1970.

Three of these highly useful 16 volumes focus on the presence and impact of illegal aliens: Part 4-B, Farmworker Legal Problems; Part 5-B, Border Commuter Labor Problems; and Part 7-B, Manpower and Economic Problems.

General Accounting Office. Better Controls Needed to Prevent Foreign Students from Violating the Conditions of Their Entry and Stay While in the United States: Report to the Congress by the Comptroller General of the United States. B-125051, Washington, D.C., February 4, 1975.

The third in a series of reports on INS and the alien problem, this report presents the results of a GAO review of the provisions of the Immigration and Nationality Act that prescribe conditions for entry and stay of foreign students. GAO examined the policies, procedures, and practices at American consulates for issuing visas to foreign students. It reviewed INS policies, procedures and practices in approving schools for attendance by foreign students, in determining whether students maintain their status, and in expelling those failing to maintain their status, and it inquired into the role of DHEW in consulting with INS on approval of schools. Since many of the records examined did not lend themselves to scientific sampling techniques, most of the cases examined were selected on a judgmental rather than a scientific basis. The GAO review was made at the State Dept. headquarters and the INS central office; at American consulates in Tehran, Karachi, Bangkok, Rio de Janeiro, Bogota, Lima, and Caracas; at INS district offices in New York and Los Angeles; and at 15 approved schools in those INS districts. The GAO found that INS records showed about 42% of the 222,000 foreign students in the U.S. as of December 1974 were in illegal status. In addition to a detailed review of the situation and the inter-relations between the appropriate agencies, the report presents a series of recommendations and those agencies responses to those recommendations.

More Needs to Be Done to Reduce the Number and Adverse Impact of Illegal Aliens in the United States: Report to the Congress by the Comptroller General of the United States. B-125051, Washington, D.C., July 31, 1973.

At the request of the Chairman, Special Studies Subcommittee of the House Committee on Government Operations, and Congressman John W. Wydler, GAO examined the problems of the INS in preventing entry of, locating, apprehending, and expelling illegal aliens. This succinct but thorough report presents GAO findings and recommendations after its review of relevant immigration law, INS policies, procedures, and practices at both the federal and INS district level, and its discussions with officials of local welfare agencies and State employment agencies in five of the six states included in its review and with headquarters officials of IRS, HEW, and Labor. Chapter 2 describes the illegal alien problem, its magnitude and impact, presents relevant agency comments upon it, and GAO's evaluation of the degree to which it is under control. Chapter 3 discusses the need for improved government agency cooperation in some detail and offers several recommendations. Chapter 4 briefly discusses the need for sanctions to discourage hiring illegals and recommends passage of H.R.982. An appendix includes an INS organization chart and correspondence from the federal agencies in regard to the GAO report.

Needs for Improvement in Management Activities of the Immigration and Naturalization Service. B-125051, Washington, D.C., August 14, 1973.

The second report of GAO, in response to the request of the Chairman, Special Studies Subcommittee of the House Committee on Government Operations, and Congressman John W. Wydler. This report discusses the need for improvements in the (1) record system for identifying nonimmigrants who overstay their permitted time, (2) controls over Mexican border crossing cards, (3) procedures and practices for obtaining fingerprint searches on illegal aliens, (4) procedures for requesting Mexican aliens to pay their own transportation costs within the INS Southwest Region, and (5) procedures used in the alien address reporting program. The report includes a number of recommendations regarding these issues to the Attorney General.

B. Executive Department Documents

U.S. Commission on Civil Rights. Counting The Forgotten: The 1970 Census Count of Persons of Spanish Speaking Background in the United States. Washington, D.C., April 1974.

This report evaluates the adequacy of the efforts of the Bureau of the Census to enumerate the Spanish speaking background population in the United States in the 1970 census. It is based on interviews with officials from the Bureau of the Census and other Federal agencies with statistics responsibilities and with social demographers expert in the field of data collection on persons of Spanish speaking background. The Commission found that the Bureau's procedures were insensitive to this population. As a result, persons of Spanish speaking background were probably undercounted by appreciably more than 7.7%--the percent of the black population which the Bureau acknowledges was missed in the 1970 census. The role of illegal Mexican aliens in the undercount is briefly discussed, as is the coincidence of INS mass raids in Los Angeles and the 1970 census (pp. 44-45).

U.S. Commission on Population Growth and the American Future.

Vol. 1. Demographic and Social Aspects of Population Growth. Vol. 2. Economic Aspects of Population Change. Vol. 3. Population, Resources, and the Environment. Vol. 4. Governance and Population. The Governmental Implications of Population Change. Vol. 5. Population Distribution and Policy. Vol. 6. Aspects of Population Growth Policy. Washington, D.C.: Government Printing Office, 1973.

Population and the American Future. Final Report. Washington, D.C.: Government Printing Office, 1972.

Chapter 13 of this final report considers the demographic implications of immigration since the 1965 Immigration Act, with particular attention to the "major and growing problem" of illegal immigration. The Commission recommends in this report (p. 116) that "Congress immediately consider the serious situation of illegal immigration and pass legislation which will impose civil and criminal sanctions on employers of illegal border-crossers or aliens in an immigration status in which employment is not authorized. To implement this policy, the Commission recommends provision of increased and strengthened resources consistent with an effective enforcement program in appropriate agencies."

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**1 OF 2**

U.S. Department of Commerce. Bureau of the Census. Census Population, 1970: General Social and Economic Characteristics. Final Report PC(1)-C1, United States Summary, Washington, D.C: Government Printing Office,

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. Selected Characteristics of Persons and Families of Mexican, Puerto Rican, and Other Spanish Origin, Current Population Reports. Series P-20, No. 238. Washington, D.C.: Government Printing Office, 1972.

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. Economic Development Administration. "Industrial and Employment Potential of the United States-Mexico Border," by Robert R. Nathan Associates, Inc., December 1968.

Useful primarily as a comprehensive and relatively recent analysis of the economic condition of the border counties and states. A major conclusion of the report is that "the large inflow of legal and illegal Mexican immigrants, together with commuters who live in Mexico but work in the United States, undoubtedly contributes to disruption of the labor market and to poverty problems on the U.S. side of the border." In addition to a series of recommendations for strategies to create new employment opportunities, the report offers appendices detailing such matters federal expenditures along the border, profiles of U.S. counties along the border, U.S.-Mexico trade and border development, etc. A brief bibliography is included.

U.S. Department of Labor. Manpower Administration. Alien Workers: A Study of the Labor Certification Program, by David S. North. Available from the National Technical Information Service, Springfield, Virginia 22151, August 1971.

A study of that part of the U.S. immigrant-screening process administered by the Department of Labor's labor certification. The report provides a history of the program, describes its operation, and analyses its impact on the labor market.

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. "Bibliographic Literature on Migrant Seasonal Workers: An Annotated Reference Guide." Prepared by LMC Inc., October 1974.

Included in this bibliography on migrant workers are several references to the presence an impact of illegal aliens in the farm labor force.

. The Border Crossers: People Who Live in Mexico and Work in the United States, by David S. North. Available from the National Technical Information Service, Springfield, Virginia 22151, April 1970.

A study of the magnitude, flow and characteristics of commuting Mexican workers and their impact on the resident American work force in the Southwest, where wages are generally low and unemployment high. The origins of the commutation practice, the controversies it has created, the role played by the border crossers in a variety of Federal programs and the presence of illegals are also discussed.

. Farming and Farm Labor, by Paul Sultan and Darryl D. Enos. Available from National Technical Information Service, Springfield, Virginia 22151, 1974.

A description and analysis of the patterns and barriers of the occupational and geographic mobility of farm laborers in California within the context of the contemporary process of urbanization in the United States and including interviews with more than 873 farm workers, 30 employers, and numerous farmers, fruit cooperative directors, labor camp managers, and state rural manpower office employees. The presence, characteristics, and role of illegals in farm and nonfarm employment is briefly considered in Chapters II, VII, and VIII.

. Immigrants and The American Labor Market, by David S. North and William G. Weissert. Available from National Technical Information Service, Springfield, Virginia 22151, April 1973.

Report on the first and second phase of a three-phase, longitudinal study of the labor market behavior of post-1965 immigrants. The first phase of this study was largely based upon an analysis of immigration files: official documents on 5,000 immigrants, all of working age and all arriving in fiscal year 1970, were coded and statistically analyzed. The second phase was based upon a series of interviews with 201 employers of immigrants and some 100 of the 5,000 immigrants in the study's sample.

. \_\_\_\_\_ . "The Legal and Illegal California Farmworker: Some Implications for Unemployment Insurance," by Paul E. Sultan and John M. Virgo, January, 1974.

This study attempts to uncover the major economic and institutional forces operating within the California farm sector in order to identify trend variables (on both the demand and the supply sides of the market) that are likely to influence the direction and degree of change in the cost to the UI fund, should the farm sector become eligible for coverage. The role of illegals on this sector and its potential as well as current impact upon social service costs and UI costs are analyzed in considerable detail, using INS data as well as numerous field interviews with various officials in agencies and organizations affected by Mexican agricultural workers within the California work force, including personnel in the California Dept. of Human Resources Development; INS; the Border Patrol; grower associations; Chavez's United Farm Workers Organizing Committee; and farm labor contractors. In addition to consideration of the legal and illegal California farm labor supply (Ch. VI), this report considers the extent, methods, and impacts of illegal manpower flows into California (Ch. VIII), and constructs a matrix of illegal manpower flows and employment effects (Ch. IX). The final chapter (CH. X) is an informative, if anecdotal, summary of information gained from the field testimony, presented in the form of questions and answers, with considerable discussion of illegal aliens.

U.S. Department of Health, Education and Welfare, Regional Office VI. "Regional Memorandum," by Howard D. McMahan, Regional Director. Dallas, Texas, November 1973.

The DHEW Region VI has some 1200 miles of contiguous border with Mexico and illegal aliens are cited by this memorandum as one of Region VI's three top priority issues. Although this report offers numerous tables, statistics, and data on this question, they are generally derived from INS data, the House Subcommittee hearings on illegal aliens, and apparently, the Cramton Report, with the interesting exception of some data on the coincidence of disease, unemployment, and the presence of illegals in the border counties of Texas. Passage of H.R. 982, implementation of the Social Security Act amendment regarding using the Social Security Card as a device for identifying persons who are entitled to work and for locating illegally working aliens, and an affirmation action INS program for Spanish-surnamed are recommended.

U.S. Department of Justice. Immigration and Naturalization Service. Annual Report of the Immigration and Naturalization Service. Various issues.

The primary published source of all data on immigration, both legal and illegal, including alien address reports.

\_\_\_\_\_. "The Impact of Illegal Aliens in the Southwest." Briefing before Members of the House of Representatives who represent Congressional Districts along the Southwest Border by Leonard F. Chapman, Jr., Commissioner of Immigration and Naturalization, December 10, 1974

A useful set of charts and tables relating to the number and impact upon of illegal aliens in the border states.

\_\_\_\_\_. "Summary of Illegal Aliens Estimated to be in the United States." An INS working paper, November 15, 1973

An estimate of then-current number of illegal aliens in the U.S. Estimates were made for six categories of aliens and a description and evaluation of the adequacy of the methodology used in making those estimates is presented. Charts, graphs, and tables are included.

U.S. Department of State. Bureau of Security and Consular Affairs. Report of the Visa Office. Various issues.

Issued annually, this report is the primary source of published data on the issuance of visas, both immigrant and non-immigrant.

U.S. Equal Employment Opportunity Commission. Spanish Surnamed American Employment in the Southwest, by Fred H. Schmidt. Washington, D.C., 1970

U.S. Select Commission on Western Hemisphere Immigration. Final Report. Washington, D.C.: Government Printing Office, 1968.

Created by the Immigration Act of 1965 to study prevailing and projected demographical, technological and economic trends, particularly as they pertain to Western Hemisphere nations; present and projected unemployment in the United States; the interrelationships between immigration and existing and contemplated

national and international programs and projects of Western Hemisphere nations; the operation of the immigration laws of the United States as they pertain to Western Hemisphere nations in reference to their fairness and their impact on employment and working conditions within the United States; and the implications of the above to the security and international relations of Western Hemisphere nations. This report includes a number of recommendations and has an extensive research supplements that speak to the above-described mandate of the Commission, including data and discussion of the labor certification program, the problem of commuters and the Mexico-U.S. border, and a brief report on population growth in Mexico.

U.S. Special Study Group on Illegal Immigrants from Mexico.  
"A Program for Effective and Humane Action on Illegal Mexican Immigrants." Washington, D.C., January 15, 1973.  
("The Cramton Report")

This is the final report of a study group, comprised of representatives from the Departments of agriculture; Health, Education and Welfare; Justice, Labor; State; and the Immigration and Naturalization Service and chaired by Roger C. Cramton, Assistant Attorney General. The Group was established in August 1972 at the direction of the President, following his meeting with the President of Mexico (a counterpart commission was established by the Mexican Government). The principal objectives of the Study Group were to (1) provide an up-to-date description of the problem of illegal immigration from Mexico and current strategies for dealing with it; (2) make recommendations from Mexico and assure humanitarian treatment of illegal entrants; and (3) explore areas for cooperative efforts with the Government of Mexico. On the basis of data available from the various federal agencies involved, in addition to informal discussions with its Mexican counterpart, this report presents a useful overall description of the social, economic, legal, diplomatic, political, and human difficulties in both Mexico and the United States that attend the "massive influx of illegal aliens" into this country. A number of recommendations are offered, including legislation imposing penalties on those who knowingly employ illegal aliens, tighter border control, implementation of recent amendments to the Social Security Act, INS use of more Spanish-Speaking persons, amendments to the Immigration and Nationality Act regarding adjustment of status, non-reinstitution of a Bracero Program, and continuing and increasing liaison with the Government of Mexico.

C. State and Local Government Documents

California State Social Welfare Board. "Position Statement: Aliens in California." California: Health and Welfare Agency, Department of Social Welfare, January 1973.

A concerned but careful attempt to describe and document where possible the numbers, kinds, and differential impact of aliens upon public assistance, tax-supported medical care and related programs, public education, and employment in the border state of California, whose alien population is the highest in the country. Stringent controls, through a number of measures, on the availability of social services and employment, including higher education, to non-resident aliens is advised, in a series of concrete, often detailed, recommendations. The characteristics, employment, place of apprehension of a small sample of illegals apprehended in California are presented. Available data--and their lack of precision--regarding the presence and impact of illegals in the state are noted, and the results of an informal investigation into their impact upon public assistance and tax-supported medical care and related programs in California are discussed. A brief analysis of the number, cost, and impact of foreign students in California institutions of higher learning is included. Available data on the number of illegals employed in the state, California legislative attempts to render such employment illegal, and a brief discussion of the lack of available domestic farm labor and the feasibility of temporary labor certification of aliens are included.

Los Angeles Police Department. "Study of Impact of Illegal Aliens on Crime in L.A.: Ramparts Division Case Study." Los Angeles, Ca., September 1974.

A detailed report of the results of and the rationale for an 80-man, three-day "Joint Crime Suppression Task Force" by the Los Angeles Police Department and the INS, an attempt to reduce repressible crime and enforce immigration law in an area where a sizeable portion of the population are illegal aliens. An indepth analysis of crime within Rampart area showed a high correlation between the occurrence of crime and the presence of illegal aliens, (e.g., in June 1974, 36.3% of the felony and 17.3% of the misdemeanor arrests in this division were illegal aliens.) In addition to detailed documentation to that effect, the report includes a summary of several case histories, a profile of 451 illegal aliens detained by the INS, and a formal opinion by the California Attorney General regarding his view of the authority of state and local law enforcement officials to enforce Federal immigration laws.

Illinois Legislative Investigating Commission. "Report to the General Assembly on the Problem of Illegal Aliens in Illinois." Chicago, Illinois, October 1971.

This report describes the results of a three-month investigation of the illegal alien situation in Illinois and its impact upon employment, social services, and crime. On the assumption that state legislation in the narrow field of illegal alien employment is probably constitutional, the Commission drafted a bill requiring employers in the state to elicit proof of an applicant's citizenship or legal presence, published as Appendix Two of this report, along with a resolution requesting the federal government to take stronger steps to curtail the flow of illegal aliens into Illinois (Appendix Three). Included in the Commission's report is an analysis of the scope of the problem, a discussion and available data on Mexican alien smuggling, procurement of social security cards by aliens, laxity in issuance of U.S. tourist visas, places of arrests of illegal Mexican aliens, types of employment and employers of illegals, tax, social security, and public aid data.

Texas Good Neighbor Commission of Texas. Texas Migrant Labor 1973 Annual Report. P.O. Box 12007, Austin, Texas 78711.

Organized under a federal grant in 1943 and later funded by legislative appropriations, the Commission is charged under its basic law to coordinate the work of federal, state and local government units endeavoring to improve the living and working conditions of Texas migrant farmworkers and their families. The annual reports of the Commission reflect a continuing concern with and discussion of the situation of illegal immigrants and their impact upon the Texas farm labor force, which is made up almost entirely of Mexican Americans who are native born American citizens, but "who continue to hold a strong cultural affinity with Mexico and customs related to their background." In addition to useful statistic information on Texas migrants and farm employment, the annual reports describes in full detail the facts, conditions and circumstances of migrant laborers in that state, including data on alien labor and immigration, both legal and illegal, and their impact upon indigenous workers (See especially Chapter III).

Washington. Inter-Agency Task Force for Agricultural Workers.  
"Investigative Study of the Impact of Illegal Aliens  
on Farmworkers in the State of Washington."  
Preliminary Report, December 1974.

Data for this study were gained primarily from structured interviews with farmworkers, employers and public officials in the state. A composite of estimates from public service officials indicated the presence of 5,000 or more illegals aliens working in agriculture during a peak period in 1974, most of whom were concentrated in the Yakima Valley. There were "overwhelming indications" that jobs were being taken from local and U.S. migrant workers, to the latter's serious disadvantage. There was no indication that the presence of illegals had affected social services, except in food stamps and medical services. Illegals received an estimated \$7 1/2 million in wages, which is reported by post offices to be sent to Mexico.

IV. NEWSPAPER ARTICLES

Aarons, Leroy F. "Illegal Entrants Flock to U.S.: A New Poverty Class (Part I)." The Washington Post, 2 February 1975.

\_\_\_\_\_. "Patrol Can't Keep Aliens Out (Part II)." The Washington Post, 3 February 1975.

ABC. "Closeup," 3 January 1975. "Illegal Aliens: The Gate Crashers."

A one-hour documentary on the problems of and those caused by illegal aliens in the U.S.

Austin, Danforth W. "Leaky Border: Increases of 'Wetbacks' Entering from Mexico Stirs Concern in U.S." The Wall Street Journal, 29 September 1971.

Brand, David. "Keep Out: Border Patrol's Work Gets More Hectic, But It Usually Gets Its Man." The Wall Street Journal, 18 August 1969.

Buder, Leonard. "65,000 Illegal Aliens Reported in City Schools." The New York Times, 12 June 1973.

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"Carlos Didn't Last Long in the Promised Land." Washington Star News, 17 November 1974.

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"Chavez Shifts View of 'Illegals'." The Washington Post, 3 February 1975.

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Dolan, Mary Anne. "An Awful Risk, But the Prize Was America." Washington Star-News, 18 November 1974.

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Farber, M.A. "Million Illegal Aliens in Metropolitan Area (Part I)." The New York Times, 29 December 1974.

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"Unlawful Aliens Use Costly City Services. (Part II)." The New York Times, 30 December 1974.

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"Battle Expected on Tighter Laws to Curb Illegal Aliens, (Part III)." The New York Times, 31 December 1974.

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Argentinian overstay becomes a green carder.

Gregory, John. "Life in the Barrios: A Study of Alienation." Los Angeles Times, 5 January 1975.

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Free Press, 25 April 1974.

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