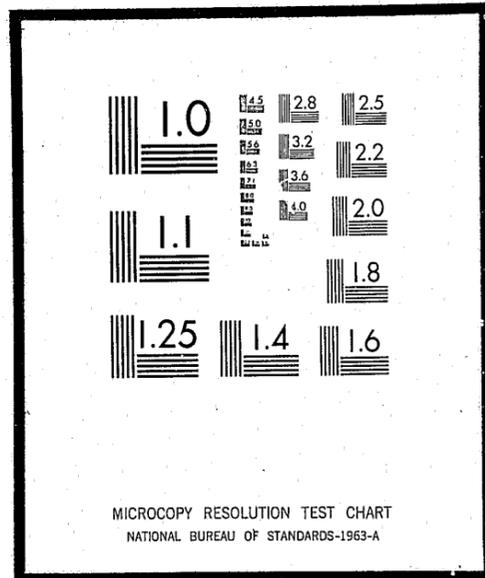


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U.S. DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
NATIONAL CRIMINAL JUSTICE REFERENCE SERVICE
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I L L E G A L A L I E N S :

Research Design

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PREFACE

This is the third section of a three-part report to the Law Enforcement Assistance Administration; the consultant was retained to design a major study on the numbers, distribution, characteristics, flows and impacts of illegal aliens in the United States. The first section included a discussion of the significance of the influx of the illegals, and a description of various methods of measuring this phenomenon. The second was an annotated bibliography on the subject.

This section contains a detailed methodology for seven separate studies on the subject; it is the recommendation of the consultant that these studies be conducted in the forthcoming fiscal year by the Immigration and Naturalization Service.

The assumption is made that readers of this document have access to the other two sections of the report, and material contained in them is not repeated here.

CHAPTER I OVERVIEW

It is useful to review the objective of this activity, which is to secure data needed by policy makers regarding the numbers, distribution, flows, characteristics and impacts of illegal aliens on the United States. We have surveyed, in an accompanying document, various techniques to measure this phenomenon, and have recommended that seven separate but related studies be mounted. The specific studies, and their specific objectives, are noted below:

| <u>Specific Study</u> | <u>Objective</u> |
|--|---|
| 1. Residential Survey | Data on stock of illegals (numbers and distribution within the U.S.) |
| 2. Border Patrol Staffing Pattern Experiment | Data on flows of those entering without inspection (EWIs) |
| 3. Border Patrol Sensor Reporting Experiment | Data on flows of those entering without inspection (EWIs) |
| 4. Fraudulent Documentation Study | Data on flows of those entering the country with fraudulent documentation |
| 5. Characteristics Study | Data on the characteristics of illegal aliens |
| 6. Industrial Survey | Data on impacts of illegals* |
| 7. Impact of illegals on Legal Aliens | Data on impacts of illegals |

* This study will also serve as a device to estimate the total number of employed illegal aliens in the nation, and thus will be, in a sense, a study of a major portion of the stock of illegals, those in the labor force.

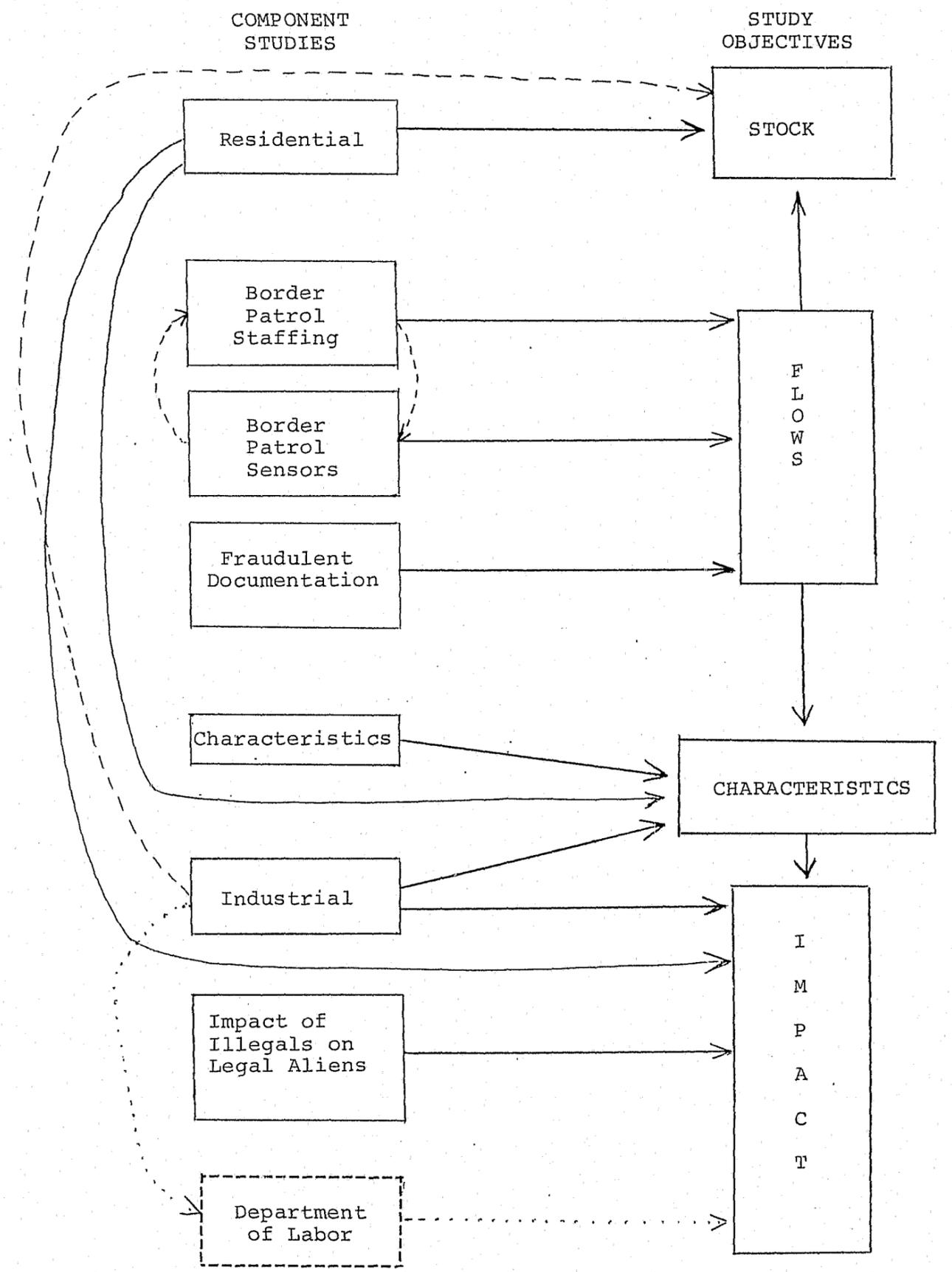
In the chapters which follow we will outline the relationships among these proposed studies, the proposed organization of the studies, and finally, detailed methodologies for each of the studies. Each of the studies was described in the accompanying document, the Final Report, and page citations are made to enable easy reference to the background discussions on the subject.

CHAPTER II. RELATIONSHIPS OF THE COMPONENTS

The seven studies have been designed as a conceptual whole, and although the methodology for each will be described separately, it should be borne in mind that they have a series of relationships to each other. All of the studies described here are proposed for performance in FY '76, and are proposed as activities to be funded by the Immigration and Naturalization Service (INS). Another group of studies, covering a range of impacts of illegal aliens, on such U.S. systems as the educational and social security systems, were outlined in Chapter VI of the accompanying volume; they are regarded as potentially useful exercises, but are not among those that we are recommending for INS support. It should also be noted that each of the seven recommended studies carries with it an element of replicability; although the studies are designed primarily to secure data within the next twelve months on the subject of illegal aliens, each study contains, to a varying degree, a system for securing comparable information, in years to come, without going through the whole exercise all over again. (The creation of a predictive capacity, based on the utilization of Border Patrol sensor system reports, is a good case in point.)

The relationships among the studies is shown visually on the next page, with the solid arrows indicating substantial inputs, the broken lines showing control group-experimental group relationships, and the dotted lines indicating a relationship with an ongoing study, now funded by the Department of Labor, on the labor market impact of illegals.

Relationships Among Studies Proposed to INS



The boxes on the right indicate the objectives of the various activities, and those on the left the component studies. Straight solid lines, running from left to right, indicate the primary purpose of a given study, while solid lines running in other directions indicate secondary purposes of the studies.

Thus, although the residential study is primarily designed to answer basic questions about numbers and distribution of illegals, it will also supply us with useful information on the characteristics of the illegals, and their impacts on society. Similarly, although the Border Patrol and documentation studies are primarily designed to provide data on flows of illegals, some characteristics and stock information will be generated at the same time.

The characteristics study will supply much, but not all, of the data on this subject; and the data collected, in turn, will be useful in connection with a description of the impact of illegals.

The industrial survey will serve several purposes, in addition to its primary one of helping to measure the impact of illegals on jobs; it will provide some characteristics data on the illegals in the labor force (primarily their nationality, and sex as well as the location and characteristics of their employers). Further, this survey will act as a control on the residential survey, in connection with our interest in the numbers and geographic distribution of illegals. (A distinction

should be made between the residential study, which is designed to produce a sound estimate of the number of persons of illegal status in the country, and that of the industrial survey, which is designed to produce an estimate of the number of illegal workers in the country. Presumably the total estimate in the residential study will be larger than in the industrial survey, and presumably those covered by the residential estimate will include those covered by the industrial survey, plus some non-working illegals. One can not add the results of the two studies, since different entities are being counted in parallel studies, and since there is the factor of overlap.)

The seventh study, that of the impact of illegals on legal aliens will profit from the data collection in the other six; it is, however, specialized and is designed to be handled as a largely separate item.

The final item, the Labor Department's preliminary study of the role of illegals in the labor market, is already underway, and presumably will be completed (by this consultant) prior to the start-up of the other studies. It is shown here, however, to make its relationship to the rest of the activity clear. (It focuses on the role of illegals in the labor market, and their impact on the labor market, rather than with the demographic questions addressed by the first five studies.)

It is our recommendation that the final document or documents flowing from the first six studies be organized along the lines of the right side of the diagram, i.e. that data on the stock,

flows, and characteristics of the illegals be synthesized, and presented along these subject lines, rather than be presented as six separate and unrelated efforts. The study of the impact of illegals on legal aliens, however, is seen as producing a separate report.

We also recommend that interim reports be made through the course of this work; reliable estimates on the numbers of illegals in the country, for instance, are too important to too many people to be held back until a book can be written.

It is our further recommendation that the final report address itself to two separate themes, which will flow, to a lesser or greater extent out of each of the seven separate studies; these themes relate to the causes of illegal movement and to trends of such movements over time. Clearly, if the influx of illegals is falling (which appears unlikely) one set of policies are needed; if the inflow appears to be stabilized, another set of policies is needed, but if the flow has been increasing, and shows every sign of continuing to do so, a different approach would be required. Further, particularly in the interviews of illegals, it will be important to learn about the causes of these movements, and then to review macro data on such matters as poverty and population pressures in the nations that export illegals to see if these factors are likely to be as significant in the future, as they have been in the past and are in the present.

CHAPTER III ORGANIZATION OF THE STUDIES

The recommendation is that four organizations, or groups of organizations, be enlisted in these studies:

- INS - the ultimate, primary user of the results of the studies, the funding source, the source of much of the data.
- A consulting firm, to coordinate the various activities, analyse the results, and write the reports.
- Another research entity, to do the study of the impact of illegals on legal aliens.
- Several immigrant-and farmworker-serving agencies, to conduct the residential survey, and to mine their files for characteristics information (but not names) on illegal aliens. Some members of the immigration bar may play a similar role, as will the Labor Department.

The recommended roles to be played by each, in each of the specific studies, are described below.

1. Residential survey. The consulting firm would select the target areas, devise the interview instrument, issue sub-contracts for the field work, train the field work supervisors, collect and tabulate the results, handle the analysis and reporting, and coordinate this study with the other ones. INS would do the needed file searches of the alien address cards. The immigrant-serving agencies would train the survey teams and supervise their field operations. All concerned would agree on the approach and the contents of the survey instruments before the survey began.

2. Border patrol staffing. The consultant would work out detailed scheduling and reporting system arrangements with the Border Patrol, and would tabulate and analyze the results. The Border Patrol would do all the field work.

3. Border patrol sensor experiment. The consultant has reviewed the current reporting system with the Border Patrol and suggests that the currently collected data be manipulated to produce needed estimates.

The Border Patrol would do the field work (as part of its routine, ongoing duties) and maintain records on the results of this work.

4. Fraudulent document experiment. Working with INS, the consultant would create a reporting system, and analyze the results. A small team of INS experts would do the field work.

5. Characteristics study. The consulting firm would design the necessary data collection and survey instruments, would subcontract with the immigrant-serving agencies and law firms, would tabulate and analyze the results, coordinate these activities with those of the other studies, and write the report. The immigrant-serving agencies will either do file searches, or secure the same kind of information as byproducts of their ongoing contacts with illegals seeking assistance; similar arrangements will be made with law firms. The Department of Labor will supply leads on labor certification beneficiary rejectees who are residents of the United States

(and therefore likely to be illegals). INS will tabulate its own leads data and samples of its own I-213 forms.

6. Industrial survey. INS area control officers, as a continuing part of their law enforcement duties, will do the field work. A reporting and sampling system will be created by the consulting firm, which will tabulate and analyze the results.

7. Illegals impact on legal aliens. This work will be done by a research entity separate from the coordinating consulting firm. The entity will draw on data from the other six studies through the consulting firm. This entity will be selected by INS, and will have a direct contract with INS.

CHAPTER IV. STOCK OF ILLEGALS: RESIDENTIAL SURVEY*

Objectives

To estimate the total number of resident illegals in the nation by creating a set of ratios, nationality-by-nationality and by geographical location, between legal resident aliens and illegal aliens.

To create a methodology, which on a small-scale basis, can be used to make similar estimates in the future.

Scope of Work: Phase I

Work to be done. Trained interviewers, employed by immigrant-serving agencies and capable of speaking the native tongue of the interviewees, will be dispatched to a sample of zip code areas in those parts of the nation which are most attractive to immigrants. They will be dispatched in two waves, the first a preliminary effort which will involve contacting some 40,000 households; the second, a more definitive one, will cover about 80,000 households.

The first wave of interviews will be designed to work out rough estimates of ratios of legal to illegal among the aliens from a pre-selected group of 8 nations which supply the United States with substantial groups of legal immigrants. In addition separate components of this first round of surveys will be addressed to other situations which require specialized attention, such as the incidence of illegals in agriculture and in household work.

* See pp. 66-77 of the Final Report for a preliminary discussion of this proposed study.

Ultimately, in the second round of the residential survey, the recommendation is to secure ratios of illegals to legals in the 17 nations supplying the nation with the largest number of legal aliens (plus perhaps a similar ratio for El Salvador, as a proxy for the six Central American nations.)

The numbers of permanent resident aliens (registered with INS) from these 17 nations, living in the 11 states which have attracted the largest numbers of aliens, are shown in Table 1. In this table we have deleted relatively small cells, including all under 6,000, to show that aliens are relatively concentrated in the United States, and that some nationalities are concentrated in different patterns from others. There are more than 100 nations which have supplied the United States with immigrants, and there are immigrants in all 50 states, which suggests a total of 5,000 cells; however, Table 1 indicates that 56.4% of the nation's aliens can be found in the 66 displayed cells. The economics of concentrating on the 66 cells, and working out techniques for extrapolating estimates for the remaining 43.6% based on the findings regarding the 56.4% are clearly attractive.

Because the methodology recommended is brand new, we suggest that the first phase of surveys be conducted in only 13 cells (in a total of 100 zip code areas). Once the methodology has been tested (and presumably altered and adjusted) the second round of surveys would cover the 66 cells listed in Table 1.

The distribution of zip codes to be covered in these first phase surveys are shown in Table 2.

TABLE 1
 Permanent Resident Alien Location By Selected State & Nationality
 (ooo's)

| Nationality | Col. A Total Permanent Residents | Calif. | Conn. | Fla. | Ill. | Mass. | Mich. | N.J. | N.Y. | Ohio | Penn. | Texas | Total Selected States | | All Others | |
|-----------------------|---|------------|-----------|------------|------------|------------|-----------|------------|------------|-----------|-----------|------------|-----------------------------|-------------------------|---------------|-------------------------|
| | | | | | | | | | | | | | No. | % of Total Col. A | No. | % of Total Col. A |
| Mexico | 823 | 438 | | | 60 | | | | | | | 229 | 727 | 88.3 | 96 | 11.7 |
| Canada | 416 | 142 | 15 | 25 | 10 | 29 | 39 | | 34 | | | | 294 | 70.6 | 122 | 29.4 |
| Cuba | 310 | | | 158 | | | | 36 | 35 | | | | 229 | 73.9 | 81 | 26.1 |
| U.K. | 293 | 62 | 8 | 14 | 12 | 12 | 13 | 16 | 57 | 9 | 11 | | 214 | 73.1 | 79 | 26.9 |
| Italy | 226 | | | | 18 | 17 | | 30 | 82 | | 16 | | 163 | 72.1 | 63 | 27.9 |
| Germany | 190 | 30 | | 6 | 19 | | 8 | 11 | 29 | 9 | 8 | 6 | 126 | 66.3 | 64 | 33.7 |
| Philippines | 166 | 62 | | | 13 | | | | 12 | | | | 87 | 57.4 | 79 | 42.6 |
| China | 107 | 39 | | | | | | | 30 | | | | 69 | 64.5 | 38 | 35.5 |
| Portugal | 104 | 20 | | | | 41 | | 12 | | | | | 73 | 70.2 | 31 | 29.8 |
| Poland | 101 | | 8 | | 22 | | 9 | 13 | 20 | | | | 72 | 71.3 | 29 | 28.7 |
| Jamaica | 81 | | | | | | | | 52 | | | | 52 | 64.2 | 29 | 35.8 |
| Greece | 79 | | | | 10 | 8 | | 6 | 24 | | | | 48 | 60.8 | 31 | 39.2 |
| Dominican Republic | 77 | | | | | | | | 52 | | | | 52 | 67.5 | 25 | 32.5 |
| Japan | 65 | 27 | | | | | | | | | | | 27 | 41.5 | 38 | 58.5 |
| Korea | 62 | 14 | | | | | | | 7 | | | | 21 | 33.9 | 41 | 66.1 |
| India | 61 | 8 | | | 6 | | | | 13 | | | | 27 | 44.3 | 34 | 55.7 |
| Colombia | 61 | 8 | | 7 | | | | 7 | 24 | | | | 46 | 75.4 | 15 | 24.6 |
| TOTAL | 3,222 | 850 | 31 | 210 | 170 | 107 | 69 | 131 | 471 | 18 | 35 | 235 | 2327 | 70.4 | 895 | 29.6 |

All Other
Nationalities 906

GRAND
TOTAL 4,128

Selected
Nationalities/
Grand Total 78.1%

Note: The 2,327,000 aliens of the selected nationalities and states in the cells shown comprise 56.4% of the nation's total alien population.

Source: Immigration and Naturalization Service, 1973 Annual Report, Washington, D.C., G.P.O., p. 98.

Table 2
Zip Code Areas to be Surveyed in First Round
of Proposed Residential Survey

| <u>Nationality</u> | <u>States</u> | | | | | <u>Total</u> |
|--------------------|---------------|-----------------|-----------------|--------------|-------------|--------------|
| | <u>Calif.</u> | <u>New York</u> | <u>Illinois</u> | <u>Texas</u> | <u>N.J.</u> | |
| Mexico | 48 | | 7 | 25 | | 80 |
| Canada | 16 | 4 | | | | 20 |
| Italy | | 15 | | | 5 | 20 |
| Philippines | 17 | | 3 | | | 20 |
| Jamaica | | 10 | | | | 10 |
| Colombia | | 10 | | | | 10 |
| Ireland | | 10 | | | | 10 |
| Netherlands | <u>10</u> | | | | | <u>10</u> |
| TOTALS | 91 | 49 | 10 | 25 | 5 | 180 |

The eight nations selected are chosen to represent a sampling of immigrant-supplying nations; the specific rationale for each follows:

- Mexico: largest supplier of legal aliens and apprehended illegal aliens.
- Canada: second largest supplier of legal aliens, and the other contiguous nation.
- Italy: A large supplier of legal aliens (5th) and a representative of southern European nations.
- Philippines: A large (7th) and fast-growing supplier of legal aliens, and representative of Asia.
- Jamaica: A middle-level supplier of legal aliens (11th) whose immigrants are black and English-speaking; a representative of the English-speaking Caribbean nations.
- Colombia: Another middle-level supplier of legal aliens, a second Spanish-speaking country, a representative of South America.
- Ireland: Formerly a major supplier of immigrants; an English-speaking nation, in Western Europe, with a low standard of living.
- Netherlands: A non-English-speaking Western European country with severe population pressures.

The allocation of zip codes to be surveyed (and therefore resources) are not distributed evenly among these nations, because some are clearly more likely to be producing illegals than others. On the other hand, we think it important that a variety of nationalities (not just Mexican nationals) be studied in both the first and second round of these studies, out of the need to be even-handed as well as to appear to be even-handed. (It may be, for instance, that the distribution of INS resources is such that alien apprehension data seriously understates the incidence of illegals from one or more of these eight nations.)

The underlying assumptions of the work to be done should be spelled out clearly; they are:

- illegals cluster (to some predictable but not consistent degree) in the areas where recent legal immigrants of the same nationality cluster.
- the ratios of illegals to legal residents will vary with the following factors:
 - * recency of immigration of legal immigrant population
 - * ratio of registered aliens, of the selected nationalities, to the total population in the area
 - * income of neighborhood (with rents paid by legal residents as a possible proxy)
 - * transportation and historical factors
 - * availability of jobs for those with minimal skills
 - * linguistic factors (illegals speaking English will have less reason to cluster with each other than those speaking Spanish; those speaking Spanish will have less reason to cluster than those speaking Chinese or Portuguese.)
 - * saturation factor. Some neighborhoods in East Los Angeles for instance, may have so many illegals that the legal alien population has been shouldered aside, creating very high ratios of illegals to legal residents.

Bearing all of these factors in mind, some of which are easier to quantify than others, we recommend an approach which will, for the 13 cells stipulated, seek to create a continuum of ratios of illegals to legal residents, by zip code areas; zip code areas will be selected on the basis of the concentration of recent immigrants of the nationality of concern, so that there will be some with high degrees of concentration, some with middle degrees, and some with low degrees of concentration. (A further assumption is that areas with very low incidence of legal aliens can probably be safely ignored.) Once data has been secured on the

ratios of illegals to legals within each of the 13 cells, one will then make use of regression analysis to work out those factors which are the most significant in explaining the different ratios experienced (assuming that the ratios will, in fact, be different). The formula resulting from this analysis then can be used, within the cell, to estimate the numbers of illegals in the zip code areas not covered by the surveys, using other data (notably, numbers of legal aliens of the nationality of concern, ratios of selected aliens to total population in those zip code areas and income/rent, to list three variables which appear at this time to have the most bearing on the situation). (See Chart 2)

As a result of this exercise, plausible estimates of illegals in each of the thirteen cells can be calculated, which will be major building blocks toward a national estimate of illegals, a subject to which we will return later.

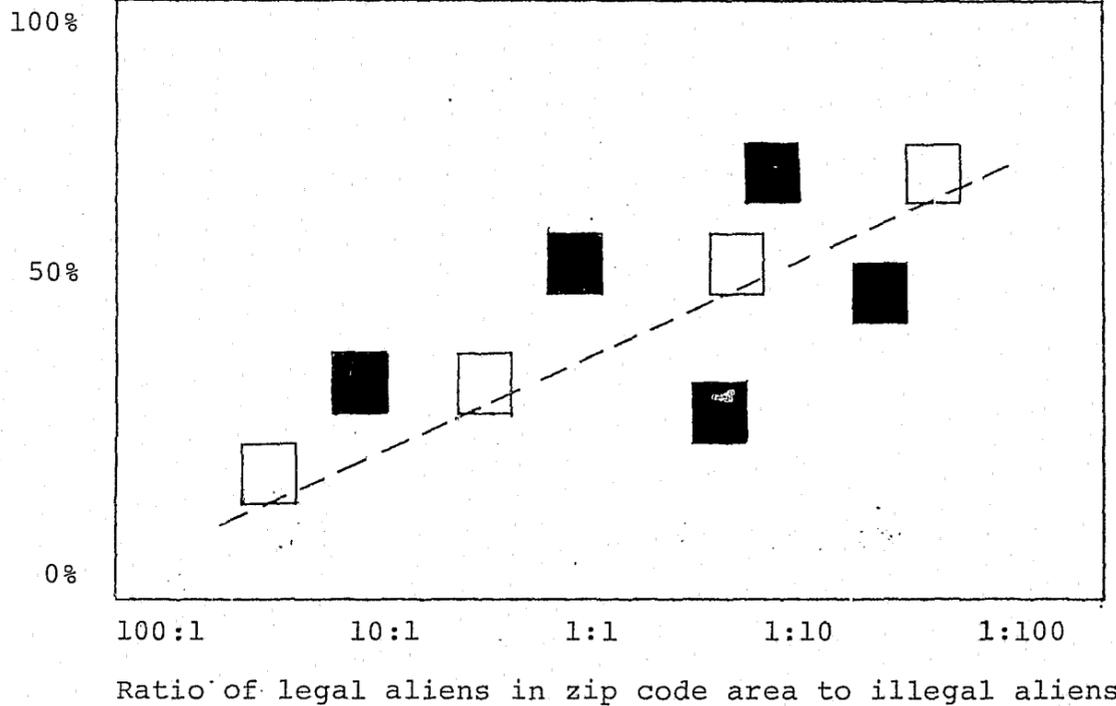
The step-by-step methodology to be used follows:

Step 1. Assemble the needed team to conduct the work. Elsewhere we have advocated the utilization of immigrant and farmworker-serving agencies for the actual conduct of the surveys, on the grounds that their staff members not only are not associated with law enforcement agencies, but that they are associated with agencies which are in the business of helping illegal immigrants. Thus, our theory goes, these staff members are able to secure better data on the true immigration status of the illegals than other potential surveyors.

Chart 2

Conceptual Framework for Residential Survey

Known Variable (e.g., percentage of registered aliens of Selected Nationality to total population of zip code area)



- = Zip Code Areas Surveyed (Actual)
- = Zip Code Areas Not Surveyed (Projected)

Note: Although, for illustrative purposes, the hypothesized relationships between the ratio of legals to illegals is arrayed here against a single variable, it is expected that, through regression analysis, a multi-variable based predictive index can be constructed for the estimation of legal-illegal ratios in unsurveyed zip code areas within a finite cell (such as a state, or part of a state, or several states of similar characteristics).

There are a variety of agencies serving aliens; some are church-related, such as the Catholic Migration Service; some are related to the poverty and model city programs (such as One-Stop-Immigration in Los Angeles); some tend to work with specific ethnic groups (the Tolstoy Foundation has historically dealt with Russians, and more recently Ugandans), while others cope with all aliens in a given geographical area (International Institute of Philadelphia). These organizations are often affiliated with either The American Immigration and Citizenship Conference and/or The American Council for Nationalities Service; complete lists of such organizations can be secured from those sources. The farmworker-serving agencies are those funded under Title III-B of the Economic Opportunity Act, and under Title 303 of the Comprehensive Employment and Training Act by the Manpower Administration of the Department of Labor; a listing of some of the farmworker agencies who might be approached in connection with this survey can be found in the Appendix.

Although the selection of the agencies would be the responsibility of the coordinating consulting firm, these selections would be subject to INS review and approval, as would the selection process; the immigrant and farmworker-serving agencies would then enter into subcontracts with the consulting firm for the work which is to follow.

Step 2. Refine methodology. The sampling methods, to be outlined below would be completed and refined. Specific instructions, sometimes varying from cell to cell, would be written for both INS staff and for the canvassing agencies. A basic questionnaire should be designed specifically for use by the immigrant and farmworker agency personnel. (A sample, used by our canvassers in Washington and written for a stranger-stranger contact, and not for use by a potentially supportive agency staff member, has been included in the Appendix. Its approach, to seek information about immigration status in a roundabout way, would not be appropriate for the technique suggested here.)

The questionnaire to be used in the residential survey would be more direct; the canvasser would identify himself immediately as a member of an organization which helps immigrants, both legal and illegal, to the extent possible. He would then ask several basic questions about the family situation, age and sex of children, where people were born and where schooled; then, once the ice had been broken he would move into the questions of immigrant status. A questionnaire, using this approach would be developed, then field tested, and probably revised and field tested again. It will be essential to make this instrument as effective as possible, if the whole residential survey is to produce useful results.

Step 3. Review cell selection process. The selection of the cells for the first phase of the survey, has been outlined in pages 12 through 17. These selections would be reviewed with INS.

Step 4. Identify zip codes. Within the allocations noted in Table 2, assuming that no major changes are made, it will be necessary to select certain zip codes for further attention.

It should be stated at the beginning, that 1974 alien address cards (I-53) in the hands of the district offices of INS will be used for this purpose, as they are organized in a more useful manner (for this study) than the more recent 1975 cards. (The 1974 cards are arrayed by nationality, by jurisdiction, and then alphabetically by last name. By jurisdiction we mean the district office territory, if it covers part of a state, or the state, if the office covers one or more entire states.)

Task A: Within the set of files available for the selected nationality, and for the state in question, a 2% sampling will be conducted, to select the range of zip code areas; those with fewer than 2 cards, for the nationality selected, suggesting a strong possibility that there are fewer than 200 aliens of that nationality, will be dropped out of the universe.

Task B. Within the surviving zip codes, the following will be done:

- * On the basis of a 5% sample, the total numbers of permanent residents of the nationality of interest will be recorded (and will be noted both as an absolute number and as a percentage of the 1970 census total population for the area).
- * On a similar basis, the numbers of permanent residents of the nationality of interest arriving in 1972 and 1973 will be recorded (and noted in both absolute numbers and census percentages)
- * The zip codes will then be arrayed in a continuum, by the percentage of recent immigrants to total population, and grouped in quartiles.

Task C. Within the four quartiles, zip code areas will be pulled at random in the following manners:

- 50% in top quartile
- 30% in second quartile
- 10% in third quartile
- 10% in fourth quartile

Although most of the canvassing will take place in the areas of ethnic concentration, the results will be factored in such a way as to give appropriate weight to each of the quartiles. The reason for the heavy emphasis on the areas of strong concentration is that it is important to put survey resources into these areas, to secure as much data as possible on the ratios of illegals to legals in these areas, and on the variables at work.

Step 5. Selection of neighborhoods for surveys. Since each of the 180 zips will be allocated approximately 200 households for survey purposes, it is important to secure an appropriate area for the dwelling-to-dwelling survey. Generally, for reasons of economy, an area of above-average concentration will be chosen for the survey; but in at least one-third of the zips, both an area of heavy concentration, and one of average concentration will be chosen.

In order to learn the residential pattern of the aliens of the selected concentration it will be necessary to secure street or road maps of the area concerned; detailed maps which show address would be preferable. A twenty percent sample of the zip selected will be drawn, and all the addresses will be recorded on the map. Once this has been done an appropriate neighborhood (with roughly 200 dwelling units) will be selected for the survey; in cases where both a concentrated and an average concentration are needed, two neighborhoods of 100 each, will be selected. The coordinating consulting firm will supervise these neighborhood selections.

Step 6. Survey the neighborhood. The staff of the immigrant-serving agency will then conduct the actual survey, seeking information on the citizenship or alien status of every household in the neighborhood. In cases where everyone in the household appears to be a United States citizen, the conversation will be brief, and no survey instrument will be used. In cases

where someone in the household is not a U.S. citizen, and is a citizen of one of the eight nations of interest, then a full interview would be conducted. Under these circumstances the citizen-legal alien-illegal alien status of everyone in the house will be sought, as will certain basic characteristics information (marital status, sex, age, labor-force participation, etc.) for use in the characteristics study, as well as neighborhood-related information which will be used in connection with this study (primarily income and rent information). Particular attention will be paid to rental differentials, if any, between legal and illegal aliens.

A major part of the survey operation is the validation activity. This is process of making sure that the interviews did, in fact, take place, and that the information was correctly recorded. Most validation will be done by the survey supervisors of the immigrant-serving agencies; they will re-check 10% of those surveyed. The coordinating consultant firm will validate one percent of those surveyed, choosing this subsample in such a way that the immigrant-serving agencies will not know which interviews were so selected.

Step 7. Code, tabulate results. The results will be coded and tabulated and arrayed by individual zips as well as aggregated in a manner that is described below.

This is a description of the basic portion of the first phase of the residential survey. There are four additional elements of the survey, however, which cover two specific elements of the illegal population that are not likely to be identified through the basic survey (farmworkers and

domestics), and two control experiments, which will test the findings secured through the basic residential survey, through the use of different methodologies.

Of the 40,000 first-round households to be contacted, we have allocated 36,000, or 90%, to the technique just described. In addition, we recommend that the balance of 4,000 be allocated as follows:

1500 migratory farmworkers

500 live-in domestics

1000 Mexican illegals (through an alternative residential survey method)

1000 Mexican illegals (through a totally different methodology, as a control)

The problem of locating illegals among the migratory farmworkers, and live-in domestics is sufficiently challenging, and the conventional wisdom on the significant role played by illegals in these two segments of the work force is strong enough, to warrant special efforts. Because of their residence patterns -- mobility on the part of farmworkers; residence, singly, in high-rent areas, on the part of the domestics -- it became obvious that although the methodology previously described would be useful in locating illegals clustered in the cities, it would be useless vis-a-vis these two groups. (INS reaction to the draft Final Report was strong on both of these points.)

Bearing this in mind, we have devised two strategies which should be carried out in the first round of interviews (and expanded upon later, should they prove feasible). For farmworkers, we recommend the utilization of a sample method based on existing federal farm labor statistics (not the best estimation system around, but the only one available). It should be remembered that though few records are kept on who the migrants are, or where they come from, both the farms where they work, and the places where they stay, are relatively easy to identify and quantify. Further, although there are plenty of changes in agricultural labor utilization patterns, these changes move slowly enough so that they can be understood. It remains true, for instance, that resident Blacks harvest Louisiana's sugar cane, but the same work in Florida is done by nonimmigrant Carribean temporary workers; resident teenagers are a major factor in Oregon's fruit and bean harvests, while most row crops in New Jersey are picked by Puerto Ricans.

This being the case, we recommend that the focus of this portion of the study be on crops which were harvested by crews of Mexican extraction in the last season, and in areas where crews of this nature were known to have worked in five states which use large numbers of migrant workers, California, Texas, Florida, Michigan and New York. In each state, three counties

will be selected (preferably with different crops); care will be taken that these agricultural areas are more than 100 miles from the border to avoid the complications caused by the Green card commuters. Then in each of these counties, a round of 100 interviews with migrant families of Mexican extraction will be conducted by farmworker serving agency personnel, with the interview technique and instrument being much like that of the residence survey. From the results of these interviews one would draw the ratios of legal to illegal aliens to citizens in each of the test sites. This would provide a rough basis for a national estimate on the numbers of illegals among the farmworker population, and would build expertise for the second round of interviews.

Similarly, and on a more limited basis, we propose a round of 500 interviews, to be conducted by women at the backdoors of 500 single-family homes in four locations, e.g., El Paso, Los Angeles, a Chicago suburb and a New York suburb; in each location a mixture of middle-middle and upper middle income neighborhoods would be sampled. The canvassers would be bilingual women who would make their calls in the middle of the day and would seek to identify foreign-born domestics, both legal and illegal. In at least one of these cities, the interviewer would use the "snowball" technique, of asking a foreign-born domestic if she knew of any others in the neighborhood. This experiment would supply the Government with more

information about the characteristics of these members of the labor force, and perhaps a better idea (than we now have) as to how to work out an estimate of their numbers. In the course of these surveys one would again secure legal immigrant-illegal-U.S. citizen ratios.

As a control to the basic residential survey, we recommend that the seven-step process recommended earlier be used in 1,000 interviews, in five zip code areas of Mexican national concentration, three in Los Angeles, one in Houston and one in Chicago, with the only difference being that both the zip code area, and the neighborhood of concentration should be selected on the basis of concentrations of addresses, secured in those cities, from I-213 forms. In this way we would see if there is any significant difference between the neighborhoods identified by recent filings of alien address cards by natives of Mexico, or by the recent recordings of an arrest of an illegal from Mexico.

As a further control, we propose a totally different approach, looking to a different ratio; whereas the residential survey's objective is to secure a range of ratios of legal to illegal aliens, the objective of the control activity is to seek to secure a ratio of apprehended to unapprehended illegals. In the former case, the building block is the number of aliens who filed registration cards, with a survey being used to work out ratios between legals and illegals. In the latter case, the building block is the INS apprehension statistics (in area control situations) and the

survey is designed to find out from illegals the number of illegals they know to have been apprehended and the number of unapprehended illegals they know within a given time span. (In order to secure these perceptions, we suggest that some interviews be done with apprehended illegals and some with unapprehended ones.)

For the sake of simplicity, we propose the creation of cells consisting of Mexican nationals in Houston and Los Angeles; Filipino nationals in Chicago; and aliens from Jamaica in New York, with one cell in each place consisting of apprehended illegals and one consisting of those who have not been apprehended. Then, we would recommend that an immigrant-serving agency staff member ask, in a non-threatening situation, how many illegals the respondent knows who had been apprehended in the last year, and how many he knew who had spent the year in America without being apprehended. This resulting ratio of apprehended to non-apprehended illegals could then be compared to the INS apprehension records for the area and nationality in question, and a ball-park estimate of the number of illegals in the area could be ascertained on the basis of the illegal's own knowledge of the apprehension or non-apprehension of the illegals known by him.

There are serious problems with this approach, but it would be useful to try it against the results of other studies, such as the balance of the residential survey. Some of the problems with the approach can be described as the reticence factor (the illegal may not want to say anything to cause his colleagues to

get into trouble), the overlap factor (each of the illegals interviewed may be thinking about some of the same people) and the partially compensating loner factor (there may be illegals in Houston, for instance, who are unknown to other illegals).

Reporting system. The consultant would have to work out detailed sampling systems for INS, in cases, such as California, where alien address cards are lodged in more than one location. Further, and more importantly, the consultant would have to devise, with the immigrant-serving agencies and INS, a suitable survey instrument which would maximize the chance of securing sound information on legal and illegal status, as well as needed characteristics information. Finally, the consultant would provide a system for recording, tabulating and analyzing the described data, which would be coming from a variety of sources.

Locations of data collections. Have been discussed. The general hypothesis this work is based upon is that illegals will be clustered along the same lines as recent legal aliens of the same nationality. (Our earlier pilot surveys showed that most of the illegals we encountered were living with legal residents of this country.) One of the principal results of the first round of these interviews will be a test of that assumption.

Duration and timing. It is recommended that the first round of interviews be conducted during the first five months and that the farmworker interviews be placed in high priority, and finished as soon as possible.

Responsibilities

INS will conduct files searches of its alien address cards, as described.

The coordinating consultant will supervise the survey activities, refine the sample design as needed, create the survey instruments after consultation with other interested parties (particularly as to what characteristics data are to be collected), and arrange for subcontracts with the non-profit immigrant-serving and farmworker agencies to do the field work. The consultant will collect, tabulate and analyze the results of the first round of interviews.

These agencies will make the maps of the zip code areas, train and supervise their staffs in the field work, and will validate a percentage of their interviews through followup visits by senior staff members.

Analysis of findings. A major task for the consultant will be to tabulate, interpret, analyze and present the data from the first phase of this study (which will include its share of apples and oranges) as well as the data from the related studies described later in this document. The target

date of this first round of reporting will be five months after contract signature. The data should be presented in a manner which is simple enough to be widely understood, scholarly enough to be respectable, and sensitive enough to ethnic feelings to avoid unnecessary conflict.

The principal product of this analysis will be an estimate of the numbers of illegals in the United States at a precise moment in time which will be drawn from the following components of the study:

- data on the ratios of illegals to legals for aliens of the 8 nations surveyed.
- data on the ratios of illegals to legals among farmworkers, (who will be covered in a separate unit of the residential survey, mentioned earlier.)
- data on the ratios of illegals to legals among the 100 plus nationalities not covered in the residential survey will be derived first on a comparable nation basis; e.g., the ratio for Jamaica will be applied to other former British possessions in the Carribean; the ratio for Ireland and Netherlands will be applied to other northern European nations, etc. In cases where there is no comparable nation that can be used as a model (such as in the case of Egypt, the major source of immigrants from Africa), the ratio of illegals to legals of all nations surveyed, other than Mexico, will be used as a rule of thumb.
- data on the numbers of aliens in transit will be added into the estimate, as such aliens cannot be covered by either the residential or farmworker survey. The number of aliens in transit will, first, be estimated, by a technique described below, and then that number will be divided by the length of time the average alien is in transit. Thus, if the estimated number of aliens in transit is 2,000,000 and the average illegal in transit is in that status for 7.3 days per year (two per cent of a year) then the number of aliens in transit at any given time, would be reported as 40,000 (two percent of 2,000,000). We will secure an

estimate of the number of aliens in transit by adding the number of aliens in this status who are apprehended by INS to the number of estimated getaways calculated through the Border Patrol staffing pattern experiment. (The alien in transit estimates will primarily cover EWIs, and will deal with the length of time that they are traveling both into and out of the country; the time in transit will be time in transit in the United States.) The average length of time in transit will be secured in the course of interviews of illegals in the residential survey; an alternative source of data, the average length of time in transit of the illegals captured by INS will not accurately represent the length of time of the illegal in transit (because that process has been interrupted by the act of apprehension).

- additional useful data, on the numbers of illegals in the nation, may also be derived from the special domestic survey, from the industrial survey, but it is premature to suggest that the results of those special studies can be added to the other elements in this preliminary estimate.

Expected Results and Products: Phase I

- Data on the ratios of illegals to legals among aliens of 8 different nationalities.
- Based on this, a preliminary estimate on the numbers of illegals in the nation.
- Insights into the feasibility of securing data on illegals through the utilized methodologies.
- Together, these will supply INS with the data needed to mount a major national count of illegals, which we recommend be done in the second half of the fiscal year.

Everything that we propose here is both pioneering, and to some degree, relates to techniques used in other (often less difficult) settings. There are some risks involved. It is at least possible that a major technique or approach is faulty, and this should be noted, and corrected before the entire effort is completed.

Although there would be some major attractions in launching the entire effort as one grand plan, and coming up with a major number earlier than the above-described approach indicates, we feel a little more time taken will produce a much more solid product.

This approach, which will produce a plausible estimate of the numbers of illegals in the nation as a whole and will provide eight nationality-by-nationality ratios, will produce very little in the way of meaningful estimates by states or metropolitan areas. Those estimates will be produced in Phase II.

Scope of Work. Phase II

Using the same general approach, but making refinements in methodology and perhaps in choice of survey organizations, Phase II will be the major effort to work out detailed estimates of the numbers and distribution of illegals throughout the nation.

With the methodology strengthened, it will then be possible to create a new and more comprehensive sample, using the 80,000 household contacts, to make detailed estimates by major cities and states of the numbers of illegal aliens, of various nationalities which reside in those areas.

The division of responsibilities would be as described in Phase I. The duration would be the second half of the fiscal year. The expected results would be detailed estimates of

approximately 66 cells of illegal concentrations as shown in Table II; there would, in addition be sub-state estimates made where needed.

The choice of which cells would receive this attention would be made in consultation with INS.

The ultimate results of the activity would be detailed estimates of illegals, by nationality and by location of concentration, as well as a useful nation-wide estimate.

Further, by the end of the year, the methodology should be sophisticated enough so that small-scale replications of this technique could be used in the future to update estimates of illegals at minimal cost.

CHAPTER V. FLOWS OF EWIS:
BORDER PATROL STAFFING EXPERIMENT*

Objectives

To estimate the total flow of EWIS over the southern border by adjusting Border Patrol staffing patterns upwards in a structured manner, and thereby determining the ratio of apprehended to unapprehended EWIS.

To use the results of these experiments to build a methodology for using future apprehension statistics (and limited experiments in staffing) to estimate the future total flows of illegals.

Scope of Work

Work to be done. Border Patrol line watch staffing will, in a series of carefully controlled experiments, be doubled, tripled and occasionally quadrupled in order to reach a point of diminishing returns, which would indicate that a very high percentage of all EWIS seeking to cross at those places and those times would have been apprehended.

As indicated in the Final Report, there are a series of variables, and it was our recommendation that repeated staffing experiments be conducted at pre-selected stations, that the days be selected at random and that the stations be selected on a stratified basis. That stratification

* See pp. 80-96 of the Final Report for a discussion of this subject.

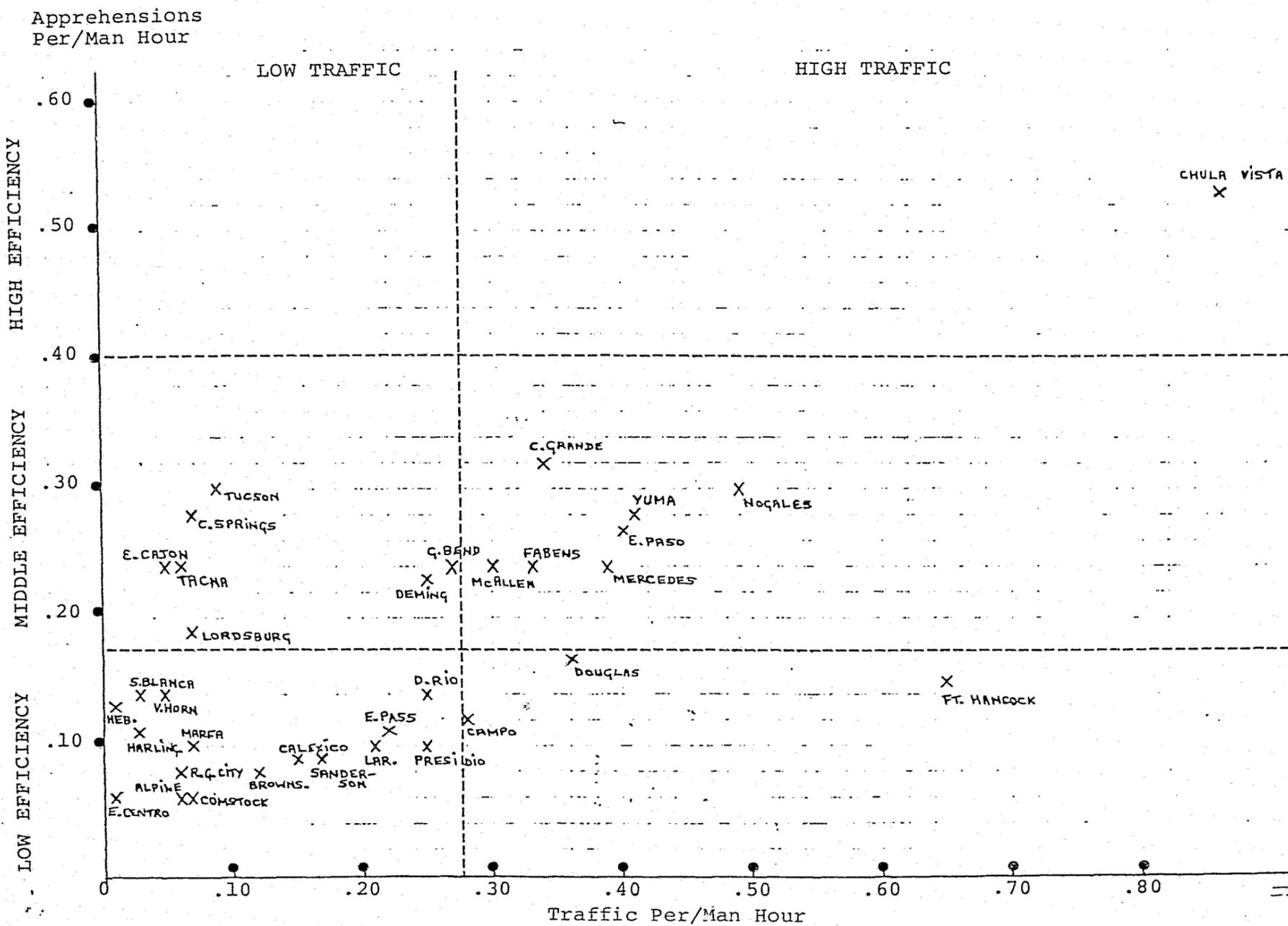
should be in part, geographic (East to West); in part, by nature of terrain; and in part by the differential traffic/efficiency experience of the 35 Border Patrol line stations (see Chart 3, which follows). Following further discussions with the Border Patrol's Regional headquarters in San Pedro, we recommend that the following stations (or portions thereof) be selected for the experiment:

| <u>Station</u> | <u>Routine line watch staffing</u> | <u>Miles Covered</u> | <u>Characteristics</u> |
|------------------------------------|------------------------------------|-----------------------------------|--|
| Chula Vista (a portion) Cal. | 9 | 3.5 miles, from ocean east* | This is an active, but not the most active, section of the busiest BP station in the nation. In terms of our chart it is a high efficiency, high traffic station in an urban area. |
| Nogales, Ariz. | 14 | 80 miles | This is a high traffic, middle efficiency station. It is a small-city area in the desert. |
| Deming, N.M. | 7 | 54 miles | This is a non-urban desert station in the middle efficiency, low traffic category. |
| Fort Hancock Texas | 5 | 56 miles | This is a mixed desert and agricultural station, in the high traffic, low efficiency category. |
| Harlingen Texas | 8 | 39 miles | This is a rural area, without ports of entry in the lower Rio Grande Valley. It is a low traffic, low efficiency station. |

* This recommendation is subject to continuing negotiation.

Chart 3

DIFFERENTIAL TRAFFIC/EFFICIENCY EXPERIENCE OF BORDER PATROL STATIONS FY 1974



The number of men appearing in the second column is the effective number assigned to line watch on an average day of the year. The number for Chula Vista is an approximation.

For each station we recommend that the following staffing increments be tried:

| | |
|--------------|------------|
| doubling: | five times |
| tripling: | five times |
| quadrupling: | two times |

This will mean that there will be sixty instances in which staffing will be experimentally manipulated. (Each of these increments will cover a 24-hour period.)

Reporting System. The basic apprehension reports used by the Border Patrol (G.23.7 and G 23.18) will be completed for the days of the experiments by each of the stations, with the following additional information:

- Date
- Day of Week
- Normal (average) staffing on line watch
- Special staffing on this day
- Weather (or other significant elements)

Location of data collections. These have been described in connection with the choice of the five experimental stations; i.e., they are distributed in each of the four border states (although New Mexico's portion of the border is not of major importance); and through urban, small city, desert and farming areas.

Timing. The specific days for the experiments will be drawn at random for a ten-month period (and with a minimum of publicity, which is why we have not done so at this point). The days to be excluded are major Mexican holidays, which if included, would bias the results downwards, and the days after experiments, which would tend to have an opposite bias (those newly caught would be likely to try again the next day, inflating the second day's totals).

Duration. Ten months; there are significant seasonal variations in EWI flows, thus a long-term experiment is in order.

Responsibilities

INS would provide the needed patrolmen and their supervision, along with administrative support, per diem and travel expenses, when needed. INS would supervise the reporting system, and join with the consultant in the analysis of the resulting data. INS deployments of men in time and space would be designed to secure maximum results during the experi-

mental periods and would not relate to the station's normal assignment patterns.

The consultant would draw the random sample of days, monitor some of the field work in the early part of the year, and work with INS to analyze the data along the lines discussed on pp. 88-90 of the Final Report.

Expected Results and Products

- Data on the number of apprehensions secured under double, triple and quadruple staffing patterns, to be arrayed against rolling averages for similar time periods.
- Ratios, station-by-station, showing (through diminishing return rates) the relationships between normal BP apprehensions and the apparent total flow of EWIs.
- Estimated border-wide ratio between apprehensions and nonapprehensions.
- A methodology which can be used, from time to time, to update the estimated ratio between apprehensions and nonapprehensions of EWIs.

CHAPTER VI. FLOWS OF EWIS: SENSOR REPORTING SYSTEM

Objectives

To secure data that yield an estimated ratio of unapprehended EWIS crossing the southern border to those apprehended by Border Patrol line stations.

To build a continuing estimation technique on the subject.

Scope of Work

The Border Patrol sensor-related data collections produce useful information on apparent intrusions, on the Patrol's reactions to those alarms, and on the resulting apprehensions, gotaways and turnbacks. With relatively little effort, the workload data on this subject, which is contained in a weekly report of the line stations entitled, "Remotely Monitored Sensor System Performance Summary" (CBP-39)*, can be converted into estimates of the total numbers of apprehensions, gotaways and turnbacks.

Work to be done. The current form should either be redesigned to produce the desired estimates or (and preferably) these estimates should be calculated in sector headquarters or in the central office. The methodology for converting these sensor-related data is outlined on pp. 92-94 of the Final Report, and is displayed in Table 3, which follows.

* For the sake of convenience, the front and back page of CBP-39 is reproduced on the following pages.

Table 3

NUMBERS OF APPREHENSIONS AND ESTIMATES OF GOTAWAYS
IN SENSOR-COVERED BORDER PATROL OPERATIONS¹
(FY 1974)

| | <u>Chula Vista</u> | <u>El Centro</u> (Calexico) | <u>Yuma</u> (Yuma) | <u>Tucson</u> (Nogales) | <u>Del Rio</u> | <u>Laredo</u> | <u>Total</u> ² |
|---|--------------------|--------------------------------|-----------------------|----------------------------|----------------|---------------|---------------------------|
| 1. Number of Intrusions | 4450 | 1998 | 2605 | 1282 | 957 | 526 | 11,818 |
| 2. Number of Responses | 3111 | 1873 | 1405 | 769 | 756 | 239 | 8,153 |
| 3. Number of Non-Responses | 1339 | 125 | 1200 | 513 | 201 | 287 | 3,665 |
| 4. Responses - No Apprehensions | 1886 | 1728 | 1105 | 651 | 562 | 118 | 6,050 |
| 5. Gotaways | 937 | 27 | 158 | 180 | 23 | 107 | 1,432 |
| 6. False Alarm/Legitimate Traffic | 929 | 1701 | 947 | 471 | 539 | 11 | 4,598 |
| 7. Responses - Apprehensions | 947 | 68 | 274 | 90 | 186 | 121 | 1,686 |
| 8. Average Apprehended/ Apprehension | 4.7 | 2.4 | 3.0 | 2.7 | 3.4 | 4.1 | 4.0 |
| 9. Responses - Turnbacks | 197 | 61 | 29 | 41 | 12 | 0 | 340 |
| 10. Estimated Turnbacks | 926 | 146 | 87 | 111 | 41 | 0 | 1,377 |
| 11. Estimated Gotaways (Alarms Responded to) | 4404 | 65 | 474 | 486 | 78 | 439 | 6,000 |
| 12. Estimated Gotaways (Alarms Not Responded to) | 4414 | 29 | 1176 | 537 | 197 | 1123 | 6,472 |
| 13. Total Gotaways | 8818 | 94 | 1650 | 1023 | 275 | 1562 | 12,472 |
| 14. Total Apprehensions | 4494 | 162 | 820 | 243 | 632 | 492 | 6,843 |
| 15. Gotaways/Apprehension Rate | 2:1 | .6:1 | 2:1 | 4.2:1 | .4:1 | 3.17:1 | 1.8:1 |

1 - Based on a sample of 6 7-day summaries of sensor system performance. The 6 periods chosen for sample purposes were not in all cases the same for the 6 locations due to reporting differences, inoperable equipment during some periods and, in one case, Laredo, newly installed equipment.

2 - Total represents total of sample observations.

Source: Immigration and Naturalization Service, Remotely Monitored Sensor System Performance Summary (Form CBP-39).

Note: Unless indicated by a station name in parentheses, figures represent sector summaries.

REMOTELY MONITORED SENSOR SYSTEM PERFORMANCE SUMMARY
 CBP-39 (8/30/72)
 (Friday through Thursday)

Period Covered February 28 Through March 6, 1975 Date March 7, 1975
 Sector Chula Vista, California Station Chula Vista

| | |
|--|-------------|
| 1. Number of operational sensors SE-42, IR-8, MA-2, MM-1 | <u>53</u> |
| 2. Operational status of relay-readout equipment; give impact on system of inoperable or failed equipment: | |
| 3. (a) Number of sensor indicated intrusions | <u>622</u> |
| (b) Number of responses to above | <u>459</u> |
| 4. Results of 3 (b) above: | |
| A. Positive | |
| (1) Number of times resulted in apprehension | <u>223</u> |
| (2) Number of times resulted in turnback of aliens | <u>13</u> |
| (3) Number of times intrusion indicated by legitimate traffic, ie., USC, aircraft, animals, etc. | <u>44</u> |
| B. Negative | |
| (1) Number of times was apparent false alarm or mis-evaluation of sensor signal | <u>29</u> |
| (2) Number of times alien(s) or smuggler successfully made intrusion - got away | <u>150</u> |
| (3) Number of times alien(s), etc., got away because of delayed response | <u>32</u> |
| 5. Smugglers of aliens | |
| (a) Number of alien smugglers apprehended as result of sensors | <u>2</u> |
| (b) Number of smuggled aliens apprehended as result of sensors | <u>532</u> |
| 6. Customs law violators | |
| (a) Number of smugglers of contraband apprehended as result of sensors | <u>0</u> |
| (b) Quantity of contraband seized | <u>0</u> |
| Description: | |
| (c) Value of (b) above | <u>\$ 0</u> |
| 7. Total number of aliens apprehended as result of sensors | <u>1192</u> |
| 8. Total number of EWIs located by station | <u>2372</u> |

COMMENTS:

Stanley Ruzanski

CONTINUED

1 OF 2

INSTRUCTIONS FOR PREPARATION OF CBP-99
FOR REMOTELY MONITORED SENSOR SYSTEM

Sectors having RMSS will prepare weekly reports ending Thursday, midnight, for each station having such equipment, with a sector consolidation. The report will relate only to "system" type sensors with central monitoring at Headquarters. Copies of all reports will be airmailed to Deputy Associate Commissioner, Domestic Control, Central Office and Assistant Regional Commissioner, Border Patrol, Regional Office, to arrive the following Monday.

Reports will be prepared as follows:

1. Report total number of operational sensors in the station for which report is prepared.
2. Report location of rf relay/read-out failures along with the impact of the failure.
3. (a) Report number of sensor indicated intrusions. A number of alarms may be necessary before an intrusion is indicated. Thus, the figure entered on this line will be only those occasions when, as a result of the logic inherent in the system, or as a result of the experience of the operator it is determined that an intrusion has taken place. The figure entered on this line will relate only to intrusions, not to the number of aliens estimated to be intruding.
(b) Enter the number of times that an officer or team is dispatched as a result of 3(a) above.
4. Results of 3(b) above:
 - A. The following three categories will be reported as follows:
 1. Report the number of times that a response by an officer or a team resulted in apprehension(s). Note that this relates only to the number of times that the response resulted in apprehension, not the number of aliens taken into custody, etc.;
 2. Report only the number of times that the response resulted in the return to Mexico, rather than apprehension, of the subjects who were attempting intrusion;
 3. Report the number of times that the sensor indicated intrusion was caused by the legitimate traffic of United States citizens, aircraft, animal, etc., embracing no illegal activity.
 - B. Negative:
 1. Report only the number of times that the responding officer(s) determined that the sensor indicated intrusion was caused by an apparent false alarm or misevaluation of the sensor signal(s). For example, if there are no indications that people or a vehicle passed through the sensor field, and there is no indication of any other cause for the sensor alarm, this figure should be reported.
 2. Report the number of times that, as a result of the response to a sensor alarm, indications support the conclusion that the subject(s) successfully made an intrusion into the United States and got away. If as a result of the information furnished by the sensor system the subjects are later apprehended, they should properly be reported in 4A(1) above. Otherwise they should be reported in B(2). Again, the incident only is being reported, not the number of aliens, smugglers, etc.
 3. Report number of (2) above caused by delayed response.
5. (a) Report the number of alien smugglers apprehended as a result of sensors;
(b) Report the total number of smuggled aliens apprehended as a result of sensors.
6. Report as in 5 above giving details as requested.
7. Enter total number of aliens apprehended as a result of sensors as distinguished from 4A(1) above where only the number of times that a response resulted in apprehensions is requested.
8. Self-explanatory.

COMMENTS: Report matters of interest relating to use of sensors; report new sensor deployment and/or officer response strategy resulting in more effective operation. New read-out and/or logic techniques should be reported; any suggestions for improving read-out and display should be included, when appropriate. Comment on 4B(3) giving causes for delayed response.

Location of data collections. Data should be collected from all sectors using remotely monitored sensor equipment.

Duration. Ten months, or lesser periods where equipment is put into operation after the start of the study.

Responsibilities

Since this study merely requires refinement of already existing and ongoing data collection methods, INS responsibilities would require the adoption of the recommended estimating system, preferably in the very near future, and training of Border Patrol personnel in its use. The consultant would monitor these data as they are produced, and feed them into other elements of the studies. No other action is needed.

Expected Results and Products

The basic product of these recommended refinements of sensor-related data collection and analysis methods is that they can provide a rockbottom estimate of the ratio of line watch apprehendees to illegals penetrating the border (EWIs). The ratio is low (relatively few illegals are getting through) because the concentration of enforcement resources under these circumstances (the response to alarms) is considerably higher than the usual concentrations of Patrolmen along the border.

A further product of this experiment is its use as a control on the other Border Patrol experiment, which also seeks (but on a more replicable basis) to measure the ratio between apprehended EWIs and the larger total of EWIs crossing the southern border.

CHAPTER VII. FLOWS OF FRAUDULENT DOCUMENT HOLDERS*

Objectives

To estimate the total flow of those with fraudulent documents, those using genuine documents belonging to others, and those who make false verbal claims to U.S. citizenship.

To compare the results of this special study to the ongoing documents reporting system, in order to build a continuing estimation technique on the subject.

Scope of Work

Work to be done. Four experts in fraudulent documents, drawn from INS ranks, preferably on a volunteer basis, would examine a cross-section sample of all border crossers, at various southern border ports of entry, for a period of four months; a similar team will conduct a similar operation at eight major airports: Los Angeles, Honolulu, Seattle, O'Hare, Logan, Kennedy, Miami and San Juan.

The assignments along the border would be made in such a way that an adequate sample will be drawn in terms of these variables:

- geography
- times of day
- days of week
- urban/rural settings
- pedestrians/passengers/drivers

A sample, which will vary with the flow of traffic, of all people crossing the border will be sent to the secondary

* See pp. 97-99 of the Final Report.

screening point manned by these inspectors. (We will return to how this sample is chosen shortly.) The operations of these inspectors will be separate from the routine operations of the port, and the normal primary and secondary inspection functions will continue, except that those sampled will be seen first by the special team.

Using normal procedures (the use of black light and the Service Lookout Book) and asking the normal set of questions to determine false verbal U.S. citizenship claims, but taking ample time to screen with care, the inspectors will play only a screening role. That is, when they do find an instance of a fraudulent document, or what appears to be a suspicious verbal claim, they will turn the case over to the routine INS secondary procedures for processing, and the special team will continue its screening operations. Under all circumstances the special team will be additional staff at the ports of entry; they will not be pressed into duty to fill in for the usual complement of primary or secondary inspectors (and should this happen, in an emergency situation, the results of the day's activity will simply be dropped out of the study's reporting system.)

The sample that will be screened will change from hour to hour, to reflect the level and patterns of traffic; the sample will always be people-oriented, thus if 50 people walk through the gates, 50 appear as drivers of 50 cars, and another 100 show up as passengers of three cars and three

busses, we would expect the inspectors to check on a proportionate number of each group. It is important that the sample be selected by someone other than the primary inspector, before primary inspection takes place. Under some busy circumstances this would mean that an INS staff member would be assigned to move through the lines of waiting cars, and instruct every fiftieth person (or 100th person) to go through the special inspection.

(This should be done as gently as possible, with an explanation that INS is doing a sample study of people crossing the border.)

The operations at the airport would be much like those along the border; samples would be drawn, at random, from all the incoming flights arriving while the team was at work. Care must be taken that the inspectors, both at the borders and at the airports, realize that they are conducting a survey, and are not engaged in an intense law enforcement operation. It must be stressed to them that what is desired is an accurate picture of the numbers of entrants arriving with fraudulent documentation (or claims) not large numbers of apprehensions; thus care must be taken that the sample is truly a random one, and that the special team does not sort out suspicious looking people for special attention.

Reporting system. Members of the team would maintain their own reports for their own activities, keeping two sets of records, a flow report on the entrants generally, and individual reports on those found with false, stolen or borrowed documents or false verbal claims to citizenship. (In the case of the latter, some help from the routine secondary staff would be needed, as the claimant would be out of the hands of the special team when that determination was made.) It is important to maintain individual, man-for-man, reports because it is possible that the team will not have equal

skills, and if this is so (and not known) it would tend to skew the results.

The flow report would, for each hour on duty (along the border) or for each flight checked (at the airports), show the following:

- name of inspector
- port of entry
- date
- day of the week
- hour of the day
- traffic level (total data secured by primary inspectors during the hours the special team is present)
- number of entrants screened by characteristics

male female:

USC (documented)

USC (verbal)

Green card commuter

Other green card holders (Mexican)

Other green card holder (NMN)

Border Crosser

Other legal entrants (Mexican)

Other legal entrants (NMN)

Holders of counterfeit documents

Holders of altered documents

Fraudulent verbal claims as USC

Stolen or borrowed documents

Regarding those in the last four categories, the inspector would complete a one-page apprehension report, bearing the following information:

| | |
|--|---|
| nation of citizenship | name of inspector |
| nation of birth | port of entry |
| sex | date, day of week, hour |
| marital status | pedestrian/driver/passenger |
| age | stated destination of alien |
| nature of fraud: | crossing pattern (daily, first-time, occasional) |
| counterfeit document | |
| altered document | |
| fraudulent verbal claim | |
| as USC | |
| borrowed or stolen document | |
| at what cost? | where does alien normally live? |
| does alien have social security card? | where does alien normally work? |
| (record number) | what are his usual wages (daily) |

It would be our recommendation that a special form be designed for this purpose, rather than seeking to use the I-213, because the objectives of the data collection are different. It would be possible to work out some instructions on the use of the narrative portion of the I-213 if that were desirable.

Location of data collections. The conventional wisdom is that fraudulent entries along the border are most likely to happen in urban areas (particularly from Tijuana and in times of maximum traffic). We think that this concept should be tested, and we have recommended that 13 border points be sampled, but with more time spent in the urban rather than in the rural sections.

Assuming that four men can be assigned to the border task for four months, providing a total of 340 man days, we recommend the following allocation (which roughly reflects the patterns recorded by INS of flows of EWIs at or near these ports):

| <u>Port</u> | <u>Man Days</u> |
|-------------|-----------------|
| San Ysidro | 120 |
| Calexico | 15 |
| San Luiz | 30 |
| Nogales | 30 |
| Douglas | 5 |
| El Paso | 60 |
| Fabens | 5 |
| Del Rio | 10 |
| Eagle Pass | 15 |
| Laredo | 15 |
| Hidalgo | 15 |
| Progreso | 5 |
| Brownsville | 15 |
| | Total 340 |

In cities where there is more than one port-of-entry, men will be assigned to the various ports in a manner that reflects the levels of traffic.

The four-man team assigned to the airport would spend 40 man days (i.e., two weeks) at each of the eight airports; their duty assignments would be adjusted so that they picked up appropriate samples of incoming flights from various overseas points, as well as a cross-section of flights along other variables, such as charters vs. regularly scheduled planes.

Timing. Specific shift assignments will have to be made, which will largely reflect the traffic patterns, e.g. more men will be assigned when the port is, at its busiest. On the other hand, in all but the four land ports where only five man days are to be spent, care must be taken that all days of the week are covered, at least once, and that the shifts cover, at some point, every one of the 24 hours of the day.

Duration. The study is designed to include four months of field work. Training, in the use of the reporting forms, should take no more than a day. It might be preferable, for the men involved, to bring them to their home station for a month after the first two months of detail.

Responsibilities

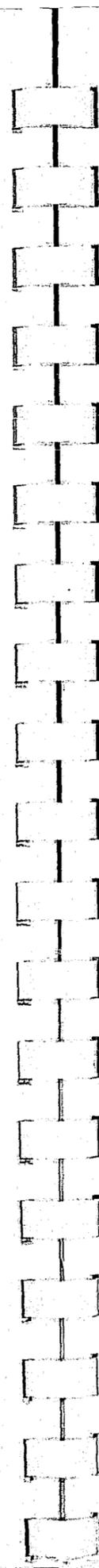
INS will select the eight inspectors and provide them with necessary administrative support, per diem pay and travel expenses. INS supervision will continue through whatever channels it selects.

The consultant (after discussion with INS) will design the reporting forms, design the hour-specific and flight-specific sampling patterns in keeping with the description in this Research Design, train the inspectors in the use of both the reporting forms and the sampling patterns, occasionally monitor their activities (particularly in the first few weeks of the study), supervise the tabulation of the results, analyze and report on them.

Expected Results and Products

- Data on the incidence of forged, altered, stolen and borrowed documents and of false verbal claims of citizenship arrayed on these lines:
 - * geographically
 - * hour of day
 - * day of week
 - * pedestrian/driver/passenger
- Data on the characteristics of fraudulent entrants by:
 - * nationality
 - * sex, marital status, age
 - * residence, labor market participation
- Characteristics of documents, their sources (perhaps) and patterns of use.
- Management data, port-by-port, on the relative effectiveness of the ports in detecting fraudulent document holders. Similarly, data will be secured on the trends of such activities.

It is important to note that this study will not generate specific data about the flows of fraudulent entrants at other times of the year (although presumably there are seasonal ebbs and flows, and this is known, to some extent, through other INS data collection systems). Nor will it yield specific information about the flows of fraudulent entrants through ports that are not surveyed: Nevertheless, the data collections will yield a ratio between the number of fraudulent entrants detected by the special team to the number detected by the routine operations of the ports covered (at the time of the team's visit there). Once the teams' identifications of such persons are calculated against the hour-by-hour sampling



patterns, we will be able to construct an estimate of the total number of fraudulent entrants flowing through the ports, and to compare that with the number identified in the routine operations. This will give us some strong indications of the extent of illegals entering by this method. In addition, the management data will yield information that will be helpful to INS decision makers seeking to manage available resources to cope with the influx of illegals.

CHAPTER VIII. CHARACTERISTICS OF THE ILLEGALS*

Objectives

To determine the characteristics of illegal aliens, by conducting a series of sample studies, using different cross sections of the illegal population.

To create, if possible, a methodology which would allow future reporting on these characteristics at minimal cost.

To serve as a control -- in terms of the characteristics of illegals, as opposed to the stock of illegals -- on other elements of this study.

Scope of Work

Work to be done. In addition to the characteristics data being collected in the residential study (and to a lesser extent in the industrial survey), we have identified four largely untapped sources of data on illegals:

- INS apprehension forms (I-213), which supply demographic, economic, and arrest data on some 800,000 illegals annually.
- Department of Labor (D/L) data on illegals who have sought labor certification in vain and who are known to have U.S. residences.
- Leads data in INS offices.
- Data from the files of immigrant-serving agencies and members of the immigration bar.

Of immediate interest is the fact that the first source would provide a great deal of information on known, appre-

* For a discussion of this subject, see pp. 107-116 of the Final Report.

hended aliens, while the last three sources would supply data on as yet unapprehended illegal aliens. The utility of collecting comparable information on captured and free illegals is obvious.

The four kinds of data will be reviewed, and a data retrieval instrument will be designed for use in connection with all four sources. It may be possible to adjust the data collected by some of the entities involved to make it easier to use the data retrieval instrument. (It should be noted that there are problems with each of these data sources, in terms of completeness and accuracy, but the sources will offer generally useful information.)

Once the retrieval instrument is designed, and it is known that it can be used in connection with all four sources, then a series of sample designs will be constructed for each source. These samples will take shape along these lines:

- apprehension reports -- a national sample will be taken for a week, or for a series of random days, with about 10,000 I-213s called into the central office for this purpose.
- labor certification rejection leads for two months will be collected. Since this is a much smaller item, in terms of numbers, a two-month supply is needed.
- current leads data from all INS offices would be collected nationwide, with a month's worth supplying a sufficient sample. (In all three of these instances there is no confidentiality problems, and a national sample which reflects the national workload data can be pulled.)

- data from immigrant-serving agencies and immigration attorneys will be more difficult to sample, for several reasons; the agencies and attorneys tend to have clientele with distinct geographical and nationality identities; some of them may not want to cooperate, even if names are left off the reports; a fairly large number will have to be sampled to get a good cross section of this data source. Nevertheless, a sample which reflects geography, nature of helping agency (church-related, poverty program-related, etc.), ethnicity of clients, lawyer/helping agency, will be created, and efforts will be made to make arrangements with as many entities as possible to fill in as many cells as possible.

In some cases, with the law firms and immigrant-serving agencies, it might be preferable to have these organizations fill out a predesigned form specifically for this purpose, as new clients are screened.

The characteristics information which can be obtained in the course of this work would relate to demographic factors (age, sex, marital status, nation of birth), economic characteristics (income, labor market participation, occupation, ability to hire an attorney), social characteristics (family size, fertility patterns, education, language) and, immigration status (apprehended/not apprehended, visa abuser/EWI, length of time here, equity, if any). Social security numbers will be collected wherever possible for information about earnings experience of groups of illegals.

Duration. Since these sources of information are in place, it should be possible to secure the needed data within a period of four months and tabulate and analyze the data in the following three months.

Responsibilities

INS will make available leads and apprehension reports, D/L will make labor certification leads data available. Social Security Administration will produce tabulations of illegals' past earnings, by a series of specific cross tabulations to be specified by the consultant.

The consultant will create a uniform data retrieval instrument, will create sampling patterns, will handle all sub-contracting arrangements with immigrant-serving agencies and members of the immigration bar, will supervise the tabulation of the results, and will analyze them.

Expected Results and Products

- Generally, a great deal of new data on the characteristics of illegals, apprehended and unapprehended, including, but not limited to these important elements:
 - * Data on ethnicity of unapprehended aliens, which will be a useful control on data collected about apprehended ones (largely Mexican nationals) and about those found in the residential and industrial surveys. It is possible that many more Canadians, for instance, will show up as unapprehended illegals than now expected.
 - * Data on economic characteristics, particularly social security earnings data, on both groups of illegals.
 - * Data on the extent to which illegals now here have potential ability to convert to legal status under the laws; a finding on this point will be included in whatever data is secured from the immigrant-serving agencies and from the attorneys, as this is of central concern.
 - * Data on the ways these illegals became illegals.

- Generally we will not secure much information about the numbers of illegals in the nation from these sources; it may be possible, however, to secure some good neighborhood information from immigrant-serving agencies or attorneys who are operating within a tightly defined geographical area.

CHAPTER IX. INDUSTRIAL SURVEY

Objectives

To estimate the total number of employed illegal aliens in the nation by determining a set of ratios between the number of employed legal and illegal aliens within major categories of employment.

To create a methodology which can be operated on a continuing basis, as part of INS law enforcement activities, to update estimates on the numbers of illegals holding jobs in the United States.

Scope of Work

Work to be done. INS investigations conducting area control operations will interview a sample of employees within selected industries and states (the same as those used for the residential survey) in two phases. The first phase will involve a total of approximately 20,000 interviews at places of employment for each major industry group. The places of employment will be chosen by the consultant and each place of employment is expected to be within 25 miles of district offices in each of the selected states.

Although employed illegals are thought to play a significantly strong role in certain types of employment, the first phase of the survey will help to document the extent of employed illegals in all major industry divisions. Based on the findings of the first phase survey, the consultant will refine the list of industry divisions and particular industries within those divisions for the second phase of the study.

It is important to note that while this particular study is biased against types of employment such as agriculture and domestic service, information on employees in these two groups will be gathered as part of the residential survey.

The methodology for the first phase follows:

1. Identify clusters by state for survey. Based on the employment within all major industry divisions as defined by the Standard Industrial Classification Manual, and using a sample size of 20,000, we have developed the size of each cell of employees to be interviewed in each of the selected states, as indicated in Table 4.
2. Identify employers to be interviewed. The consultant will provide each INS district office in those selected states with a list of employers. This list will include firms which represent a range of particular industries within each major industry division. For example, within Services, the list of employers may include laundries, hotels, advertising agencies, business services, and auto repair shops.

It is expected that sources of lists will vary from state to state, as the principal repository of employer's names by industry code, the Bureau of Labor Statistics, will not release information on the subject, which they secure on a voluntary, no-disclosure basis.

3. Contact employers, and, where present, union leaders, to arrange for employer-union cooperation in the conduct of the surveys (which will be described as a part of nationwide sample). The basic procedure for this activity was worked out by the Los Angeles District Office in connection with its survey of the tuna canneries, which is described in the Final Report. In cases where management or the union blocks such a survey, an effort will be made to secure the needed data in other ways.

Table 4

Sample of Individual Employees to be Interviewed in the Industrial Survey

| INDUSTRY | STATES | | | | | | | | | | | TOTAL |
|--|-----------------------|-------------|----------------------|-----------------------|-----------------------|-----------------------|-----------------------|-----------------------|-----------------------|-----------------------|-----------------------|--------------------------|
| | Calif. | Conn. | Fla. | Ill. | Mass. | Mich. | N.J. | N.Y. | Ohio | Penn. | Texas | |
| TOTAL | 3588 | 489 | 1160 | 2076 | 1103 | 1469 | 1299 | 3371 | 1717 | 2128 | 1952 | 20,352 |
| Agriculture | 147 | | | | | | | | | | 116 | 263 |
| Mining | | | | | | | | | | | 51 | 51 |
| Contract Construction (Special Trade Contractors) | 155 (80) | | 102 | 90 (52) | 50 | 44 | 61 | 135 (83) | 79 | 102 | 126 | 944 (215) |
| Manufacturing (Durable) (Non-Durable) | 765 (503) (262) | 201 | 167 (88) (79) | 635 (415) (220) | 301 (151) (150) | 534 (428) (106) | 407 (201) (206) | 802 (376) (426) | 672 (473) (199) | 717 (419) (298) | 371 (199) (172) | 5572 (3253) (2118) |
| Transportation & Utilities | 229 | | 85 | 140 | 61 | 72 | 91 | 236 | 112 | 132 | 131 | 1289 |
| Wholesale & Retail (Wholesale) (Retail) | 814 (201) (613) | 117 (92) | 317 (71) (246) | 470 (137) (333) | 249 | 305 (72) (233) | 289 (77) (212) | 720 (221) (499) | 407 (92) (315) | 461 (104) (327) | 476 (136) (340) | 4625 (1111) (3210) |
| Finance-Insurance-Real Estate (Insurance Carriers, Agents; Brokers) | 210 (61) | | 77 | 170 | 65 | 59 | 62 | 298 (85) | 84 | 101 | 108 | 1234 (146) |
| Services (Hotels) | 679 (44) | 99 | 230 (33) | 348 (20) | 239 | 221 | 218 | 646 (19) | 308 | 358 | 322 (22) | 3668 (138) |
| State & Local Govt. | 589 | 72 | 102 | 223 | 138 | 234 | 171 | 534 | 55 | 257 | 251 | 2706 |

Note: Numbers in parentheses represent number of employees within subgroup of major industry divisions.

Sample distribution based on distribution of employment within industry groups for the states selected for survey purposes. Employment figures were compiled from U.S. Bureau of Labor Statistics, Employment & Earnings, States & Areas, 1939-1972.

4. Conduct survey. Using a reporting system prepared by the consultant, INS agents will interview employees to determine the number of:

- U.S. citizens
- legal nonimmigrants
- permanent resident aliens
- illegals

If an employer has less than 100 employees at the location chosen, all will be interviewed; if the employer has more than 100, a segment of the organization (such as a department, or a floor, or a building) with 100 employees or less will be interviewed. It is vital that the segment of the establishment so encountered be selected at random by the INS staff, with no input from the employer. The INS District Office will continue to work down the list of randomly selected employers, in each cell until it has exceeded the number of required interviews in the cell. (An excess does not matter, because it can be compensated for statistically, but it is important for INS to complete each establishment or segment which it starts.)

Reporting system. The consultant will create a reporting system which will include the following elements:

name, address and telephone number of the employing establishment

was whole place of business surveyed, or only a part?

if a part, how many employees does the business have at that location?

principal business of the establishment (and SIC code if available)

nature of the department surveyed, if only part of the plant was covered.

day or days of survey

INS office doing survey; name of officer in charge

employee data, as follows:

- U.S. citizens
- legal nonimmigrants
- permanent resident aliens
- illegals interviewed (list names and social security numbers)
- illegals assumed (by absence, thereby forfeiting their jobs) (list names and social security numbers)

A basic element of the industrial survey revolves around the last item in the reporting form; if workers lose their jobs by not reporting for the interviews, that day at the plant, or at a subsequent date at the INS office, the system will work; if not, it won't. Offices will be asked to check back, on a small sample of the sample, weeks after the initial round of interviews, to see if any of the assumed illegals have resumed employment.

Locations of data collections. The area selected for the industrial survey, the 11 states with the greatest number of legal aliens, are based on the same assumption as the residential survey - that illegals will be clustered in the same areas and same kinds of employment as recent legal aliens.

Duration and timing. It is expected that the first phase of interviews will take three months and the second phase, which will consist of interviewing twice as many employees, although in a refined list of industries, will take approximately five to six months.

Responsibilities

INS will have the responsibility for conducting the surveys as well as for negotiations with employers and unions.

The consultant will provide INS with the names of employers. In addition, the consultant will be responsible for tabulation and analysis of the survey results.

Expected Results

Data on the ratio of legal to illegal aliens within major industry groups and, as a result, estimates on the number of employed illegals in the nation. The first phase will also provide information on the effectiveness of the proposed methodology.

CHAPTER X. IMPACT OF ILLEGALS ON LEGAL ALIENS
AND RELATED MINORITY GROUPS*

Objectives

To assess the impact of illegal aliens on legal aliens and members of related minority groups, and to assess their perception of that impact in specific areas with high concentrations of illegals.

Scope of Work

Work to be done. It is proposed that five parallel case studies be performed on this subject, with one to focus on the impact of illegal Haitians in New York on legal Haitians (and other Blacks), another to focus on the similar situation among those of Mexican descent in East Los Angeles; the other three, to be recommended by the research entity, should cover one rural and two small-city areas in three other locations in the West and Middle West, and presumably, but not necessarily, would cover Mexican nationals in two or three of those three locations.** The three additional sites would be selected to show different situations, and justification would be made by the research entity for either the proposed selection or, alternatively, the proposed selection process.

* See p. 174 ff. for further discussion of this impact study.

** All such locations would be more than 100 miles from the U.S.-Mexico border, to avoid the complications caused by commuter workers.

The subject matters to be studied would revolve around competition between illegal aliens and legal members of the same minority group for:

- immigration slots
- jobs
- housing and educational opportunities.

The five studies would also deal with the subjective questions of image and perception of competition. In the eyes of the legal Haitians and other Blacks in the same part of New York, does the presence of the illegal Haitians damage the image of legal Haitians in the eyes of the community at large, for instance? A series of questions on this point will be asked of the legal residents in an area of concentration of illegals. Further, the same legal residents will be asked a series of questions about their perception of the competition for jobs, immigration slots and housing and educational opportunities.

It is recommended that a panel of one hundred well-established legal residents, from the chosen group, be interviewed in each of the five locations on these matters.

Another major source of inputs to the study will be the interim results of the residential, characteristics and industrial surveys to be supplied by the coordinating consultant firm; care will be taken to sort out all information from these surveys which relate to the five case study locations. (In the second round of the residential survey there will be an opportunity to mount local surveys in each of the five selected sites.)

More specifically, the methodology for each of the four components of the study can be described as follows:

Immigration slots. These are finite in number, except for immediate relatives of U.S. citizens, and Portes has contended that a major portion of today's legal Mexican immigrants (who constitute a significant number of current legal immigrants) were yesterday's illegals.* The obvious implication is that an illegal securing an immigrant visa is denying one, or delaying one, to a Mexican family member of someone currently legally present in the United States as a citizen or as a permanent resident alien. (There is such minimal use of non-family channels for immigration from Mexico, e.g., through the use of labor certification, that it can be safely ignored.) To test Portes' hypothesis, three lines of inquiry should be used:

- interviews with visa-issuance officials in U.S. consultates in Mexico and Haiti (assuming that these are the two nations selected for study) and file searches while in those offices.
- interviews of 40-50 newly admitted legal aliens (identified through the use of INS records) in each location.
- interviews of 100 well-established legal immigrants, naturalized citizens and U.S.-born citizens of the same descent, in each location.

The interviews with the visa issuance officials will secure second-hand, and cumulative evidence on the question; the interviews with the 40 or 50 newly visa'd persons will supply first-hand data on how these persons managed to secure the equity needed to be admitted as permanent resident aliens; the inter-

* Alejandro Portes, "Return of the Wetback," Society, April/May, 1974.

views with the 100 established members of the community would be designed to secure information on how many members of their families were awaiting visas.

Jobs. Four research tools will be used to secure information on the competition of legals and illegals for work. These will include:

- mining other studies, including the other studies for INS, on this subject.
- working through all available governmental records which relate to the subject; numbers and characteristics of the labor force and the unemployed; INS apprehension reports in the community, as they relate to workers.
- conversations with knowledgeable people on the subject, in and out of government, including personnel people in private industry, union leaders, community activists.
- interviews with the 100 well-established legal residents in each of the five locations.

These 100 interviews will be arranged in a variation of the way as those in the residential survey; in other words, using the previously described zip code identification route, the zip code or codes of concentration in the selected area will be searched, and (in a process much like that described on pp. 66-77 of the Final Report) the addresses of 40 legal residents who have been in the country for at least five years will be identified. The interviewer will go to the address located, interview the person whose name appears on the card, if possible, and then will continue interviewing in the adjacent homes or apartments until three complete interviews with three households (in New York) where there is at least one individual who is either a native-born citizen of Haitian descent, a naturalized Haitian, or one who has been here legally for five years have been

achieved. After this grouping of the interviews, the next card is used, and the process starts all over again. The entire process continues until 100 interviews are completed. The average of seven additional cards (40 instead of 33) will take care of problems caused by destroyed buildings and the like.

During the unstructured conversations with the knowledgeable people, (and during the file searches) an effort will be made to secure second-hand information on the extent and perception of competition in the job market between legal and illegal aliens. In the interviews with the well-established aliens, first-hand information about the interviewee's own experience (and perception) of this competition will be sought.

Housing and educational opportunities. The same four-step methodology used in the jobs portion of the study would be used in this section, but here there will have to be more reliance on informed sources, and less on government files (schools won't release alienage information and most private landlords don't possess it). The work will include:

- Making full use of all existing studies that bear on the subject (such as housing marketing studies by HUD)
- Working through whatever governmental records are available (perhaps dealing with the extent to which counseling is needed in schools where illegals concentrate, and the incidence of need for bilingual education classes)
- Conversations with knowledgeable people on the subject, in and out of the schools and the housing business.
- Interviews with the 100 well-established legal residents identified earlier.

Again, there would be an effort to locate whatever secondary information is available on the subject, through the first three methods, and to secure first-hand experience data (as well as perceptions) from the interviews with the well-established residents. In the latter case, the survey instrument will be broken into sections dealing with the incidence of illegals in the housing and education market (perceptions of incidence) and sections dealing with the question of how this competition, if any, is viewed (perceptions of impacts). Finally, there will be a series of questions as to how the legal residents feel about these matters.

Image. The most difficult part of the assignment will be to measure how the well-established aliens regard the impact of the illegals (if any) on the community's image of their ethnic group. Several sets of questions in these surveys will be raised about the way that legals and related minority members feel about illegals, in terms of social status, economic threat, etc.

The responses will be arrayed across the following variables of the legals:

recency of movement from Mexico (for example)

alien/naturalized/native-born status

income

education

% of relatives in Mexico (for example); i.e., parents, spouse, sisters, brothers, children

Location of data collection. Already discussed.

Duration. The study will take a full year to complete.

Responsibilities

The research entity doing the work will have a direct contact with INS and will be responsible for the completion of the work. The coordinating consultant will be responsible only for providing data from other studies to the research entity.

Expected Results and Products

- The results of five case studies, each one of which examines the inter-relationships, in terms of jobs, housing and educational opportunities, between illegals, legal aliens and related minority group members living in the same area. These data will be correlated with data gathered on the local socio-economic conditions, which will yield useful indicators of similar impacts where comparable connections of illegals are found in comparable circumstances.
- Data enabling a testing of Portes thesis regarding the conversion of illegal to legal aliens.
- Nation-wide estimates of the numbers of immigrants who were illegals and a data base for predictions concerning the numbers of current illegals who will in the future seek to convert their immigration status.

CHAPTER XI. REPORTS

Recommendation

That the coordinating consulting firm prepare the following schedule of reports:

Monthly progress reports on each of the first six of the studies (excluding the impact of illegals on legals study) which describe the work accomplished during the month, findings useful to management which appeared during the month, difficulties encountered, changes in plans, if any, and plans for the following month.

Interim report, after five months, which would include:

- progress reports on the fraudulent documents and characteristics studies, on the two Border Patrol surveys; included in the latter would be a preliminary estimate of the number of illegals in the country.
- management recommendations*

Final report, after ten months, which would include:

- a comprehensive report on the numbers, distribution, flows, characteristics and some impacts of illegal aliens.
- policy alternatives available to decision makers on strategies for coping with the problem
- management recommendations*

The study of the impact of illegals on legal immigrants and related minority groups would be filed by the research entity doing the work, as a separate document, at the end of twelve months.

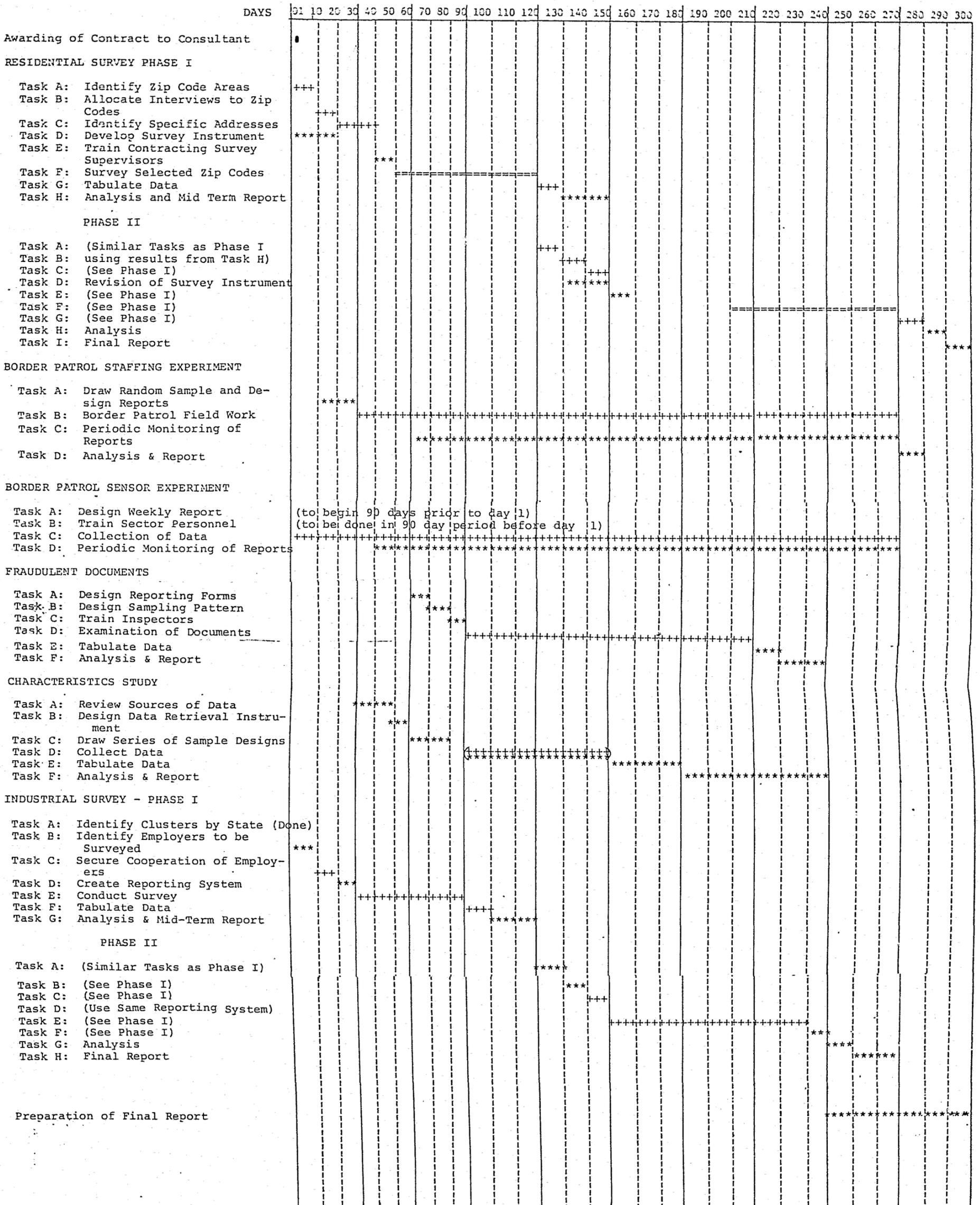
*These recommendations will be byproducts of the other activity; consultants will undoubtedly encounter ideas on how INS could improve its performance, and these should be submitted to INS in the form, and at the detail level, prescribed by the Service.



T I M E T A B L E F O R R E S E A R C H D E S I G N

DAYS 01 10 20 30 40 50 60 70 80 90 100 110 120 130 140 150 160 170 180 190 200 210 220 230 240 250 260 270 280 290 300

TIMETABLE FOR RESEARCH DESIGN



Work to be done by Consultant *****
 Work to be done by INS +++++
 Work to be done by other agencies =====

A P P E N D I X

INSTRUMENT USED BY LINTON AND CO., INC. IN WASHINGTON, D.C.

TO SURVEY LEGAL AND ILLEGAL ALIENS

"Hello, we are doing a survey of people in this building as a part of our study of the problems faced by immigrants to this country. We are doing this for Linton and Co., Inc., a consulting firm, and here is my letter of accreditation. (she shows it) Linton and Co. has been doing immigration studies for several years. Here is a copy of a magazine article about the firm's work which appeared in the Department of Labor's publication, Manpower." (SHOW THEM A COPY OF MANPOWER MAGAZINE)

8. Many people, when they first come to this country, experience problems of adjustment of one kind or another. Did you or any members of your household have any problems when you first came?

WRITE IN NARRATIVE FORM

9. Have you or any member of your household ever been on welfare?

CIRCLE RESPONSE YES
 NO

IF YES, ASK:

For how many months? _____ months

10. Currently, do you or any member of your household have any particular difficulties living in the United States, such as language problems, transportation to your work, etc?

11. Let me ask you some questions about your parents. When and where were your mother and father born?

| | Year | Nation |
|----------------|-------|--------|
| A. Father | _____ | _____ |
| Mother | _____ | _____ |

B. Did they ever come to the U.S. for more than a few months?

| | | | |
|-----------------|--------|-----|----|
| CIRCLE RESPONSE | Mother | YES | NO |
| | Father | YES | NO |

IF NO, SKIP TO Q. 12.

IF YES, ASK:

C. What were the dates of their stay in the U.S.?

| | | |
|--------|------------|----------|
| Mother | From _____ | To _____ |
| Father | From _____ | To _____ |

D. Are they alive now?

| | | | |
|-----------------|--------|-----|----|
| CIRCLE RESPONSE | Mother | YES | NO |
| | Father | YES | NO |

ASK THE FOLLOWING IF RESPONDENT IS MARRIED, IF NOT ASK Q. 14.

12. Were you married before or after you came to this country?

| | |
|-----------------|--------|
| CIRCLE RESPONSE | BEFORE |
| | AFTER |

13. Were either of your spouses' parents U.S. citizens or permanent residents when your spouse arrived here?

| | |
|-----------------|-----|
| CIRCLE RESPONSE | YES |
| | NO |

14. ASK THE FOLLOWING QUESTION OF ANY OTHER ADULT IN HOUSEHOLD WHO ARRIVED AFTER JULY 1, 1968 AND IS NOT A CHILD, SPOUSE OR PARENT OF RESPONDENT.

Now I would like to ask you about _____ (other adult).
When and where were his/her parents born?

| | | |
|--------|-------|--------|
| A. | Year | Nation |
| Father | _____ | _____ |
| Mother | _____ | _____ |

B. Did they ever come to the U.S. for more than a few months?

| | | | |
|-----------------|--------|-----|----|
| CIRCLE RESPONSE | Mother | YES | NO |
| | Father | YES | NO |

IF NO, SKIP TO 15.

IF YES, ASK:

C. What were the dates of their stay in the U.S.?

| | | | | |
|--------|------|-------|----|-------|
| Mother | From | _____ | To | _____ |
| Father | From | _____ | To | _____ |

D. Are they alive now?

| | | | |
|-----------------|--------|-----|----|
| CIRCLE RESPONSE | Mother | YES | NO |
| | Father | YES | NO |

IF MARRIED ASK THE FOLLOWING QUESTIONS, IF NOT ASK Q. 18

15. Was he/she married before or after they came to this country?

| | |
|-----------------|--------|
| CIRCLE RESPONSE | BEFORE |
| | AFTER |

16. Were either of his/her spouses' parents U.S. citizens or permanent residents when his/her spouse arrived here?

| | | |
|-----------------|-----|----|
| CIRCLE RESPONSE | YES | NO |
|-----------------|-----|----|

17. Most people first come here with a tourist visa. Did you have one when you first arrived?

| | | |
|-----------------|-----|----|
| CIRCLE RESPONSE | YES | NO |
|-----------------|-----|----|

→ IF YES, ASK Q. B

IF NO, ASK:

A. What kind of visa did you have when you first arrived?

| | |
|-----------------|--------------------|
| CIRCLE RESPONSE | Diplomatic |
| | Student |
| | Other |
| | Permanent resident |

IF "OTHER", what? _____

IF PERMANENT RESIDENT, SKIP TO C.

IF OTHER THAN PERMANENT RESIDENT, ASK:

→ B. What kind of visa do you have now?

RECORD VISA IN MATRIX THEN ASK QUESTION 19

C. Did you get it because you had a labor certification, a document from the Labor Department saying you had a particular skill and that your employer needed these skills?

| | |
|-----------------|-----|
| CIRCLE RESPONSE | YES |
| | NO |

IF NO, SKIP TO E, IF YES, ASK:

D. What kind of work were you certified to do?

E. If you did not have a labor certification when you arrived,
how did you get a resident visa?

RECORD RESPONSE _____

18. Now I would like to find out what visas the other members of
your household have. Are there any members who have tourist
visas?

IF YES, ASK THE NEXT QUESTION, IF NO SKIP TO Q. 20

Could you please tell me who they are? RECORD RESPONSE IN
MATRIX

19. If they do not have tourists visas what visas do they have?

RECORD RESPONSES IN MATRIX

THANK YOU VERY MUCH FOR YOUR COOPERATION!!

Date _____

Migrant & Seasonal Farmworker Multipurpose Projects

Funded by the Manpower Administration - EOA Title III-B

1974

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| Alabama Migrant & Seasonal Farm Worker Council Tuskegee Institute Tuskegee, Alabama 36088 | (205) 727-8118 |
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END