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FORM OF DOCUMENT	CORRESPONDENTS OR TITLE	DATE	RESTRICTION
1. Memo	F. Lynn May to Jim Greene and attachments	5/22/75	C

## FILE LOCATION

Domestic Council  
Files of Richard Parsons  
General Subject File - Illegal Aliens, Domestic Council Committee on  
Jan. - Dec. 1975

## RESTRICTION CODES

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WHM, 7/23/79

STATEMENTS BY PRESIDENT FORD ON ILLEGAL ALIENS

September 12, 1974

"The Illegal Aliens legislation is necessary to establish clear guidelines regarding the law for employment of aliens who work in this country. The House has already passed a bill. I would hope the Senate could consider this measure during the fall term.

November 18, 1974

"Current estimates by the Immigration and Naturalization Service indicate that there are some 4 to 7 million illegal aliens in the United States. Prompt action on a pending illegal alien bill would help solve this critical problem by providing sanctions against the hiring of illegal aliens. This would make more jobs available for our own citizens.

December 9, 1974

The President urges passage of the Farm Labor Contractors Amendment (which was passed on Nov 22 and Nov 26 by the Senate and House respectively and became PL93-518). This legislation adds a jail sentence of up to one year to the present \$500 criminal fine, and a maximum fine of \$10,000 as well as a maximum three-year jail sentence for subsequent violations -- including unregistered crew leaders who knowingly recruit illegal aliens.

January 6, 1975

Executive Order of the President establishing the Domestic Council Committee on Illegal Aliens.

THE WHITE HOUSE  
WASHINGTON

Jim -

Let's discuss  
the attached and  
the next step.

Thanks  
Dick.



MEMORANDUM FOR: THE PRESIDENT

FROM: JIM CANNON

SUBJE Domestic Council Committee on Illegal Aliens

BACKGROUND:

On January 6, 1975 you established the Domestic Council Committee on Illegal Aliens to develop, coordinate and present to the President policy issues that cut across agency lines to provide better programs for dealing with the national problem of illegal aliens. To date there has been no Cabinet level meeting of the Committee, and the few meetings of the Committee have been basically staff discussion groups.

There have been estimates of from 3 to 15 million illegal aliens in the United States today. The impact of these illegal aliens has been widespread, but analytical data to substantiate their presence is unavailable. The illegals have been named as sources of trouble in many key areas of our society. They allegedly occupy both skilled and non-skilled jobs, which American citizens could hold. They are often cited as culprits in the rise in crime in the areas in which they are concentrated. The dramatic rise in public welfare and medical costs, particularly in border areas, are also attributed to them.

Increased publicity in the last year has made the public aware of the prevalence of illegal aliens and their threat to our economic and social well-being. The negative reaction to the admission of Vietnamese refugees could be taken as a rough gauge of the mood against aliens, who are potential competitors for employment during a recession. Lack of accurate data on the illegals, has rendered analysis of their impact nearly impossible and has prevented an assessment of the resources necessary to meet the problem.

## OPTIONS

1. The simplest alternative would be merely to work out a legislative strategy for the passage of the Rodino Bill which prohibits employment of illegal aliens. (You recommended passage of the bill on September 12 and November 18, 1974.) No other substantive action would be taken, apart from establishing a position on the Kennedy Bill, which would allow illegal aliens residing in the U.S. for more than 3 years to be allowed to remain as legal aliens.

### Pros

- This option would permit a positive measure without incurring great additional costs or creating mandates for further action.

### Cons

- It is very limited "political" approach to the problem, and does not do much to solve the larger accompanying economic and social problems.
2. The next alternative would consist of implementation of option 1, plus a limited study of some issues related to illegal aliens, utilizing agency personnel, interested state and local officials and consultants. The studies would be restricted to economic and law enforcement aspects of the problem such as:
    - a. How many and what type of jobs do the illegals take away and in what industries? Can these jobs be filled by Americans and is the U.S. labor force adequate and willing to work in jobs now occupied by illegal aliens?
    - b. Do the illegals contribute to capital shortage by sending their savings to their homeland?
    - c. Does the minimum wage become the maximum wage in border areas?
    - d. What can be done to better enforce existing and proposed laws dealing with illegal aliens?
    - e. How to insure that the enforcement does not discriminate against legal aliens and U.S. citizens, etc.?

Pros

- This proposal would provide the data to assess the impact of illegal aliens in some critical areas.
- It would be relatively inexpensive and while a full-time staff would not be required, agencies would have to commit greater resources than they have at present.

Cons

- This narrow approach will be attacked by interest groups like county and city governments, who are asking Federal help to meet the social costs of the illegal alien problem.
  - The economic side of the problem is inter-related with the social, cultural, and foreign relations aspects.
3. The third alternative would be a broad, comprehensive examination of the entire problem of illegal aliens. This would include the elements of options 1 and 2, plus studies in:
- a. The area of social services including an examination of the costs of welfare and unemployment insurance, the impact and cost of health delivery, and the cost of education for illegal aliens.
  - b. The area of cultural impact such as the characteristics of the illegal aliens age, skills, background and the willingness to do work that U.S. citizens are not willing to do.
  - c. The area of foreign relations such as the study of how our policy on illegal aliens affects our foreign policy and vice versa, working closely with the secretary of State's Committee on Illegal Aliens.

Pros

- This proposal is all encompassing, and would provide a large universe of reliable data with which to assess the extent and resources necessary to deal with the illegal alien problem.

Cons

- This proposal will take time, money and the commitment of a full-time staff of agency personnel or consultants (~~some could be contracted out~~). The full study would probably not be completed by 1976.
  
- The results of the larger study, particularly in the social services area, could produce evidence of the inordinate costs of illegal aliens on state and local governments. This could create pressures for Federal subsidies to ease the problem.

JANUARY 6, 1975

Office of the White House Press Secretary

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THE WHITE HOUSE

January 6, 1975

MEMORANDUM FOR: THE DOMESTIC COUNCIL

Secretary of State  
Secretary of the Treasury  
Attorney General  
Secretary of the Interior  
Secretary of Agriculture  
Secretary of Commerce  
Secretary of Labor  
Secretary of Health, Education and Welfare  
Secretary of Housing and Urban Development  
Secretary of Transportation  
Assistant to the President Baroody  
Director, Office of Management and Budget  
Chairman, Council on Economic Advisers  
Chairman, Council on Environmental Quality  
Administrator of the Environmental  
Protection Agency  
Director, ACTION

SUBJECT: Domestic Council Committee on Illegal Aliens

I am today establishing a new Domestic Council Committee on Illegal Aliens. This Committee will develop, coordinate and present to me policy issues that cut across agency lines to provide better programs for dealing with this National problem. The Attorney General will serve as the Chairman of this Committee. The membership of the Committee will consist of the Secretary of State, Secretary of the Treasury, Secretary of Agriculture, Secretary of Commerce, Secretary of Labor, Secretary of Health, Education, and Welfare, Assistant to the President Baroody, and the Director of the Office of Management and Budget.

GERALD R. FORD

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OFFICE OF THE DEPUTY ATTORNEY GENERAL  
WASHINGTON, D.C. 20530

March 11, 1975

*file*

TO: Attached List of Addressees

FROM: Jonathan C. Rose *JCR*  
Associate Deputy Attorney General

SUBJECT: Cabinet Committee on Illegal Aliens

As discussed at the February 28, 1975 meeting, two task forces will be established to study particular issues relating to the illegal alien problem. Dr. Marrs of the White House will head one task force with the responsibility of studying the feasibility and public acceptability of requiring proof of citizenship of legal alien status prior to obtaining employment. The task force will have representatives from INS, HEW, and the Domestic Council. I would suggest that INS designate a representative familiar with the work of the Federal Advisory Committee on False Identification. Dr. Marrs will arrange for the task force meetings.

A second task force will be headed by a representative from the Department of Agriculture. INS and Labor will have representatives on this task force. It will estimate the economic impact of legislation which entirely removes illegals from the country. The study will focus both on agriculture on the Southwest border and urban employers in big cities like New York. Additionally, the study will consider what the options are available concerning workers now in the country. The Department of Agriculture will arrange for task force meetings.

The next Cabinet Committee meeting will be held at 10:30 a.m., Friday, March 21, 1975 in the Office of the Deputy Attorney General. I would hope that Mr. North would be present to explain some Department of Labor studies on the economic impact of illegal aliens.

Attachment  
Addressee List



OFFICE OF THE DEPUTY ATTORNEY GENERAL

WASHINGTON, D.C. 20530

February 1975

Updated 2/21/75

Cabinet Committee on Illegal Aliens

White House -	Fernando E. C. DeBaca Special Assistant to the President Room 197, Old Executive Office Building (Washington, D. C. 20500)	456-2701 2827-
	Dr. Theodore C. Marrs Special Assistant to the President Room 103, Old Executive Office Building (Washington, D. C. 20500)	456-2735
State	Leonard F. Walentynowicz Administrator Bureau of Security and Consular Affairs Room 6811 Department of State (Washington, D. C. 20520)	632-9576
Treasury	James J. Featherstone Deputy Assistant Secretary, Designate Room 3449 Treasury Department (Washington, D. C. 20220)	964-5054
	David R. Macdonald Assistant Secretary (Enforcement, Operations, & Tariff Affairs) Room 3448 Treasury Department (Washington, D. C. 20220)	964-2033
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	Bernard V. Parette Deputy General Counsel Department of Commerce Room 5870 (Washington, D. C. 20230)	967-4772
Labor	Alfred G. Albert Deputy Solicitor Department of Labor Room 4148 14th & Constitution Ave., N.W. (Washington, D. C. 20210)	961-3821
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	William A. Morrill Assistant Secretary for Planning & Evaluation Room 5027, North Bldg. Health, Education & Welfare 330 Independence Ave., S. W. (Washington, D. C. 20201)	245-1858
OMB	David M. Bray Deputy Associate Director for Economics & Government Office of Management & Budget Room 9202 New Executive Office Bldg. (Washington, D. C. 20503)	395-4892
	James N. Purcell, Jr. Chief, Justice-Treasury Branch Office of Management & Budget Room 9220, New Executive Office Building (Washington, D. C. 20503)	395-4516

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(Washington, D. C. 20590)

426-4492



# Department of Justice

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SPEECH BY

LEONARD F. CHAPMAN, JR., COMMISSIONER  
IMMIGRATION AND NATURALIZATION SERVICE

*8.6*  
*"Illegal Aliens"*

BEFORE THE

EXECUTIVES CLUB OF CHICAGO

12:00 NOON  
FRIDAY, MARCH 21, 1975  
LA SALLE HOTEL  
CHICAGO, ILLINOIS

Good afternoon ladies and gentlemen. It is a pleasure to be here and to have this opportunity to speak to the Executives Club of Chicago.

I always welcome an occasion to speak to an audience of businessmen. I believe it is the business community -- the employers -- in this nation who are going to have to help solve one of the great problems our country is facing today...if it is going to be solved at all.

That problem, which I plan to discuss with you today -- illegal aliens -- is one in which we all stand to lose -- business, labor and everyone else -- unless steps are taken soon to combat it. The problem is having a major impact on our country right now.

A million or more jobs are lost to American citizens because illegal aliens hold employment and compete for job openings; money earned by illegal aliens is sent out of the country to families back home, instead of being spent in the United States to support our own economy; untold amounts are lost to Federal and local treasuries in the form of unpaid taxes; and many more dollars are added to our tax bills each year to make up for the cost of services, such as schools, welfare and medical care which are utilized by illegal aliens without paying their share of the cost.

To illustrate the scope of the problem, last year the Immigration Service apprehended 800,000 illegal aliens. Nearly one million persons were caught in this country illegally. Yet that is merely the tip of the iceberg. The great majority of illegal aliens never see an immigration officer. In 1974 we found 10 times more persons illegally in the United

States than we did just a decade ago, but that was only a small percentage of those who entered ...perhaps 25 per cent. And we located no more than 10 per cent of the illegal aliens residing in the nation.

While Congress has set limits resulting in no more than 400,000 legal immigrants to the United States each year, there are several times that many coming in surreptitiously across our borders. Or they are entering as tourists, for visits that in theory will last only a few weeks but in reality often turn into near-permanent resettlement.

The economic impact of these vast numbers of uninvited guests is substantial. Yet, I believe the debilitating effect on our social structure of such wholesale violations of our law is even more serious. This breakdown of immigration law and order cannot help but weaken our nation.

There is no questioning such a breakdown. We estimate there are up to 10 or 12 million aliens living illegally in this country. For all practical purposes they are virtually beyond the reach of the Immigration Service. There are a half million or more within this Chicago area, including portions of Indiana and Wisconsin. And more are coming each year.

To cope with this vast number the Immigration Service has 1,700 agents to patrol the nation's borders, and just 900 investigators who are spread thinly throughout major cities. In the Chicago District we have 66 enforcement officers. And their job includes not only apprehension of illegal aliens, but the time consuming responsibility for investigating fraud against the immigration laws. This force has grown very little in the past 10 years, while the problem they are charged with solving has grown

ten-fold at least. We do receive some help from local police, although they do not actually have authority to make arrests for violation of immigration law.

Although it is relatively easy to slip across our 6,000 miles of mostly open border, many aliens pay large sums to smugglers to bring them in to the interior of the country. Fees of \$200 to \$700 are commonplace, and the cost may run to \$1,200 or \$1,500.

Last fiscal year we caught 8,000 smugglers in the process of smuggling 83,000 aliens. This was double the number of aliens we caught being smuggled the previous year. Yet because of clogged courts and busy U. S. Attorneys, few of the smugglers are prosecuted, even though they are subject to penalties of up to five years in prison and \$2,000 fine for each alien being smuggled.

In addition, fraud against the immigration laws is rampant. Last year our investigative force completed 17,000 fraud cases, triple the number of 10 years ago. And with additional manpower, we could have investigated many more. There are currently 14,000 fraud cases pending, and we have 65,000 leads on the location of one or more illegal aliens.

The use of counterfeit, altered and fraudulently obtained documents is also increasing. Last year we found 8,400 fraudulent border crossing cards in the Southwest. And this was obviously just a few compared to the number in actual use. These fake cards are now so available that the counterfeiter's price on the street has dropped to about half of what it was just a year ago.

Sham marriage to gain resident status under the law is another fraud that has become commonplace. In some areas nearly 100 per cent of our fraud investigations involve just this one aspect.

We devote considerable effort to uncovering rings which specialize in arranging fake marriages for aliens at \$1,000 to \$1,500 a marriage. One case in Miami which we are still investigating offers a good illustration.

A woman there who is a citizen had married at least six alien husbands, and each of her two daughters had married three alien men. Her common law husband had two marriages to alien women. All 14 marriages were to facilitate entry to this country. One of the men whom the woman had married brought two children with him. Although she had been paid well for each of the marriages, this enterprising lady applied for and collected welfare in each of her six married names. Not wanting to miss out on a good thing, her two daughters were collecting welfare in each of their three married names. And the lady was also collecting an Aid to Dependent Children welfare check for the two children brought in by one of the men she had married. In total, there were 13 welfare checks involved.

And, finally, she was assigned a rent-free public housing apartment, which she had sublet and for which she was collecting rent.

The total cost to the public of this burgeoning enterprise was several thousands of dollars, and resulted in the fraudulent entry into this country of at least 14 aliens.

Aliens come to this country for just one reason -- to work, earn money and send it home. And when they are unsuccessful in finding work, they often end up on welfare rolls. Los Angeles County recently sent the Immigration Service a bill for \$8 million for medical care they had provided to illegal aliens over one year. Later they filed a suit in federal court to collect.

In 1973, the California State Social Welfare Board estimated the cost of welfare payments to illegal aliens to be at least \$100 million a year. And last December, a Superior Court judge in California ruled that aliens may receive welfare in the state without proving that they are legally in this country, unless they have already been ordered deported. There are estimated to be in excess of one million illegal aliens in California, so you may judge what impact that will have on welfare costs in the state.

The total of the many costs to taxpayers of the illegal alien problem is difficult to measure. It is undoubtedly substantial. A large part of our \$10 billion balance of payments deficit is the result of money which is earned here and sent out of the country by illegal aliens.

The income tax loss is an elusive figure to determine. However, to obtain an indication of the total problem, we ran a pilot program with Internal Revenue for three months last year. In that period we referred to IRS 1,700 illegal aliens whom we suspected had tax liabilities. From this small sample, IRS collected \$168,000 out of a total assessment of a quarter of a million dollars.



How do the aliens avoid taxes? It's simple. They claim as many dependents as is necessary to avoid having tax withheld. We recently apprehended an 18-year-old boy who was claiming 18 dependents. We are now working with IRS to set up permanent programs to recover more of these funds from aliens we apprehend.

However, as significant as these other costs are, none is as serious as the jobs that are lost to U. S. citizens and legal aliens because of the presence of illegal aliens.

Unfortunately, too many people are under the mistaken impression that the only jobs held by illegal aliens are in farm labor or on jobs as busboys or parking cars that no one else wants. That may have been true once, but it no longer is the case. The old image of the Mexican peasant picking lettuce in the hot sun for a dollar a day is not accurate.

Many persons still consider the illegal alien situation to be strictly a Mexican problem. That is no longer true either. As a matter of fact, in the Northern industrial cities, where the higher paying jobs in factories and construction are to be found, the illegal aliens we apprehend are mostly non-Mexican.

It is in the cities where opportunities exist for the illegal alien to work and escape detection that the problem is most severe and the impact on employment is greatest.

Although 90 per cent of the 800,000 apprehensions we made last year consisted of Mexican nationals, nearly all of these were in the Southwest

border area. In cities of the Northeastern industrial area, where many illegals hold good paying jobs, 97 per cent of our apprehensions were non-Mexican. Even in the Southeast, the number of non-Mexicans apprehended was 70 per cent of the total. And many are holding good jobs.

Here in Chicago last month, we apprehended 559 illegal aliens, of whom 432 or 77 per cent were employed. Of that number, 396, or 92 per cent were making more than \$2.50 an hour. And 20 per cent were making more than \$4.50 an hour.

That is 432 jobs in one city in one month that were made available to unemployed citizens. And we were operating within the constraints of limited resources. In answer to the statement that illegal aliens take only jobs that Americans shun, I would like to point out that 41 per cent of our nation's black teenagers are unemployed. Overall, teenage unemployment is 20 per cent. I am confident that a majority of these young people would welcome many of even the lower paying jobs that are held by illegal aliens.

The frustration of young people -- black and white -- being unable to find work is obviously a very dangerous element that leads to increased crime and other serious social problems.

A national news magazine this week stated that "Employers find they can fill jobs that pay only \$2 or \$2.25 an hour for gas station attendants, security guards, dishwashers. Those openings are often grabbed up by people who used to earn two or three times as much."

Nearly a year ago, the Wall Street Journal observed that there were growing numbers of applicants for unskilled jobs. They cited as examples 2,800 applications for 40 jobs as meter readers, and 1,600 for jobs as animal tenders at a city zoo. There are many more unemployed now than there were a year ago.

Still, we find illegal aliens in jobs paying considerably better than \$2.25. While unemployment in the construction industry is nearly 20 per cent, we find illegal aliens working as painters earning nearly \$10 an hour. We find them working in Washington installing dry wall in a new condominium project earning more than \$6 an hour and we find them working on construction of the metro subway system, with earnings of \$400 a week.

Most of these jobs are held by non-Mexicans, and most entered the country as tourists or students, simply found work and remained here. More than 6 million visitors entered this country last year, and our records do not show the departure of 10 per cent of those -- more than 600,000 people. Our records system is not perfect, so even if it is in error by 50 per cent, there are at least 300,000, probably many more, who failed to leave.

Many of these are college graduates or are skilled persons who can and do take highly-paid employment. A list of tourists who stayed on to work in this country and were apprehended by the New York Immigration office alone in recent weeks includes a Greek plumber making \$12 an hour, a Jamaican carpenter making \$7 an hour, a Japanese airline office worker making \$4 an hour, a West Indian lab technician making \$6.80 an hour,

a Liberian working as assistant manager in a shoe store earning \$5.25 an hour, a German secretary making \$5 an hour, a native of Trinidad making \$5.30 an hour as a welder.

You probably read last week about the apprehension of nearly 50 persons by a janitorial service and earning \$3.75 an hour here in Chicago. All of these had entered the country as tourists and had failed to depart.

I have told the Congress and I have told others that with legislation making it unlawful to employ illegal aliens and some modest increases in manpower to enforce the law, the Immigration Service could quickly make available one million jobs which are now held by persons not legally entitled to be in this country.

I believe that eventually there will be a law requiring employers to determine the legality of prospective employees. Right now a House Judiciary subcommittee is holding hearings on the Rodino Bill, which has previously passed the House in two different Congresses. This bill would make it unlawful to hire knowingly an illegal alien.

Some say the bill is too weak in that it allows the employer to shift the responsibility back to the alien by simply having him sign a statement attesting that he is legally in the country.

The Immigration Service has suggested to the committee and I support a proposal which would require employers to obtain not only a signed statement from each job applicant as to citizenship or legal residency but would

also require documentary evidence of the information furnished in the statement. Among the documents which are not considered suitable identification is the Social Security card. Until recently anyone could obtain one by mail. There are some 200 million in circulation, and even now the Social Security Administration will issue a card to an alien who needs one for college purposes or to open a bank account, even if the law does not permit that alien to hold a job in this country.

I believe the only practical way to stop this silent invasion of illegal aliens into our nation is to turn off the magnet of jobs that draws them here. If we continue to allow anyone to obtain employment, without regard to their legal entry into the nation, then millions will continue to come. And only when the United States economy has fallen to the level of less developed nations and there are no more opportunities here will they stop coming.

Populations of Mexico, the Dominican Republic, Colombia and other Latin American countries will double by 1990. Labor forces are growing even more rapidly. Half of Mexico's population is under 15 years of age. Its labor force totaled 16 million in 1970 but will be 28 million in 10 more years and 40 million by 1995.

The push-pull forces of limited opportunity in their own countries and the magnet of economic well being in the United States are driving these people to America. They are so desperate that there is little they won't do to achieve their goal of finding jobs in this great land of ours.

For nearly 200 years America has been a land of plenty. We have been fortunate to enjoy adequate resources, an abundance of energy, plentiful food and jobs for nearly everyone. Now, we are finding shortages in many of the necessities we have taken for granted. Nearly 7.5 million Americans are out of work and our seemingly inexhaustible raw materials are beginning to run low, causing us to become over dependent upon foreign sources. I am not suggesting that we turn our backs upon the rest of the world nor upon the needy and developing nations. However, I do not believe we can absorb the world's unemployed while our own workers go begging for jobs. Nor can we continue to accommodate into our population several million unaccounted for persons each year, who add to the burden of our cities, our welfare rolls, our schools and our hospitals, while contributing little of their earnings to our economy.

I am confident that most -- nearly all -- American employers would obey a law against hiring illegal aliens. It has been my experience when speaking before businessmen that they are shocked to learn of the magnitude and the impact of this problem on our country, and they want to do something to correct it. Furthermore, I am convinced that except for a few unscrupulous people who deliberately employ illegal alien labor to their own advantage, most employers are not aware that they may be hiring illegal aliens.

I believe legislation such as that being considered now will be a major step toward correcting this. For the first time the nation will be on record against employing illegal aliens with a national policy to that effect.

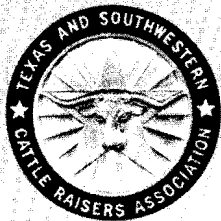
In the meantime, it is my hope that as businessmen become aware of the seriousness of this problem and the consequences to our nation, they will begin on their own to take steps to avoid hiring illegal aliens. A thorough check of references and past work history is already done routinely for many job applicants. I would like to see this extended so that the employment chances for anyone entering this country illegally for the purpose of finding a job would become minimal. And I would like to see companies publicly announce their intention to avoid the hiring of illegal aliens.

Discouraging the illegal alien job applicant -- either by law or by the cooperation of employers -- is virtually the only answer to the problem, short of fencing in our country or building the Immigration Service to an immense size -- two choices that I surely do not advocate.

As long as there are people and nations who are poor and as long as our policy of an open border remains, we will always have a problem of persons trying to enter our country in any way possible.

The situation is such that I believe it demands immediate action. It affects all segments of our social and economic life, and it is going to take cooperation on the part of business, labor and government to deal with it. The time to start is now.

Thank you.



TEXAS AND SOUTHWESTERN CATTLE RAISERS ASSOCIATION

410 EAST WEATHERFORD ST.

FORT WORTH, TEXAS 76102

HILMAR G. MOORE, PRESIDENT

J. A. WHITTENBURG, III, VICE PRESIDENT

JOHN B. ARMSTRONG, 2ND V.P. & TREAS.

DON C. KING, SECY. - GEN. MGR.

April 2, 1975

Mr. Richard Dunham, Director  
Domestic Council  
The White House  
1600 Pennsylvania Avenue NW  
Washington, D. C. 20500

Dear Mr. Dunham:

For your information and review, we are enclosing a copy of a resolution adopted by the membership of this Association during the 98th Annual Convention in Austin, Texas, March 26, 1975.

This resolution expresses to the Congress of the United States the TSCRA's opposition to H. R. 982, The Rodino Bill on Illegal Aliens.

Your consideration of this resolution and our position will be appreciated.

Sincerely,

*Hilmar G. Moore*  
HILMAR G. MOORE  
President

HGM:dws  
Enclosure



## RESOLUTION

WHEREAS, the Texas and Southwestern Cattle Raisers Association recognizes the problem our nation faces in controlling illegal aliens that have taken jobs from American citizens, and

WHEREAS, members of this Association are employers of persons with Spanish surnames and do not want to be faced with a situation which would require discriminating against those persons, and

WHEREAS, the members of the Association do not want to serve as the policing force in the illegal alien problem and yet be subject to criminal penalties for not properly policing the criminal problem,

NOW, THEREFORE, BE IT RESOLVED that the Texas and Southwestern Cattle Raisers Association express to the Congress of the United States its position on H. R. 982, The Rodino Bill on Illegal Aliens, that they are opposed to legislation that would put the burden of solving the illegal alien problem on the backs of employers by making them the police force in the fight against illegal aliens and imposing criminal sanctions on employers for the criminal acts of the illegal aliens.

Adopted at the 98th Annual Convention of the Texas and Southwestern Cattle Raisers Association, March 26, 1975.

April 3, 1975

MEMORANDUM FOR: Dick Parsons

FROM: Kathleen Ryan *KR*

SUBJECT: Domestic Council Committee on  
Illegal Aliens -- A Summary

Background:

The Domestic Council Committee on Illegal Aliens was established by Presidential order on January 6, 1975. Membership on the Committee includes: the Attorney General, Chairman; the Secretary of State; the Secretary of Treasury; the Secretary of Agriculture; the Secretary of Commerce; the Secretary of Labor; the Secretary of Health, Education, and Welfare; Assistant to the President Baroody; and the Director of Office of Management and Budget.

The purpose of the Committee is to develop, coordinate, and present to the President policy issues that cut across agency lines so that better programs can be developed for dealing with the national problem of illegal aliens.

The country must examine the continued validity of the basic assumptions underlying our national immigration policy. The Committee feels "it must begin to make immigration policies, laws, and other enforcement rational and honest."

The American Immigration System:

In America at first there was no immigration system at all: everyone was welcome. Exclusionary legislation started in 1882 -- the Chinese Exclusion Act of that year. In the 1920's the exclusionary policies were supplemented by more complicated origin quota systems. These systems set a maximum quota for the number of immigrants to be admitted from each nation of the Old World. All these laws of the period regulated immigration from the Eastern Hemisphere, but not from the Western Hemisphere.

In 1965 Congress finally passed the Immigration Amendments. This highly intricate system was designed broadly to meet three goals: to facilitate the unification of families; to allow the admission of some workers with needed skills; and to permit the arrival of a relatively small number of carefully defined refugees,

Illegal Aliens:

The United States today faces the tremendous problem of illegal aliens. Reliable data, or any data at all, on these illegal aliens, illegal immigrants as they are called by the Department of Health, Education, and Welfare, is unavailable. No one is certain what effect these people have on the country as a whole. The major cause of their great influx is the economic disparity between the United States and the country of origin of the illegal aliens.

Last year the number of illegal aliens located exceeded by 121,000 the number of aliens admitted as immigrants. There have been estimates of from 3 to 15 million illegal aliens in the United States. Of the approximate 6 million temporary visitors to the United States in FY 1974 10% or 600,000 did not depart upon expiration of their authorized stay. Yet, 50% of this number usually can be resolved by clerical means leaving 300,000 cases unresolved. (Immigration & Naturalization Service Statistics)

During the past five fiscal years (1970-74), a total of 422,875 deportable aliens were located who had been admitted to the United States as nonimmigrants, and of this number 82% were found to be student and visitor status violators. (I&NS) HEW evidence indicates that the illegal immigrant is typically 21 to 61 years of age and able-bodied.

It has also been charged that illegal aliens tend to spend a large share of their earnings in their home country, and this may result in a foreign exchange loss of at least \$150 million per year. (Department of Agriculture)

Legislation:

On May 3, 1973 the House passed HR 982, known as the Rodino bill. It was not passed by the Senate in the 93rd Congress. The present Congress has had no markup of the bill, but hearings have been held.

The bill would prohibit employment of illegal aliens and utilize a three-tiered penalty structure (warning and taxation for first offense, followed by imposition of civil and then criminal penalties.)

*also Farm Labor Contractor Registration Act of 1963, amended in 93 Congress - criminal penalties for farm labor contractors who knowingly engage in the services of illegal aliens.*

HR 981, also not passed in the 93rd Congress, would make technical adjustments to the Immigration and Nationality Act. The central feature of the bill is the creation of a preference system applicable to the Western Hemisphere because there has been a long waiting period for Western Hemisphere visa applicants due to the quota of 120,000 a year. This bill has been endorsed by the Department of Justice.

Summary of the Department Reports:

A charter and agenda of issues were sent by ex-Attorney General Saxbe on January 17, 1975 to the various departments involved with the Domestic Council Committee on Illegal Aliens. The responses to the memorandum generally answered the questions posed, and few original ideas were supplied.

Department of Justice

Mr. Leonard F. Chapman, Jr., Commissioner of the Immigration and Naturalization Service (I&NS), responded to the memorandum. Mr. Chapman is convinced that the present national effort to solve the illegal alien problem requires concerted government-wide cooperation and feels the presence of large numbers of illegal aliens within our country has an impact on practically every sector of our society.

A small amount of data on the characteristics of illegal immigrants has been obtained from apprehended aliens. The Law Enforcement Assistance Administration and the Department of Labor have awarded two consulting firms, Linton, Miels and Coston, Inc., and TransCentury Corp., a contract to design a major study to determine the size, characteristics, and impact of the illegal alien population. I&NS hopes to receive funding to do the study which is to be completed by late 1976.

To control foreign visitors to America I&NS hopes three developments will help. First, I&NS and the Visa Office are developing a secure documentation system which will make it difficult for an overstay to establish an identity showing legitimate presence as an alien in this country. Secondly, they hope for passage of the Rodino bill. Third, I&NS and the State Department are jointly working on an improved control program over entry by one high risk category of visitor -- by eliminating the

waiver of visa requirements pertaining to entries into Puerto Rico and the Virgin Islands.

To help solve the problem of deportable aliens admitted as nonimmigrants I&NS suggests a three-sided approach. The program of information exchange between I&NS and the Visa Office should be intensified. I&NS should expand its cooperative effort with the local Employment Service Offices to find illegal aliens holding high paying jobs in areas of great unemployment. Liaison with the Internal Revenue Service must be expanded so that a more extensive tax collection program can be inaugurated.

When asked how Justice and HEW could cooperate in the concept of a universal identification card, their response was through the efforts of the Federal Advisory Commission on False Identification. I&NS is developing a secure alien identification card which incorporates unique identification features. (They do not state what is unique.)

These two efforts, along with the HEW concept of a Standard Universal Identifier (SUI) applicable to a National Health Program, they feel provide some common ground for cooperation. Nowhere does the department state categorically if it is pro or con the universal identification card.

The Department of State: L. Walentynowicz

The State Department feels that only a definitely chartered group will give the problem of illegal aliens the kind of study, comprehensive review and ultimate output it deserves. The Canadian government is also currently reviewing its immigration policy and has issued a "green paper" on the subject.

Traditionally, U.S. immigration policy has not been primarily determined by foreign policy considerations, although it has had -- and continues to have -- substantial foreign policy implications. Mexico is the only country with which the illegal alien problem has become an important foreign policy issue. Mexico cannot support its growing population, and the Mexican people look to the United States for economic betterment.

State points out that implicit in the Jackson-Vanik amendment to the Foreign Trade bill, which states that all countries should permit free emigration, is the commitment to the idea to admit some of those aliens permitted unrestricted emigration.

With respect to the control of nonimmigrant aliens the Department feels that it is possible that more effective implementation of the existing system coupled with enactment of legislation to penalize employers who give employment to aliens not authorized to be so employed, and to prevent unauthorized self-employment, will accomplish the desired goal of controlling foreign visitors. The department does not believe that there is any hard evidence to indicate such an approach would unduly impede commerce and trade.

State also feels that a broad statement on the underlying principles of immigration by the U.S. Government should be promulgated initially. After the views of those affected by immigration policies -- pressure groups in business, agriculture; labor organizations; and specified ethnicities -- have been voiced and considered, should the Committee make specific proposals. The Canadian government employed this method.

Department of Treasury: David R. Macdonald

The Department of Treasury dealt with the aspects of taxation of illegal aliens. A 90-day test to determine the feasibility of an IRS/I&NS inter-agency effort to improve compliance with Federal Tax laws by apprehended illegal aliens was completed in June 1974. The vast majority of illegal aliens interviewed during this test had no taxes withheld from their wages, were claiming high numbers of exemptions to avoid paying taxes, or simply had no intention of paying Federal taxes. This test substantiated a long-held belief that illegal aliens in the United States represent an area of noncompliance.

The IRS, I&NS and the Social Security Administration are presently developing a test program to secure the payment of withholding taxes by employers of illegal aliens.

Treasury feels that something must be done to ensure tax compliance with regard to nonresident and illegal aliens, but it is equally opposed to a universal identification card.

The Department of Agriculture: J. Dawson Ahalt

The Department of Agriculture has discussed two issues: the impact of illegal aliens on the U.S. farm labor situation; and current U.S. labor needs. As in every area dealing with illegal aliens reputable data is unavailable.

Competition with U.S. agricultural workers comes from both illegal aliens and the "green carder." The latter is an alien who has been issued a permanent work permit and enjoys comparatively free movement across national borders. The "green card" is an I-151 and blue in color.

In the field of agriculture competition from illegal aliens occurs primarily in the short term markets. Each employed alien is occupying a job that would otherwise be available to a U.S. worker. Yet, most short term domestic workers, enter agriculture to provide a seasonal source of secondary earnings. These people are most likely to be displaced by seasonal illegal alien workers.

To the extent that illegal alien labor represents an increase in the total labor supply, the illegals depress the wage rate paid all workers in a given labor market.

According to Agriculture there has been a shift in domestic labor use over the past three years toward intermediate and long-term employment with but few apparent wage incentives.

The Department's response to the questions of the physical existence of a sufficient domestic labor supply and the ability to improve seasonal labor management capabilities are ambiguous.

Most border areas have integrated economies. To totally restrict illegal alien workers would result in severe short run damage to the economies on both sides of the border. The Department feels gradual, scheduled changes in the availability of jobs or wage rates for

illegal workers should be encouraged in order to avoid disastrous consequences to the farmers employing these workers.

Certification of additional temporary aliens is a conceptual possibility, but the administration would require a radical departure from past immigration enforcement policies.

Agriculture concludes that domestic labor could easily substitute for displaced aliens if a large domestic supply of secondary and moonlight labor existed. Otherwise an expensive system of income transfer payments would have to be established to absorb personal income loss when not working.

The Department of Commerce: Karl E. Bakke

The Census Bureau has informed the Department of Commerce that there is no simple or inexpensive way in which to obtain data on a population that does not want its characteristics known. They also have no estimates as to alien transfers out of the United States.

Commerce has not systematically investigated the extent of illegal alien immigration or the size of the illegal alien population. And at present no reliable methods have been developed by them for making estimates of this group.

The Department does state that the relative contribution of alien immigration to population growth has increased substantially since 1960 because alien immigration has shown a steady moderate increase, and the annual number of births has fallen sharply during the period. Natural increase continues to be a far more important contributor to our population growth than net immigration in spite of the decline in the number of births and a moderate rise in the number of deaths. Commerce believes that natural increase is likely to remain a greater contributor to population growth in the future, unless the laws controlling immigration are changed.



The Department of Labor: Alfred G. Albert

The Department of Labor has no independent source of data regarding illegal aliens, and relies on the Immigration and Naturalization Service.

The major policy change which Labor feels should be considered would in effect eliminate the labor certification as a condition for the admission of immigrants. Only 40,000 of the 400,000 immigrants are affected by the labor certification, and Labor thinks it is a waste of time and money.

The Department believes that illegal aliens are increasingly working in jobs that citizens and permanent residents would welcome -- the building trades is one example. Labor also feels that since illegals often must accept substandard wages and working conditions, they interfere with the normal workings of the labor force and perpetuate those substandard conditions.

Our own labor force, supplemented by the 400,000 immigrants who enter each year, plus the numbers of non-immigrants who enter for temporary work without labor certifications, very adequately meet the needs of our economy. Assuming that all the illegals were removed and isolated shortages of labor were to develop either for temporary or permanent employment, the present provisions of the law provide for the entry of needed aliens. This is not to say that policy and procedural changes could not be made which would remove some of the incentives for aliens to enter illegally or enter legally and then violate their status, and to speed the labor certification process for immigrants while reducing governmental costs.

The Department of Health, Education, and Welfare:  
William A. Morrill

HEW initiated in 1973 a program to spot check errors in welfare costs. One of these areas was designated "error due to citizenship and alienage program element." The errors related to "citizenship/alienage" in proportion to the total cases ranged from a low of 0.3% (Tennessee) to a high of 3.2% (Pennsylvania) among the ten states found to have errors of this type. There is no record of what proportion of each case is in fact in error. scheduled.

Under the present regulations governing the Migrant Health Program (Title 42, Public Health Act, Part 56) any migrant worker is eligible, regardless of citizenship. Again there are no firm statistics on how much is spent by the Migrant Health Program on illegal aliens. HEW's statistics estimate \$.5 million, or approximately 6.3% of the total Migrant Health Program budget for FY'75.

In regard to the issuance of a universal identification card HEW evidence shows that: 1) the privacy issues are very real, both in terms of recent legislation and the increasing tide of public opinion; 2) if the social security card is utilized, HEW estimates the initial cost to be in excess of \$100 million and the marginal annual cost at around \$10 million thereafter; 3) assuming the addition of a thumbprint to the social security card, an extensive amount of time would be necessary to implement the system; and, 4) very recent experience with attempts to coordinate the Social Security Administration's new citizenship identification requirements with the I&NS have not yet increased their effectiveness in apprehending illegal immigrants.

Outside groups are also affected by immigration policy. Ethnic minorities that are legal U.S. citizens are many times treated like their illegal "brothers." HEW feels that it is very important that these individuals and organizations be contacted in the formulation stages and before the Committee forwards any recommendations to the President. HEW has provided a list of some of these organizations.

#### Conclusions:

I feel that the reports mainly deal with the symptoms, and not the causes. The major problem lies with Mexico, our southern neighbor. Mexico's economy is in poor shape, and hopefully the discovery of oil will help.

In 1970 Mexico had a population of about 50 million. At the current growth rate of 3.5% annual increase, one of the largest in the world, the Mexican population will double in about 20 years. By 1985, the population of Mexico is expected to reach 85 million, and by 1995 about 120 million.

The Final Report of the Special Study Group on Illegal Immigrants from Mexico, January 15, 1973, assumes 1 million illegal aliens, of which 85% are estimated to be Mexican, and 58% of these to be migrant workers. If this percentage is valid, our major source of illegal aliens is Mexico.

Perhaps a system could be instituted between the U. S. Government and the Mexican Government that for every illegal alien apprehended of Mexican origin a certain amount of money would be dropped from our aid program to Mexico. This might provide an impetus for the Mexican Government to curb illegal emigration.

I realize this would cause quite a furor. The Mexicans, of course, claim that they are doing their best and have many illegal aliens from Central America.

We should urge passage of the Rodino bill.

If some sort of citizenship identifier is agreed upon, maybe manpower from public service employment could be used.

WHITE HOUSE STAFF MESS  
LUNCH

MEMBER'S NAME				DATE	
DINING ROOM		ROOM SERVICE		PICK-UP	

"SOUP AND APPETIZERS"

SOUP		JUICE		FRUIT CUP	
------	--	-------	--	-----------	--

"LUNCHEONS"

	SPECIAL	
	NUMBER ONE	
	NUMBER TWO	
	STRIP STEAK      WD      M      MR      R	
	LAMB CHOPS      WD      M      MR      R	
	CHOPPED STEAK WD      M      MR      R	
	LOBSTER TAIL	

"SANDWICHES AND SNACKS"

CHEF'S SALAD BOWL		DAILY	
HAM AND CHEESE CLUB		SALAD BAR	
B-L-T CLUB		HAMBURGER	
TURKEY CLUB		CHEESEBURGER	

"DESSERTS"

DESSERT OF THE DAY		HOT FUDGE SUNDAE	
SHERBET WITH COOKIES		HOT BUTTERSCOTCH SUNDAE	
CHEESE AND CRACKERS		PLAIN SOFT ICE CREAM	

"BEVERAGES"

COFFEE		MAR		MILK	
HOT TEA		BEER		ICED TEA	

TOTAL

SIGNATURE

GPO 898-058

TONY POBLETE

O: W.P. 456-2610

H: H.P. 248-5706

4-23-76  
3:40 P.

4

Lorraine Graven  
Mr. Greene's Office  
IRNS 376-8356  
(Telephoned Poblete's Office)

THE WHITE HOUSE  
WASHINGTON

May 16, 1975

MEMORANDUM FOR : DICK PARSONS  
FROM : JIM CAVANAUGH  
SUBJECT : Illegal Aliens

Please prepare a memorandum for the President  
regarding the attached request.

Thanks.

cc: Dick Dunham

Gave Marilyn  
a copy for  
L. Man to  
prepare a draft.



THE WHITE HOUSE

WASHINGTON

May 15, 1975

TO: DICK DUNHAM  
JIM CAVANAUGH  
FROM: JIM CANNON *Jm*  
SUBJECT: Illegal Aliens

At our weekly meeting with the President today he raised the question about what we were doing about illegal aliens. He wanted to know the status of the study we are making. How much are they costing us? And what can be done about them. Would you give me a report as soon as possible.

Many thanks.

JMC:jm

DRAFT

ACTION MEMORANDUM

April 4, 1975

TO: DICK PARSONS  
FROM: Kathleen Ryan  
SUBJECT: Domestic Council Committee on  
Illegal Aliens

Background:

On April 3, 1975, the Domestic Council Committee on Illegal Aliens held its third meeting.

Mr. David North of Linton, Miels and Coston, Inc. provided a summary of the study his consulting firm was prepared to undertake on illegal aliens. The study will address itself to these areas: a residential survey of illegal aliens; an industrial survey; the flow of EWI's (entered without inspection); the flow of fraudulent document holders; the demography of illegals; and the impact of illegals on legal aliens. Funds have not been appropriated for this study. The expected completion date will be in early 1977.

The meeting then broke down into a general discussion of illegal aliens. Each person addressed a question on illegal aliens that had already been stated in their departments' response to the memorandum from ex-Attorney General Saxbe on January 17, 1975 .

The Committee is stymied. There are no reliable statistics available on a group that does not want its characteristics known. The study and statistics apparently will take two years to complete.



Some of sort of grand design is urgently needed.

PROPOSALS:

1. Specific Agenda. Have a specific agenda for each meeting. Studies to be assigned to each department with their due date. i.e. Statistics from all departments on the impact of illegal aliens. Agriculture to gather all its statistics on migrant labor, the percentage of which is illegal; how many illegals work in the short term agricultural labor market, and how many in the intermediate and long range markets. Labor could show how illegals take away jobs from citizens, legal aliens, and legal residents.

2. The Rodino Bill. The Rodino bill has been designed to prohibit the employment of illegal aliens, except domestics, by use of a three-tiered penalty structure. The bill does not appear to be very strong, but a stronger bill can come after the exhaustive study has been done. Some Federal Law should prohibit the employment of illegal aliens.

The bill would go into effect three months after it is passed. Publicity should be given to the bill before its enforcement. Farmers that rely heavily on illegal aliens will need some time to adjust.

3. Documentation for Employment. This should be given careful study. If one needs a social security number

to be eligible for benefits after employment. Why not use a social security card to show eligibility for employment. Public Service Employment could be used to staff the undertaking.

4. Mexico. A policy with Mexico in regard to illegal aliens should be thought out. State and NSC could help develop a strategy.

April 3, 1975

MEMORANDUM FOR: Dick Parsons  
FROM: Kathleen Ryan *LR*  
SUBJECT: Domestic Council Committee on  
Illegal Aliens -- A Summary

Background:

The Domestic Council Committee on Illegal Aliens was established by Presidential order on January 6, 1975. Membership on the Committee includes: the Attorney General, Chairman; the Secretary of State; the Secretary of Treasury; the Secretary of Agriculture; the Secretary of Commerce; the Secretary of Labor; the Secretary of Health, Education, and Welfare; Assistant to the President Baroody; and the Director of Office of Management and Budget.

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Our own labor force, supplemented by the 400,000 immigrants who enter each year, plus the numbers of non-immigrants who enter for temporary work without labor certifications, very adequately meet the needs of our economy. Assuming that all the illegals were removed and isolated shortages of labor were to develop either for temporary or permanent employment, the present provisions of the law provide for the entry of needed aliens. This is not to say that policy and procedural changes could not be made which would remove some of the incentives for aliens to enter illegally or enter legally and then violate their status, and to speed the labor certification process for immigrants while reducing governmental costs.

The Department of Health, Education, and Welfare:

William A. Morrill

HEW initiated in 1973 a program to spot check errors in welfare costs. One of these areas was designated "error due to citizenship and alienage program element." The errors related to "citizenship/alienage" in proportion to the total cases ranged from a low of 0.3% (Tennessee) to a high of 3.2% (Pennsylvania) among the ten states found to have errors of this type. There is no record of what proportion of each case is in fact in error.

Under the present regulations governing the Migrant Health Program (Title 42, Public Health Act, Part 56) any migrant worker is eligible, regardless of citizenship. Again there are no firm statistics on how much is spent by the Migrant Health Program on illegal aliens. HEW's statistics estimate \$.5 million, or approximately 6.3% of the total Migrant Health Program budget for FY'75.

In regard to the issuance of a universal identification card HEW evidence shows that: 1) the privacy issues are very real, both in terms of recent legislation and the increasing tide of public opinion; 2) if the social security card is utilized, HEW estimates the initial cost to be in excess of \$100 million and the marginal annual cost at around \$10 million thereafter; 3) assuming the addition of a thumbprint to the social security card, an extensive amount of time would be necessary to implement the system; and, 4) very recent experience with attempts to coordinate the Social Security Administration's new citizenship identification requirements with the I&NS have not yet increased their effectiveness in apprehending illegal immigrants.

Outside groups are also affected by immigration policy. Ethnic minorities that are legal U.S. citizens are many times treated like their illegal "brothers." HEW feels that it is very important that these individuals and organizations be contacted in the formulation stages and before the Committee forwards any recommendations to the President. HEW has provided a list of some of these organizations.

### Conclusions:

I feel that the reports mainly deal with the symptoms, and not the causes. The major problem lies with Mexico, our southern neighbor. Mexico's economy is in poor shape, and hopefully the discovery of oil will help.

In 1970 Mexico had a population of about 50 million. At the current growth rate of 3.5% annual increase, one of the largest in the world, the Mexican population will double in about 20 years. By 1985, the population of Mexico is expected to reach 85 million, and by 1995 about 120 million.

The Final Report of the Special Study Group on Illegal Immigrants from Mexico, January 15, 1973, assumes 1 million illegal aliens, of which 85% are estimated to be Mexican, and 58% of these to be migrant workers. If this percentage is valid, our major source of illegal aliens is Mexico.

Perhaps a system could be instituted between the U. S. Government and the Mexican Government that for every illegal alien apprehended of Mexican origin a certain amount of money would be dropped from our aid program to Mexico. This might provide an impetus for the Mexican Government to curb illegal emigration.

I realize this would cause quite a furor. The Mexicans, of course, claim that they are doing their best and have many illegal aliens from Central America.

We should urge passage of the Rodino bill.

If some sort of citizenship identifier is agreed upon, maybe ~~manpower~~ from public service employment could be used.

May 21, 1975

MEMORANDUM FOR JIM CAVANAUGH

FROM: DICK PARSONS

SUBJECT: Illegal Aliens

Per your request, the following is a brief description of the status of the Domestic Council Committee on Illegal Aliens:

The Committee has met several times, but it is currently at a crossroads with several directions in which it might go. Accordingly, we are preparing a decision memorandum for the President with the assistance of the Labor and Justice Departments. It should be completed early next week.



May 21, 1975

MEMORANDUM FOR JIM CAVANAUGH

FROM: DICK PARSONS

SUBJECT: Illegal Aliens

Per your request, the following is a brief description of the status of the Domestic Council Committee on Illegal Aliens:

The Committee has met several times, but it is currently at a crossroads with several directions in which it might go. Accordingly, we are preparing a decision memorandum for the President with the assistance of the Labor and Justice Departments. It should be completed early next week.



GERALD R. FORD LIBRARY

This form marks the file location of item number 1,  
as listed on the pink form (GSA form 7122, Withdrawal Sheet) at the  
front of the folder.

W.H.M. 7/23/79

June 27, 1975

MEMORANDUM FOR THE ATTORNEY GENERAL

FROM: DICK PARSONS

SUBJECT: Domestic Council Committee on Illegal Aliens

BACKGROUND:

The following options regarding the future course of the Domestic Council Committee on Illegal Aliens were presented to the President:

1. A Limited Step by Step Approach:

A limited option would be to establish a legislative strategy for the passage of the Rodino Bill, which establishes penalties for the employment of illegal aliens, and determine a position on the Kennedy Bill, which would confer legal status on illegals who have resided in the United States for more than three years. The Committee would also monitor an Immigration and Naturalization study, currently awaiting Congressional appropriations approval, which would identify the number, location and employment patterns of illegals in the United States. Following completion of this preliminary study and building on the data it provides, a series of impact studies could then be devised, if considered necessary, to examine the effect of illegal aliens in areas like jobs, schools, social welfare, etc.

Pro - This option would permit a positive step by step approach without incurring great additional costs or creating mandates for further action. It would furnish data necessary to establishing the parameters of the problem and for the formulation of a logical sequence of studies leading to solutions.

Con - It is a limited approach to the problem and would not do much before the election to solve the larger accompanying economic and social impact of the pressure of illegal aliens apart from establishing sanctions against employment.





2. An Immediate Comprehensive Approach:

An alternative approach would encompass the legislative and monitoring activities outlined above plus the immediate commencement of long-range impact studies to examine such problems as:

- a. What are the cost effects of illegal aliens on social services like welfare, unemployment insurance, health delivery and education?
- b. What is the cultural and social impact of illegal aliens on areas in which they settle? Do they make contributions to the communities in which they concentrate or are they parasites?
- c. What is the effect of the illegal aliens influx on our foreign policy and international relations? (This question would be examined in concert with the Secretary of State's Interagency Committee for Study of Problems Related to Illegal Mexican Migration into the United States.)
- d. How many and what type of jobs do the illegals take away and in what industries? Can these jobs be filled by Americans and is the U.S. labor force adequate and willing to work in jobs now occupied by illegal aliens?

Pro - It would provide a large body of background data and accelerate your Administration's efforts to deal with the problem.

Con - This proposal would take time, money and the commitment of a full time staff of agency personnel or consultants. The impact studies could heighten tensions among Spanish speaking groups and the results, particularly in the social services area, could produce evidence of the inordinate cost of illegal aliens on state and local governments. This could create pressures for Federal subsidies to ease the problem.

3. Review of Immigration and Work Entry Laws:

An option, not excluded by adoption of either of the preceding two, would be an examination of current laws covering immigration and admission of aliens for employment. This study would seek to determine whether or not liberalising these laws would remove the influx of illegals and their impact on the economy. It could review the policies of other countries in



this regard, notably Europe, and evaluate the old Federal "Bracero" employment program, in which Mexican citizens were allowed entry for employment under a quota system.

- Pro - Would provide the data for a "legalistic" solution to the problem by examining the feasibility of admitting more aliens as immigrants and legal workers.
- Con - The study could incur the opposition of organized labor to whom the "Bracero" program was an anathema.

DECISION:

The President chose options 2 and 3. It is incumbent, therefore, for the Domestic Council Committee on Illegal Aliens to implement this decision. I suggest that the Deputy Attorney General call a meeting of the Committee, requesting attendance of Under Secretaries and designated representatives to give new life to the Committee and to discuss effectuation of the President's decision.

RDP:FLM: mem




THE WHITE HOUSE

WASHINGTON

June 20, 1975

ADMINISTRATIVELY CONFIDENTIAL

MEMORANDUM FOR: JIM CANNON  
FROM: JIM CONNOR   
SUBJECT: Domestic Council Committee on  
Illegal Aliens

The President has reviewed your memorandum of June 16th on the above subject and the following recommendations were approved:

Option 2 - Immediate Comprehensive Approach

Option 3 - Review of Immigration and Work Entry  
Laws

Please follow-up with appropriate action.

cc: Don Rumsfeld

## THE WHITE HOUSE

ACTION

WASHINGTON

June 16, 1975

MEMORANDUM FOR:

THE PRESIDENT

FROM:

JIM CANNON *Jue*

SUBJECT:

Domestic Council Committee on Illegal AliensBACKGROUND:

On January 6, 1975, you established the Domestic Council Committee on Illegal Aliens to develop, coordinate and present policy issues that cut across agency lines to provide better programs for dealing with the national problem of illegal aliens. The meetings of the Committee have revealed the current total lack of solid data on the problem and the difficulty in obtaining it. The Committee is divided on its future course -- whether it should adopt a limited, methodical approach which would take several years to carry out or attempt a quicker resolution with several attendant risks. Your guidance is necessary to resolve this impasse.

OPTIONS:

There are two competing alternatives for the Committee's future activities and a non exclusive third option.

1. Limited Step by Step Approach:

A limited option would be to establish a legislative strategy for the passage of the Rodino Bill, which establishes penalties for the employment of illegal aliens, and determine a position on the Kennedy Bill, which would confer legal status on illegals who have resided in the United States for more than three years. The Committee would also monitor an Immigration and Naturalization study, currently awaiting Congressional appropriations approval, which would identify the number, location and employment patterns of illegals in the United States. Following completion of this preliminary study and building on the data it provides, a series of impact studies could then be devised, if considered necessary, to examine the effect of illegal aliens in areas like jobs, schools, social welfare, etc.



Pro - This option would permit a positive step by step approach without incurring great additional costs or creating mandates for further action. It would furnish data necessary to establishing the parameters of the problem and for the formulation of a logical sequence of studies leading to solutions.

Con - It is a limited approach to the problem and would not do much before the election to solve the larger accompanying economic and social impact of the pressure of illegal aliens apart from establishing sanctions against employment.

## 2. Immediate Comprehensive Approach:

An alternative approach would encompass the legislative and monitoring activities outlined above plus the immediate commencement of long-range impact studies to examine such problems as:

- a. What are the cost effects of illegal aliens on social services like welfare, unemployment insurance, health delivery and education?
- b. What is the cultural and social impact of illegal aliens on areas in which they settle? Do they make contributions to the communities in which they concentrate or are they parasites?
- c. What is the effect of the illegal aliens influx on our foreign policy and international relations? (This question would be examined in concert with the Secretary of State's Interagency Committee for Study of Problems Related to Illegal Mexican Migration into the United States.)
- d. How many and what type of jobs do the illegals take away and in what industries? Can these jobs be filled by Americans and is the U.S. labor force adequate and willing to work in jobs now occupied by illegal aliens?

Pro - It would provide a large body of background data and accelerate your Administration's efforts to deal with the problem.

Con - This proposal would take time, money and the commitment of a full time staff of agency personnel or consultants. The impact studies could heighten tensions among Spanish speaking groups and the results, particularly in the social services area, could produce evidence of the inordinate cost of illegal aliens on state and local governments. This could create pressures for Federal subsidies to ease the problem.





3. Review of Immigration and Work Entry Laws:

An option, not excluded by adoption of either of the preceding two, would be an examination of current laws covering immigration and admission of aliens for employment. This study would seek to **determine** whether or not liberalizing these laws would remove the influx of illegals and their impact on the economy. It could review the policies of other countries in this regard, notably Europe, and evaluate the old Federal "Bracero" employment program, in which Mexican citizens were allowed entry for employment under a quota system.

Pro - Would provide the data for a "legalistic" solution to the problem by examining the feasibility of admitting more aliens as immigrants and legal workers.

Con - The study could incur the opposition of organized labor to whom the "Bracero" program was an anathema.

RECOMMENDATIONS

Option 1 (Limited Step by Step Approach)

- Levi, Buchen, Marsh  
Seidman

Option 2 (Immediate Comprehensive Approach)

- Dunlop, Lynn, Cannon

Option 3 (Review of Immigration and Work Entry Laws) - Levi, Buchen, Marsh,  
Lynn, Cannon

DECISION:

Option 1 \_\_\_\_\_ or Option 2 \_\_\_\_\_

.....

Option 3      Yes \_\_\_\_\_ No \_\_\_\_\_



THE WHITE HOUSE

WASHINGTON

June 30, 1975

MEMORANDUM FOR:

HAROLD R. TYLER  
Chairman  
Domestic Council Committee on Illegal Aliens

FROM:

RICHARD D. PARSONS *Dick*  
Associate Director and Counsel  
Domestic Council

SUBJECT:

Domestic Council Committee on Illegal Aliens

BACKGROUND:

As you may recall, we recently presented the President with a series of options regarding the future course of the Domestic Council Committee on Illegal Aliens. These were:

1. A Limited Step by Step Approach:

A limited option would be to establish a legislative strategy for the passage of the Rodino Bill, which establishes penalties for the employment of illegal aliens, and determine a position on the Kennedy Bill, which would confer legal status on illegals who have resided in the United States for more than three years. The Committee would also monitor an Immigration and Naturalization study, currently awaiting Congressional appropriations approval, which would identify the number, location and employment patterns of illegals in the United States. Following completion of this preliminary study and building on the data it provides, a series of impact studies could then be devised, if considered necessary, to examine the effect of illegal aliens in areas like jobs, schools, social welfare, etc.

2. An Immediate Comprehensive Approach:

An alternative approach would encompass the legislative and monitoring activities outlined above plus the immediate commencement of long-range impact studies to examine such problems as:

- a. What are the cost effects of illegal aliens on social services like welfare, unemployment insurance, health delivery and education?
- b. What is the cultural and social impact of illegal aliens on areas in which they settle? Do they make contributions to the communities in which they concentrate or are they parasites?
- c. What is the effect of the illegal aliens influx on our foreign policy and international relations? (This question would be examined in concert with the Secretary of State's Interagency Committee for Study of Problems Related to Illegal Mexican Migration into the United States.)
- d. How many and what type of jobs do the illegals take away and in what industries? Can these jobs be filled by Americans and is the U.S. labor force adequate and willing to work in jobs now occupied by illegal aliens?

3. Review of Immigration and Work Entry Laws:

An option, not excluded by adoption of either of the preceding two, would be an examination of current laws covering immigration and admission of aliens for employment. This study would seek to determine whether or not liberalizing these laws would remove the influx of illegals and their impact on the economy. It could review the policies of other countries in this regard, notably Europe, and evaluate the old Federal "Bracero" employment program, in which Mexican citizens were allowed entry for employment under a quota system.

DECISION:

The President chose 2 and 3. May I suggest that you call a meeting of the department and agency representatives to the Committee to discuss effectuation of the President's decision. If you would designate one of your assistants as a contact in this subject area, my assistant, Lynn May, will work with him in setting up the meeting.



July 14, 1975

Dear Senator Packwood:

This is in further response to your recent letter to Bill Kendall requesting a meeting to discuss S. 1928, the Alien Employment Act.

As you know, the Domestic Council Committee on Illegal Aliens, which is being chaired by Deputy Attorney General Harold Tyler, is in the process of assessing the impact of illegal aliens in this country and developing recommendations for dealing with this problem. I have asked Dick Parsons of my staff, who is the White House liaison to the Committee, to contact your office to arrange a meeting to discuss the provisions of your bill.

Sincerely,

James M. Cannon  
Assistant to the President  
for Domestic Affairs

The Honorable Bob Packwood  
United States Senate  
Washington, D. C. 20510

bcc: Bill Kendall

RDP;med



THE WHITE HOUSE  
WASHINGTON

DATE: July 7, 1975

TO: DICK PARSONS

FROM: JIM CAVANAUGH ~~JP~~

SUBJ: Sen. Packwood Letter Re.  
S. 1928

FYI \_\_\_\_\_

Action X

Please draft a reply to  
Senator Packwood for  
Jim Cannon's signature.

~~LYNN~~  
~~Would you prepare a~~  
~~draft, please?~~ D.



July 1, 1975

Dear Senator:

Thank you for your letter regarding S. 1923,  
the Alien Employment Act.

I shall be pleased to pass your request for a  
meeting along to the appropriate office for their  
consideration. I am sure you will be hearing  
from them shortly.

With best wishes,

Sincerely,

William T. Kendall  
Deputy Assistant  
to the President

Honorable Bob Packwood  
United States Senate  
Washington, D.C. 20510

cc: w/incoming to Jim Cannon for further action please  
WTK:ba  
cf

100 100 0 100 0 100



RUSSELL B. LONG, LA., CHAIRMAN

HERMAN E. TALMADGE, GA.  
VANCE HARTKE, IND.  
ABRAHAM RIBICOFF, CONN.  
HARRY F. BYRD, JR., VA.  
GAYLORD NELSON, WIS.  
WALTER F. MONDALE, MINN.  
MIKE GRAVEL, ALASKA  
LLOYD BENTSEN, TEX.  
WILLIAM D. HATHAWAY, MAINE  
FLOYD K. HASKELL, COLO.

CARL T. CURTIS, NEBR.  
PAUL J. FANNIN, ARIZ.  
CLIFFORD P. HANSEN, WYO.  
ROBERT J. DOLE, KANS.  
BOB PACKWOOD, OREG.  
WILLIAM V. ROTH, JR., DEL.  
BILL BROCK, TENN.

## United States Senate

COMMITTEE ON FINANCE  
WASHINGTON, D.C. 20510

MICHAEL STERN, STAFF DIRECTOR  
DONALD V. MOOREHEAD, CHIEF MINORITY COUNSEL

June 18, 1975

Mr. William T. Kendall  
Deputy Assistant to the President  
for Legislative Affairs  
The White House  
1600 Pennsylvania Avenue  
Washington, D.C. 20500

Dear Bill:

Last Thursday I introduced S. 1928, the Alien employment Act, which I have been preparing for the past year to locate those aliens illegally employed in this Country and to prohibit such employment in the future. My involvement in this area is precipitated by a personal conviction that legislation heretofore offered on the subject of illegal alien employment is deficient in two principal areas:

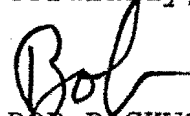
1. Such legislation purports to locate illegals by requiring employees merely to state whether they are legally entitled to employment in this Country. It is my opinion and that of many other authorities with whom I have discussed this procedure that it is not enough. The illegal alien has, in most instances, come to this Country for purposes of employment and broken the law by obtaining employment. To expect him to voluntarily own up to his illegal status under these circumstances is not realistic.
2. Legislation heretofore considered makes no allowance for the fact that much of the agricultural employment in this Country is performed by those not entitled to employment. The agricultural employer has not broken the law by hiring these aliens and to enact legislation to prohibit such employment without giving such employer time to adjust would cause extreme financial hardship and simply leave crops rotting in the field for lack of a harvest force.

Mr. Kendall  
June 18, 1975  
Page 2

The Alien Employment Act addresses itself to both of the foregoing deficiencies. First, the Act establishes procedures by which the right of an employee to employment is determined through identification. Second, a limited exemption is provided to those agricultural employers who cannot find sufficient numbers of persons legally entitled to employment.

I would appreciate it if you could set a time when members of my staff could discuss the provisions of the Act with those who will be called upon by the President to advise as to what the Administration's position should be on this legislation.

Cordially,

A handwritten signature in dark ink, appearing to read "Bob", with a stylized flourish extending from the end.

BOB PACKWOOD

BP:kbs

THE WHITE HOUSE

WASHINGTON

July 18, 1975

MEMORANDUM FOR THE DEPUTY ATTORNEY GENERAL

FROM: RICHARD D. PARSONS/F. LYNN MAY

SUBJECT: Domestic Council Committee on Illegal Aliens

On June 30, we forwarded to you a memorandum which outlined the President's decisions regarding the future activities of the Domestic Council Committee on Illegal Aliens. We have since consulted with other White House and OMB staff members who have some jurisdiction over illegal aliens and related matters. All of them agree that the present organization of the Domestic Council Committee is ill-suited to carry out the tasks approved by the President, citing the need for better direction and the coordination of Committee activities.

Accordingly, we have taken a first cut at a new organizational structure for the Committee, which is presented for your consideration. Structurally, it entails breaking the Committee's activities into specific categories based on the President's decision and assigning task forces to work on them. The categories that we thought of are:

- (1) A study of the impact of illegal aliens on jobs.
- (2) A study of the impact on the social services (welfare, education, health services, unemployment insurance, etc.)
- (3) A review of existing laws on immigration and admission for employment.
- (4) A examination of the law enforcement aspects related to illegal aliens.
- (5) A examination of existing and proposed legislation affecting illegal aliens.

The people consulted in this matter advocated the temporary appointment of an Executive Director to the Committee to coordinate the activities of the task force and the designation of key people to work on the task forces. Extensive government experience and initiative were stressed as prime qualities for these jobs.

We have attached a draft diagram of our concept of the Committee's organizational structure with some of the participatory agencies to serve on the task forces. We'd appreciate your comments on this.

September 5, 1975

MEMORANDUM FOR: JIM CANNON

FROM: DICK PARSONS

SUBJECT: Illegal Aliens

The President established the Domestic Council Committee on Illegal Aliens on January 6, 1975 to develop, coordinate and present policy issues to deal with the problem of illegal aliens (See Tab A). Deputy Attorney General Silberman chaired several meetings of the Committee last Spring but little substantive was accomplished apart from the discovery that there was virtually no positive data available on illegal aliens in the files of Federal agencies. The Immigration and Naturalization Service, however, formulated a study proposal intended to determine the distribution, characteristics, flows and impact of illegal aliens in the United States. This study is currently awaiting Congressional appropriations.

Silberman's departure from the Justice Department resulted in a loss of leadership in the Domestic Council Committee. In June, the Domestic Council submitted an option memorandum to the President requesting guidance on the direction and level of resources to be employed in analysis of the illegal aliens problem (See Tab B). Based on the President's decision to pursue a major comprehensive effort, I wrote a memorandum to the Attorney General suggesting a reorganization of the Committee into specific task forces with permanent staff (See Tab C).

I have been informally notified that the Attorney General intends to assume chairmanship of the Domestic Council Committee and is preparing a memorandum detailing his plans for its revival. I will forward this to you as soon as I receive it.

Attachments





JANUARY 6, 1975

Office of the White House Press Secretary

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THE WHITE HOUSE

January 6, 1975

MEMORANDUM FOR: THE DOMESTIC COUNCIL

Secretary of State  
Secretary of the Treasury  
Attorney General  
Secretary of the Interior  
Secretary of Agriculture  
Secretary of Commerce  
Secretary of Labor  
Secretary of Health, Education and Welfare  
Secretary of Housing and Urban Development  
Secretary of Transportation  
Assistant to the President Baroody  
Director, Office of Management and Budget  
Chairman, Council on Economic Advisers  
Chairman, Council on Environmental Quality  
Administrator of the Environmental  
Protection Agency  
Director, ACTION

SUBJECT: Domestic Council Committee on Illegal Aliens

I am today establishing a new Domestic Council Committee on Illegal Aliens. This Committee will develop, coordinate and present to me policy issues that cut across agency lines to provide better programs for dealing with this National problem. The Attorney General will serve as the Chairman of this Committee. The membership of the Committee will consist of the Secretary of State, Secretary of the Treasury, Secretary of Agriculture, Secretary of Commerce, Secretary of Labor, Secretary of Health, Education, and Welfare, Assistant to the President Baroody, and the Director of the Office of Management and Budget.

GERALD R. FORD

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June 30, 1975

MEMORANDUM FOR:

HAROLD R. TYLER  
Chairman  
Domestic Council Committee on Illegal Aliens

FROM:

RICHARD D. PARSONS  
Associate Director and Counsel  
Domestic Council

SUBJECT:

Domestic Council Committee on Illegal Aliens

BACKGROUND:

As you may recall, we recently presented the President with a series of options regarding the future course of the Domestic Council Committee on Illegal Aliens. These were:

1. A Limited Step by Step Approach:

A limited option would be to establish a legislative strategy for the passage of the Rodino Bill, which establishes penalties for the employment of illegal aliens, and determine a position on the Kennedy Bill, which would confer legal status on illegals who have resided in the United States for more than three years. The Committee would also monitor an Immigration and Naturalization study, currently awaiting Congressional appropriations approval, which would identify the number, location and employment patterns of illegals in the United States. Following completion of this preliminary study and building on the data it provides, a series of impact studies could then be devised, if considered necessary, to examine the effect of illegal aliens in areas like jobs, schools, social welfare, etc.

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3. Review of Immigration and Work Entry Laws:

An option, not excluded by adoption of either of the proceeding two, would be an examination of current laws covering immigration and admission of aliens for employment. This study would seek to determine whether or not liberalizing these laws would remove the influx of illegals and their impact on the economy. It could review the policies of other countries in this regard, notably Europe, and evaluate the old Federal "Bracero" employment program, in which Mexican citizens were allowed entry for employment under a quota system.

DECISION:

The President chose 2 and 3. May I suggest that you call a meeting of the department and agency representatives to the Committee to discuss effectuation of the President's decision. If you would designate one of your assistants as a contact in this subject area, my assistant, Lynn May, will work with him in setting up the meeting.



THE WHITE HOUSE

WASHINGTON

July 18, 1975

MEMORANDUM FOR THE DEPUTY ATTORNEY GENERAL

FROM: RICHARD D. PARSONS/F. LYNN MAY

SUBJECT: Domestic Council Committee on Illegal Aliens

On June 30, we forwarded to you a memorandum which outlined the President's decisions regarding the future activities of the Domestic Council Committee on Illegal Aliens. We have since consulted with other White House and OMB staff members who have some jurisdiction over illegal aliens and related matters. All of them agree that the present organization of the Domestic Council Committee is ill-suited to carry out the tasks approved by the President, citing the need for better direction and the coordination of Committee activities.

Accordingly, we have taken a first cut at a new organizational structure for the Committee, which is presented for your consideration. Structurally, it entails breaking the Committee's activities into specific categories based on the President's decision and assigning task forces to work on them. The categories that we thought of are:

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The people consulted in this matter advocated the temporary appointment of an Executive Director to the Committee to coordinate the activities of the task force and the designation of key people to work on the task forces. Extensive government experience and initiative were stressed as prime qualities for these jobs.

We have attached a draft diagram of our concept of the Committee's organizational structure with some of the participatory agencies to serve on the task forces. We'd appreciate your comments on this.



THE WHITE HOUSE

WASHINGTON

September 8, 1975

MEMORANDUM FOR: Jim Cannon  
FROM: Dick Parsons  
SUBJECT: Illegal Aliens

This memorandum responds to your request for an update on where we are on the illegal aliens problem.

BACKGROUND

The President established the Domestic Council Committee on Illegal Aliens on January 6, 1975, to develop, coordinate and present to him policy issues dealing with the problem of illegal aliens (See Tab A). Although the Attorney General was designated to serve as Chairman of the Committee, the first few meetings were chaired by Deputy Attorney General Silberman early last Spring. Little of substance was accomplished at these meetings, apart from determining that there was no good data on the scope of the problem. Silberman's departure from the Department of Justice resulted in a loss of leadership on the Committee.

In June, you submitted an options paper to the President requesting guidance on the direction and level of resources to be employed in analysis of the illegal aliens problem (See Tab B). Based on the President's decision to pursue a major comprehensive effort, I wrote to Deputy Attorney General Tyler (Silberman's successor), informing him of the President's decision (See Tab C) and suggesting a new organizational structure for the Committee (See Tab D).

CURRENT STATUS

Partially as a result of the early findings of the Committee, the Immigration and Naturalization Service formulated a study proposal which would enable it to determine the distribution, characteristics number, flow and impact of illegal aliens in this country. This study is currently awaiting Congressional appropriations.

As a result of the President's June decision and our follow-up correspondence, I am advised that the Attorney General intends to personally assume chairmanship of the Committee and to create a full-time staff capacity within the Department of Justice. He is preparing a memorandum to you detailing his plans in this regard.



JANUARY 6, 1975

A  
—Office of the White House Press Secretary  
-----THE WHITE HOUSE

January 6, 1975

MEMORANDUM FOR: THE DOMESTIC COUNCIL

Secretary of State  
Secretary of the Treasury  
Attorney General  
Secretary of the Interior  
Secretary of Agriculture  
Secretary of Commerce  
Secretary of Labor  
Secretary of Health, Education and Welfare  
Secretary of Housing and Urban Development  
Secretary of Transportation  
Assistant to the President Baroody  
Director, Office of Management and Budget  
Chairman, Council on Economic Advisers  
Chairman, Council on Environmental Quality  
Administrator of the Environmental  
Protection Agency  
Director, ACTION

SUBJECT: Domestic Council Committee on Illegal Aliens

I am today establishing a new Domestic Council Committee on Illegal Aliens. This Committee will develop, coordinate and present to me policy issues that cut across agency lines to provide better programs for dealing with this National problem. The Attorney General will serve as the Chairman of this Committee. The membership of the Committee will consist of the Secretary of State, Secretary of the Treasury, Secretary of Agriculture, Secretary of Commerce, Secretary of Labor, Secretary of Health, Education, and Welfare, Assistant to the President Baroody, and the Director of the Office of Management and Budget.

GERALD R. FORD

# # #



June 13, 1975

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MEMORANDUM FOR:

THE PRESIDENT

FROM:

JIM CANNON

SUBJECT:

Domestic Council Committee on Illegal AliensBACKGROUND:

On January 6, 1975, you established the Domestic Council Committee on Illegal Aliens to develop, coordinate and present policy issues that cut across agency lines to provide better programs for dealing with the national problem of illegal aliens. The meetings of the Committee have revealed the current total lack of solid data on the problem and the difficulty in obtaining it. The Committee is divided on its future course -- whether it should adopt a limited, methodical approach which would take several years to carry out or attempt a quicker resolution with several attendant risks. Your guidance is necessary to resolve this impasse.

OPTIONS:

There are two competing alternatives for the Committee's future activities and a non exclusive third option.

1. Limited Step by Step Approach:

A limited option would be to establish a legislative strategy for the passage of the Rodino Bill, which establishes penalties for the employment of illegal aliens, and determine a position on the Kennedy Bill, which would confer legal status on illegals who have resided in the United States for more than three years. The Committee would also monitor an Immigration and Naturalization study, currently awaiting Congressional appropriations approval, which would identify the number, location and employment patterns of illegals in the United States. Following completion of this preliminary study and building on the data it provides, a series of impact studies could then be devised, if considered necessary, to examine the effect of illegal aliens in areas like jobs, schools, social welfare, etc.





Pro - This option would permit a positive step by step approach without incurring great additional costs or creating mandates for further action. It would furnish data necessary to establishing the parameters of the problem and for the formulation of a logical sequence of studies leading to solutions.

Con - It is a limited approach to the problem and would not do much before the election to solve the larger accompanying economic and social impact of the pressure of illegal aliens apart from establishing sanctions against employment.

## 2. Immediate Comprehensive Approach:

An alternative approach would encompass the legislative and monitoring activities outlined above plus the immediate commencement of long-range impact studies to examine such problems as:

- a. What are the cost effects of illegal aliens on social services like welfare, unemployment insurance, health delivery and education?
- b. What is the cultural and social impact of illegal aliens on areas in which they settle? Do they make contributions to the communities in which they concentrate or are they parasites?
- c. What is the effect of the illegal aliens influx on our foreign policy and international relations? (This question would be examined in concert with the Secretary of State's Interagency Committee for Study of Problems Related to Illegal Mexican Migration into the United States.)
- d. How many and what type of jobs do the illegals take away and in what industries? Can these jobs be filled by Americans and is the U.S. labor force adequate and willing to work in jobs now occupied by illegal aliens?

Pro - It would provide a large body of background data and accelerate your Administration's efforts to deal with the problem.

Con - This proposal would take time, money and the commitment of a full time staff of agency personnel or consultants. The impact studies could heighten tensions among Spanish speaking groups and the results, particularly in the social services area, could produce evidence of the inordinate cost of illegal aliens on state and local governments. This could create pressures for Federal subsidies to ease the problem.



3. Review of Immigration and Work Entry Laws:

An option, not excluded by adoption of either of the preceding two, would be an examination of current laws covering immigration and admission of aliens for employment. This study would seek to determine whether or not liberalizing these laws would remove the influx of illegals and their impact on the economy. It could review the policies of other countries in this regard, notably Europe, and evaluate the old Federal "Bracero" employment program, in which Mexican citizens were allowed entry for employment under a quota system.

Pro - Would provide the data for a "legalistic" solution to the problem by examining the feasibility of admitting more aliens as immigrants and legal workers.

Con - The study could incur the opposition of organized labor to whom the "Bracero" program was an anathema.

RECOMMENDATIONS

Option 1 (Limited Step by Step Approach)

- Levi, Buchen, Marsh  
Seidman

Option 2 (Immediate Comprehensive Approach)

- Dunlop, Lynn, Cannon

Option 3 (Review of Immigration and Work Entry Laws) - Levi, Buchen, Marsh,  
Lynn, Cannon

DECISION:

Option 1 \_\_\_\_\_ or Option 2 \_\_\_\_\_

.....

Option 3      Yes \_\_\_\_\_ No \_\_\_\_\_



June 30, 1975

MEMORANDUM FOR:

HAROLD R. TYLER  
Chairman  
Domestic Council Committee on Illegal Aliens

FROM:

RICHARD D. PARSONS  
Associate Director and Counsel  
Domestic Council

SUBJECT:

Domestic Council Committee on Illegal Aliens

BACKGROUND:

As you may recall, we recently presented the President with a series of options regarding the future course of the Domestic Council Committee on Illegal Aliens. These were:

1. A Limited Step by Step Approach:

A limited option would be to establish a legislative strategy for the passage of the Rodino Bill, which establishes penalties for the employment of illegal aliens, and determine a position on the Kennedy Bill, which would confer legal status on illegals who have resided in the United States for more than three years. The Committee would also monitor an Immigration and Naturalization study, currently awaiting Congressional appropriations approval, which would identify the number, location and employment patterns of illegals in the United States. Following completion of this preliminary study and building on the data it provides, a series of impact studies could then be devised, if considered necessary, to examine the effect of illegal aliens in areas like jobs, schools, social welfare, etc.

2. An Immediate Comprehensive Approach:

An alternative approach would encompass the legislative and monitoring activities outlined above plus the immediate commencement of long-range impact studies to examine such problems as:



- a. What are the cost effects of illegal aliens on social services like welfare, unemployment insurance, health delivery and education?
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- c. What is the effect of the illegal aliens influx on our foreign policy and international relations? (This question would be examined in concert with the Secretary of State's Interagency Committee for Study of Problems Related to Illegal Mexican Migration into the United States.)
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DECISION:

The President chose 2 and 3. May I suggest that you call a meeting of the department and agency representatives to the Committee to discuss effectuation of the President's decision. If you would designate one of your assistants as a contact in this subject area, my assistant, Lynn May, will work with him in setting up the meeting.





THE WHITE HOUSE

WASHINGTON

July 18, 1975

MEMORANDUM FOR THE DEPUTY ATTORNEY GENERAL

FROM: RICHARD D. PARSONS/F. LYNN MAY

SUBJECT: Domestic Council Committee on Illegal Aliens

On June 30, we forwarded to you a memorandum which outlined the President's decisions regarding the future activities of the Domestic Council Committee on Illegal Aliens. We have since consulted with other White House and OMB staff members who have some jurisdiction over illegal aliens and related matters. All of them agree that the present organization of the Domestic Council Committee is ill-suited to carry out the tasks approved by the President, citing the need for better direction and the coordination of Committee activities.

Accordingly, we have taken a first cut at a new organizational structure for the Committee, which is presented for your consideration. Structurally, it entails breaking the Committee's activities into specific categories based on the President's decision and assigning task forces to work on them. The categories that we thought of are:

- (1) A study of the impact of illegal aliens on jobs.
- (2) A study of the impact on the social services (welfare, education, health services, unemployment insurance, etc.)
- (3) A review of existing laws on immigration and admission for employment.
- (4) A examination of the law enforcement aspects related to illegal aliens.
- (5) A examination of existing and proposed legislation affecting illegal aliens.



The people consulted in this matter advocated the temporary appointment of an Executive Director to the Committee to coordinate the activities of the task force and the designation of key people to work on the task forces. Extensive government experience and initiative were stressed as prime qualities for these jobs.

We have attached a draft diagram of our concept of the Committee's organizational structure with some of the participatory agencies to serve on the task forces. We'd appreciate your comments on this.



THE WHITE HOUSE

WASHINGTON

September 8, 1975

MEMORANDUM FOR: Jim Cannon  
FROM: Dick Parsons  
SUBJECT: Illegal Aliens

This memorandum responds to your request for an update on where we are on the illegal aliens problem.

BACKGROUND

The President established the Domestic Council Committee on Illegal Aliens on January 6, 1975, to develop, coordinate and present to him policy issues dealing with the problem of illegal aliens (See Tab A). Although the Attorney General was designated to serve as Chairman of the Committee, the first few meetings were chaired by Deputy Attorney General Silberman early last Spring. Little of substance was accomplished at these meetings, apart from determining that there was no good data on the scope of the problem. Silberman's departure from the Department of Justice resulted in a loss of leadership on the Committee.

In June, you submitted an options paper to the President requesting guidance on the direction and level of resources to be employed in analysis of the illegal aliens problem (See Tab B). Based on the President's decision to pursue a major comprehensive effort, I wrote to Deputy Attorney General Tyler (Silberman's successor), informing him of the President's decision (See Tab C) and suggesting a new organizational structure for the Committee (See Tab D).

CURRENT STATUS

Partially as a result of the early findings of the Committee, the Immigration and Naturalization Service formulated a study proposal which would enable it to determine the distribution, characteristics, number, flow and impact of illegal aliens in this country. This study is currently awaiting Congressional appropriations.

As a result of the President's June decision and our follow-up correspondence, I am advised that the Attorney General intends to personally assume chairmanship of the Committee and to create a full-time staff capacity within the Department of Justice. He is preparing a memorandum to you detailing his plans in this regard.

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THE WHITE HOUSE  
WASHINGTON

September 23, 1975

MEMORANDUM FOR: Jim Cannon  
FROM: Dick Parsons *D.*  
SUBJECT: Illegal Aliens

You recently inquired about which Congressional Committees had oversight responsibility on the Illegal Aliens issue. They are:

The Immigration and Naturalization Subcommittee of the Senate Judiciary Committee (Sen. James Eastland, Chairman; Sen. Hiram Fong, Ranking Minority Member); and

The Immigration, Citizenship and International Law Subcommittee of the House Committee on the Judiciary (Rep. Joshua Eilberg, Chairman; Rep. Hamilton Fish, Ranking Minority Member).

*[Signature]*

*Jim - Would you talk about the problem. Thanks Jim*



THE WHITE HOUSE  
WASHINGTON

September 16, 1975

MEMORANDUM FOR : WARREN HENDRIKS  
FROM : PAT McKEE  
SUBJECT : Illegal Aliens

Would you please add to the tracking system, the Attorney General's responsibilities of Chairing the Committee on Illegal Aliens, and the fact that he will be reporting via memorandum to Mr. Cannon detailing his plans?

Thanks.

Attachment

THE WHITE HOUSE

WASHINGTON

September 8, 1975

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FROM: Dick Parsons  
SUBJECT: Illegal Aliens

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Pat - let's put this into computer

## THE WHITE HOUSE

WASHINGTON

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The Immigration, Citizenship and International Law Subcommittee of the House Committee on the Judiciary (Rep. Joshua Eilberg, Chairman; Rep. Hamilton Fish, Ranking Minority Member).

7/11

Parsons FYI

September 27, 1975

Dear James:

Your views on "illegal aliens" have been widely disseminated for consideration within the Administration.

Sincerely,

Theodore C. Marra  
Special Assistant to the President

The Most Reverend James S. Rausch  
General Secretary  
United States Catholic Conference  
1312 Massachusetts Avenue, NW.  
Washington, D.C. 20005

TCM:pft  
cc: Atty. General (thru Phil Buchen) - FYI  
cc: Domestic Council - FYI ✓  
cc: Secretary, HEW - FYI  
cc: Hudley Chapman - (INS)





1312 MASSACHUSETTS AVENUE, N.W. • WASHINGTON, D.C. 20005

Most Reverend Joseph L. Bernardin, Archbishop of Cincinnati  
*President*

MOST REV. JAMES S. RAUSCH  
*General Secretary*

REV. ROBERT V. MONTICELLO  
*Associate General Secretary*

REV. MICHAEL J. SHEEHAN  
*Assistant General Secretary*

September 2, 1975

The Honorable Theodore C. Marrs  
Special Assistant - Human Resources  
The White House  
Washington, D.C.

Dear Ted:

For your information, I am sending you the attached copy of a letter I have just written to President Ford on legislation dealing with "illegal aliens." As you know, the United States Catholic Conference is greatly concerned about the government's policy in this regard. Anything you can do to insure careful consideration of our views by appropriate officials within the Administration would be greatly appreciated.

Sincerely yours,

A handwritten signature in cursive script that reads "James S. Rausch".

Most Reverend James S. Rausch  
General Secretary

Enclosure

JSR/jc



1312 MASSACHUSETTS AVENUE, N.W. • WASHINGTON, D.C. 20005

Most Reverend Joseph L. Bernardin, Archbishop of Cincinnati  
*President*

MOST REV. JAMES S. RAUSCH  
*General Secretary*

REV. ROBERT V. MONTICELLO  
*Associate General Secretary*

REV. MICHAEL J. SHEEHAN  
*Assistant General Secretary*

September 2, 1975

The President  
The White House  
Washington, D.C.

Mr. President:

I am writing you about a matter of great concern to the Catholic bishops of the United States. At the meeting of June 18, 1975, between members of the Executive Committee of the United States Catholic Conference and yourself, we expressed our views about the "illegal alien problem" in the United States. At that time our position was that we supported legislation which would grant meaningful amnesty to those aliens who had been residing in this country for sometime and in particular to those who had established families here. We also stressed our opposition to any punitive measures by the Federal government against these persons.

In late July, just before the beginning of the summer recess of Congress, the Committee on the Judiciary of the U.S. House of Representatives voted to report out a bill (H.R.8713) dealing with "illegal aliens."

During consideration of this legislation by both the Subcommittee and the full Judiciary Committee, the U.S.C.C. expressed strong reservation about several of its provisions and, in the testimony presented on March 13, 1975, recommended a number of changes. None of the changes which were suggested have been incorporated in the final version of the bill approved by the Judiciary Committee. Therefore, it is our judgment that H.R.8713 still remains so seriously defective that it should be opposed in its entirety.

It is our judgment that this legislation has been developed in the context of totally inadequate information on the part of either the Legislative or Administrative branches of the government. The government really does not know how

The President  
Page two  
September 2, 1975

many so-called illegal aliens are in the United States and it can only guess at the impact they are having on the economy.

If enacted in this form, this legislation will create a serious civil rights problem by greatly enhancing the possibility of job discrimination against minority group persons. By providing sanctions against any employers who hire an illegal alien, it is creating a situation which assuredly will lead to discrimination against any person belonging to a minority group whose legal status might be called into question.

Furthermore, this legislation would result in inhumane and immoral treatment of large numbers of very poor people who have been residing in this country for a number of years, many of whom have established families here. We consider it unconscionable that our government should even consider separating families by forcing a mass exodus or deportation of millions of men, women, and children.

On August 20, I issued a statement concerning this legislation, on behalf of the U.S. Catholic Conference. I am enclosing a copy of this statement for your information.

I am writing both to keep you informed of our views and to request that your Administration join us in opposing passage of H.R.8713.

Sincerely yours,

+ *James S. Rausch*

Most Reverend James S. Rausch  
General Secretary

Enclosure

JSR/jc

United States Catholic Conference  
Statement on  
"Illegal Alien" Legislation

August 20, 1975

On a number of occasions during the past several years the Bishops of the United States have spoken out about the need for a humane and just approach in our government's policies established to solve current national and international economic problems. We have spoken for the need of balancing the normal consumers' demand in the market place with the special needs of the working class, the poor, and the elderly, especially in regard to the costs of food and fuel. We have emphasized the need for a radical change in the consumptive habits of the more advanced societies in order to insure a just distribution of the world's goods to the less fortunate both at home and abroad. We have tried to focus attention on the interdependent nature of the world community of nations and the moral obligation of the United States and other developed and wealthy societies to share more of the wealth which they have managed to accumulate and control.

Once again we feel compelled to speak out on these matters because of a very dangerous direction in which the Congress of the United States is moving in dealing with one very important aspect of our troubled economy. Soon after the summer recess, the Committee on the Judiciary will bring before the United States House of Representatives a bill which will, in effect, attempt to provide a "scapegoat" solution to our economic problems. The Judiciary Committee will propose that Congress pass an "Illegal Alien Bill" (H.R. 8713) which will supposedly help us out of our economic morass.

Although there is little available in terms of supporting facts, advocates of this legislation claim that literally millions of illegal aliens have come into our country in recent years. It is further alleged that these people are taking a significant number of jobs that would otherwise be available for citizens or lawful resident aliens; that they are adding to the tax load by utilizing health, education, and social services; and, that they are causing a drain on our monetary resources by sending a good deal of the money they earn out of the U.S. to support their families at home.

(over)



The stated purpose of this legislation is to stop the influx of illegal aliens into our country by cutting off the economic incentives that attract them here in the first place. This is to be accomplished by making it illegal for any employer to hire or to continue to employ any alien who has not been properly certified by the government to be eligible for employment. In essence, the government will be requiring the employers of this nation to enforce the immigration laws which it failed to enforce in the past either as a matter of policy or incompetence.

In our opinion, this legislation is objectionable from several points of view. In the first place, neither Congress nor the Administration has demonstrated that they have adequate information on the scope of the illegal alien problem or of the possible effects of this new legislation on lawful alien residents and citizens. They have no idea how many illegal aliens are really in the country. Their estimates range from 2 to 12 million. They really do not know whether the illegals who are here are holding jobs which either citizens or lawful residents would be willing to accept. They can only guess at the additional costs being created by the alleged increased need for public services or the alleged amount of money being sent out of the country by illegals.

That the Federal government's information about illegal aliens is inadequate is best verified by the fact that in both fiscal years 1975 and 1976, the Immigration and Naturalization Service has sought special appropriations of \$1 million from Congress to conduct a study of the problem. In a document submitted to Congress justifying the need for this study it is stated:

"Without knowing the actual scope of the problem, it is not possible to attack it effectively. It is, therefore, mandatory that I.&N.S. assess the illegal alien situation to determine not only the magnitude, but also the characteristics, mode, and locations of entry, area of residence, and extent of impact of the illegal alien population."

In addition, President Ford recently appointed a special Cabinet Committee to study the matter. There seems to be little doubt that the government itself recognizes its lack of basic information. Therefore, neither the Congress nor the Administration should initiate major new policies in regard to illegal aliens prior to conducting comprehensive and objective studies of this matter.

Assuming that the problem is of such magnitude as to justify some sort of legislative remedy of this nature, the legislation proposed by the House Judiciary Committee is seriously defective to the point of being completely undesirable. In attempting to solve an economic problem this proposal will create a civil rights problem of horrendous magnitude.

By providing sanctions against any employer who hires an illegal alien, this legislation would create a situation that assuredly will lead to discrimination against any person belonging to a minority group whose legal status might be called into question. Legal aliens and minority group citizens will be denied employment simply because employers will not want to run the risk of inadvertently violating the law.

On the request of Congressman Don Edwards (D.-Calif.), Chairman of the Judiciary Subcommittee on Civil Rights and Constitutional Rights, the United States Commission on Civil Rights, through its Staff Director, submitted comments on this proposed legislation on July 28, 1975. The following excerpts from these comments summarize the Commission's point of view:

"It is our view that the passage of H.R. 8713 in its present form will have a direct discriminatory effect on minority persons seeking employment, whether they are citizens or aliens authorized to work in the United States."

"Secondly, even if employers were to request the same proof of status from all applicants, the difficulties in making determinations of citizenship or alien status will inevitably result in employers hiring less minority applicants in order to minimize the risk of hiring illegal aliens. Minority citizens as well as minority legal aliens will be the victims of discriminatory hiring."

"However, attempts to solve this country's serious economic problems cannot be made at the expense of the civil and constitutional rights of minority persons."

The Mexican American Legal Defense and Education Fund also submitted comments on July 23, 1975, in a similar vein to Congressman Edwards. Their position can be summarized by the following quotation from those comments:

(over)

"Specifically, the illegal alien bill has provisions which when implemented will inevitably result in certain groups being treated differently solely on the basis that members of these groups look 'foreign'."

On June 18, 1975, an important meeting took place at the White House between the members of the Executive Committee of the U.S. Catholic Conference/National Conference of Catholic Bishops and the President of the United States.

This delegation, headed by Archbishop Joseph L. Bernardin, President, USCC/NCCB, discussed with President Ford a number of public policy issues of pressing concern to the Catholic Bishops of the United States. An issue of major import concerned the matter of the illegal alien problem. At this meeting, the Bishops stressed their support for legislation which would grant a meaningful amnesty to these people and opposed any punitive measures by the government against the aliens.

On March 13, 1975, Msgr. George Higgins, Secretary for Research, presented the testimony of the U.S.C.C. on this matter before the Judiciary Subcommittee on Immigration, Citizenship, and International Law. In this testimony, the U.S.C.C. focused much of its attention on the most serious problem with this legislation, that is, how to humanely handle those aliens without legal status who already are and have been residing in this country for sometime. We have been particularly concerned with the effects of this legislation on those who have established families here and have become integrated into our society. They are generally very poor people living a marginal existence. In our testimony, Msgr. Higgins stated:

"The effect of the present wording ... would be a screening by the employer of all the employees within ninety days after the law was enacted. The dismissal of untold numbers of workers from their jobs in such a short period of time would cause unbelievable havoc among their families and in the communities where they live. It would be physically impossible for the Immigration Service to move such large numbers of people. Moreover, it is unconscionable that our government should even consider separating families by forcing a mass exodus or deportation of literally millions of men, women, and children."

Our basic position is that the Federal government should deal with the problem of the future influx of illegal aliens separately from the problem of those already residing in this country. Those who are already here are here because the government has been both unwilling and unable to enforce its own immigration laws. Most of these people have established families, part of whom are American citizens with all of the rights of citizenship.

To cut these families off from their meager economic sustenance and to force upon them the great hardship of emigrating or to attempt some sort of mass deportation effort would be both inhumane and immoral. For a nation which for two hundred years has been a symbol of hope for the oppressed and the poor of all nations of the world, such an action would be unthinkable.

There is only one just and humane solution to this important aspect of the problem which would be consistent with the tradition and ideals of a country which has been known as the "nation of immigrants" that is, to once again show our generosity by allowing these people to become legal residents. Consequently, we have advocated that a meaningful amnesty provision be incorporated into this legislation. Such a provision would allow people who have already been in the country for a period of time, particularly those who have family ties here, to adjust their status. This must be done without penalizing those who are waiting to come into the country through normal immigration channels. The number of those adjusted in this manner must not be charged against existing immigration quotas.

The bill (H.R. 8713) as it is presently written has a so-called "amnesty provision." Close analysis of the provision has shown that it will benefit relatively few people at best. We consider this provision as little more than lip service to the concept of amnesty and therefore judge it to be completely inadequate.

In conclusion, we call upon the Congress and the President to reject the proposed "Illegal Alien Bill" (H.R. 8713) as unjust and discriminatory.

OCT 15 1975

MEMORANDUM FOR JIM CAVANAUGH

THROUGH: DICK PARSONS *D.*  
FROM: LYNN MAY *Lynn*  
SUBJECT: Update on Illegal Aliens

Cannon's report to the President might be as follows:

The Attorney General has agreed to serve as Chairman of the Domestic Council Committee on Illegal Aliens and will meet shortly with Secretary Dunlop to discuss the appropriate course of activity for the Committee. Members of the Domestic Council have held a preliminary meeting with Justice Department personnel to establish a new organizational structure and an agenda for the next meeting of the Committee, tentatively scheduled for next month.

September 8, 1975

MEMORANDUM FOR: Jim Cannon  
FROM: Dick Parsons  
SUBJECT: Illegal Aliens

This memorandum responds to your request for an update on where we are on the illegal aliens problem.

#### BACKGROUND

The President established the Domestic Council Committee on Illegal Aliens on January 6, 1975, to develop, coordinate and present to him policy issues dealing with the problem of illegal aliens (See Tab A). Although the Attorney General was designated to serve as Chairman of the Committee, the first few meetings were chaired by Deputy Attorney General Silberman early last Spring. Little of substance was accomplished at these meetings, apart from determining that there was no good data on the scope of the problem. Silberman's departure from the Department of Justice resulted in loss of leadership on the Committee.

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#### CURRENT STATUS

Partially as a result of the early findings of the Committee, the Immigration and Naturalization Service formulated a study proposal which would enable it to determine the distribution, characteristics, number, flow and impact of illegal aliens in this country. This study is currently awaiting Congressional appropriations.

As a result of the President's June decision and our follow-up correspondence, I am advised that the Attorney General intends to personally assume chairmanship of the Committee and to create a full-time staff capacity within the Department of Justice. He is preparing a memorandum to you detailing his plans in this regard.



October 23, 1975

Lynn,

Jim Kingzett, Legislative Assistant to Senator Bob Packwood, called to inquire if he might have an update on the Committee on Illegal Aliens. Can you prepare something for him?

Kingzett would also like to have the name of your contact in the Department of Justice who is coordinating the work of the committee.

Kingzett's number is 224-5244.

Dick



THE WHITE HOUSE

WASHINGTON

November 19, 1975

MEMORANDUM FOR JIM CAVANAUGH  
FROM: RAY WALDMANN *Ray*  
SUBJECT: Illegal Aliens

At today's OMB Directors Review on the Justice Department, the question of the activities of the Immigration and Naturalization Service in dealing with the border crossings, particularly Mexicans, was discussed. Results to date of INS activities are unsatisfactory. Jim Lynn suggested that a Domestic Council Task Force be established to review this problem, develop solutions in addition to continuing Administration support for the Rodino Bill. It was mentioned by OMB staff that several efforts along this line had been mounted in the past including a Domestic Council Group established last spring which "came to nothing, as most of these groups do."

Jim Lynn specifically asked that I pass on to you his request that this group be reactivated or a new group set up, not to achieve anything by the time of the State of the Union, but to come up with workable program solutions after "a years hard work."

✓ cc: Dick Parsons






# OFFICE OF MANAGEMENT AND BUDGET

12/5

TO : Dick Parsons

FROM: Calvin J. Collier   
Associate Director for  
Economics and Government

I am sure that this will be of  
interest to you.

Attachment



12-35

EXECUTIVE OFFICE OF THE PRESIDENT  
OFFICE OF MANAGEMENT AND BUDGET  
WASHINGTON, D.C. 20503

December 3, 1975

MEMORANDUM FOR CALVIN COLLIER

Subject: Study of Illegal Aliens

You may recall the Immigration and Naturalization Service received \$1 million in FY 1976 to study the size, characteristics, and impact of the illegal alien population in the United States. Prior to apportioning 1976 funds, we asked INS for a report on how they intend to proceed with the study. The INS report is attached for your review.

If you perceive problems with the study design, this is the time to register them, though you will see that some components of the study are already underway. For our part, we believe the study will focus on the important illegal alien issues, though we do note that at least a part of the \$200 thousand devoted to operations research will be used to develop methods for dealing with the problem rather than to measure its characteristics and magnitude.

Comments on the study design will be appreciated. We will need any comments or suggestions by December 10.

A handwritten signature in cursive script, appearing to read "Mike C. Arnold", is written above the typed name.

Malcolm E. Arnold  
Budget Examiner

UNITED STATES GOVERNMENT

# Memorandum

CO 1285-P

DATE: NOV 18 1975

TO : James F. Hoobler, Director  
Management Programs and Budget Staff

FROM : Associate Deputy Commissioner  
for Planning and Evaluation  
Immigration and Naturalization Service

SUBJECT: Report on I&NS Plans for Illegal Alien Study

There are currently unknown numbers of illegal aliens in the United States impacting the health, education, welfare, labor, criminal justice, and other socio-economic systems. The Immigration and Naturalization Service has been under considerable pressure to determine the magnitude and real impact of the illegal alien population on the United States, but heretofore there has been no reliable method to assess this major problem. Available data has been based purely on apprehension data or single "horror story" cases which may typify the problem, but this information alone has given us no *integrated* information as to the real scope of the illegal alien population. Because of this major need, \$1 million was requested in our FY 1976 Budget to enable I&NS to undertake a major study to determine the size, characteristics, and impact of the illegal alien problem.

Because of the significant amount of the funds allocated for the Study, considerable precaution has been taken to ensure that the Study done with these funds will ensure the maximum and optimum results to assist the Service in policy and resource planning and evaluation and to inform other Federal and State agencies of the preliminary impacts of illegal aliens on their various systems.

Under a contract awarded by LEAA, David North of Linton and Company designed a major study to determine the magnitude, characteristics, and impact of the illegal alien population on the United States. The formulation of this design was coordinated with I&NS at all stages, including review by key Service personnel to ensure the accuracy and practicability of the design. The final design was completed in late May.

As a further precaution, Lesko Associates evaluated and validated the design as a part of a contract to give a preliminary estimate of the number of illegal aliens in the United States and to give the staff in the Office of Planning and Evaluation ongoing statistical analysis capability. This evaluation made some minor modifications in the design to ensure complete statistical validity and reliability.



5010-110

Buy U.S. Savings Bonds Regularly on the Payroll Savings Plan

The study as designed consists of seven specific but interrelated studies. These studies and their expected end products are:

<u>Specific Study</u>	<u>End Product</u>
1. Residential Survey	Data on stock of illegals (numbers, characteristics, and distribution within the U.S.)
2. Border Patrol Staffing Pattern Experiment	Data on flows of those entering without inspection across the Southwest border
3. Border Patrol Sensor Reporting Experiment	Data on flows of those entering without inspection across the Southwest border
4. Fraudulent Documentation Study (air and land ports)	Data on flows of those entering the country with fraudulent documentation at air and land ports of entry
5. Characteristics Study	Data on the detailed characteristics of illegal aliens
6. Industrial Survey	Data on impacts of illegal aliens on the labor market and their characteristics
7. Impact of Illegals on Legal Aliens	Data on impacts of illegal aliens on legal aliens and related minority groups

Each study will provide data on flows, stock, characteristics or impacts of the illegal alien population. The attached chart shows the relationships among the studies and how they relate to the four types of information to be obtained from the Study as a whole. The Fraudulent Document Study and the Border Patrol Sensor Reporting and Staffing Experiments will predominately give information on the flow of illegal aliens into the United States. Both the Residential and the Industrial Surveys will provide information on the stock, characteristics, and impact of illegal aliens, while the Characteristics Study is aimed primarily at characteristics data. Finally, the Impact of Illegal Aliens on Legals and Related Minority Groups will provide largely impact data.

Although each of the seven studies carries/can be repeated later, each study is 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 the future without repeating the entire study.

Four of the seven parts involve utilization of Service manpower along an experimental design. Three of these studies, the Border Patrol Staffing Pattern Experiment, the Border Patrol Sensor Reporting Experiment, and the Fraudulent Document Study, have already been initiated because of the long-term nature of these parts of the study. The fourth, the Industrial Survey will be started early in CY 1976. The following chart shows the estimated cost and timing for each of the studies.

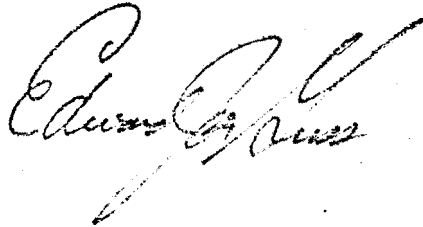
<u>Study</u>	<u>Estimated Cost</u>	<u>Estimated Timing</u>
Border Patrol Staffing		September, 1975 - June, 1976
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Related Studies (including Operations Research)	\$200,000	January, 1976 - June, 1976

As shown in the chart, \$200,000 has been allocated for a number of impact and operations research studies which will be conducted throughout the year. These studies will include determination of preliminary impacts of illegal aliens on some of the socio-economic systems of the United States and operations research analyses of I&NS enforcement programs.

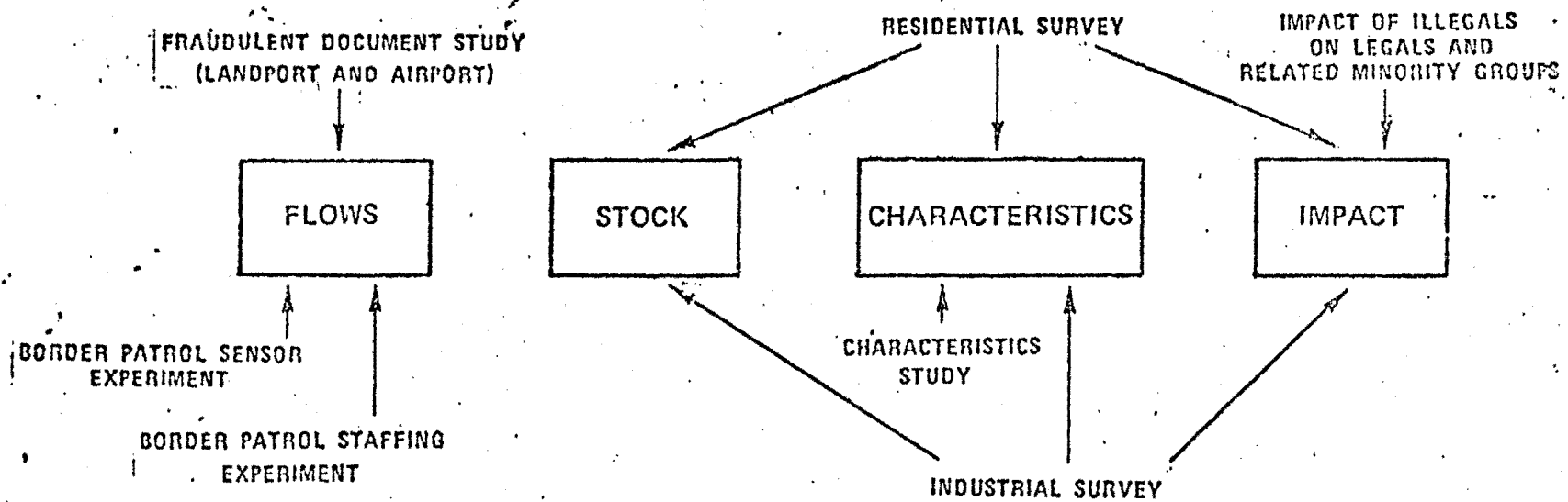
These operations research studies will experiment with various tactics for improved border prevention. Examples of such studies are examination of sensor response capability through strike forces to respond 100 percent to alarms (perhaps with the assistance of one or two helicopters). or a cost-benefit study of fully manning the Chula Vista Station and eliminating stations with very small numbers of apprehensions.

Other such studies will combine several enforcement efforts (i.e., fingerprinting with interior repatriation, while others might combine sensor technology such as simulation under 100 percent directional sensors with traffic check points (where in existence) to find the most cost-effective method or methods of border enforcement. These studies will provide information on variance of flows, deterrence factors and most importantly on possible management improvements for an effective border prevention program. Testing alternative methods and their results will be essential knowledge for future policy and program change.

At the conclusion of all parts of the Study, with the assistance of the direction gained from the operations research studies, I&NS will be in a position to make more sound decisions about program and policy alternatives and to allocate its resources more effectively.

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ILLEGAL ALIEN STUDY  
RELATIONSHIP OF SEVEN STUDIES



THE WHITE HOUSE

WASHINGTON

December 9, 1975

MEMORANDUM FOR DICK PARSONS

FROM: LYNN MAY *Lynn May*

SUBJECT: INS Study

This study is the linchpin to our efforts to understand and resolve the illegal aliens problem. Theoretically it will give us a much better understanding of their numbers, locations and impact on our economy.

I am a little concerned about the study's aspirations exceeding its results, but not being familiar with polling methodologies makes me a poor critic. I have not been able to ascertain any major flaws in the study in my conversation with OMB, INS or the Labor Department. If the samples are true, it apparently will achieve what it purports.



12-10-75

4:45 P.M.

Telephoned. No problem with study design



THE WHITE HOUSE  
WASHINGTON

LYNN -

May I have your  
comments & recommendations  
by Tues., Dec. 9th.

Thanks.  
D.





EXECUTIVE OFFICE OF THE PRESIDENT

OFFICE OF MANAGEMENT AND BUDGET

WASHINGTON, D.C. 20503

December 3, 1975

MEMORANDUM FOR MR. PARSONS

Subject: Study of Illegal Aliens

You may recall the Immigration and Naturalization Service received \$1 million in FY 1976 to study the size, characteristics, and impact of the illegal alien population in the United States. Prior to apportioning 1976 funds, we asked INS for a report on how they intend to proceed with the study. The INS report is attached for your review.

If you perceive problems with the study design, this is the time to register them, though you will see that some components of the study are already underway. For our part, we believe the study will focus on the important illegal alien issues, though we do note that at least a part of the \$200 thousand devoted to operations research will be used to develop methods for dealing with the problem rather than to measure its characteristics and magnitude.

Comments on the study design will be appreciated. We will need any comments or suggestions by December 10.

A handwritten signature in black ink, appearing to read "Mike Arnold", is written above the typed name.

Malcolm E. Arnold  
Budget Examiner

UNITED STATES GOVERNMENT

# Memorandum

CO 1285-P

DATE: NOV 18 1975

TO : James F. Hoobler, Director  
Management Programs and Budget Staff

FROM : Associate Deputy Commissioner  
for Planning and Evaluation  
Immigration and Naturalization Service

SUBJECT: Report on I&NS Plans for Illegal Alien Study

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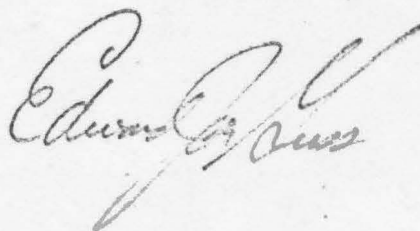
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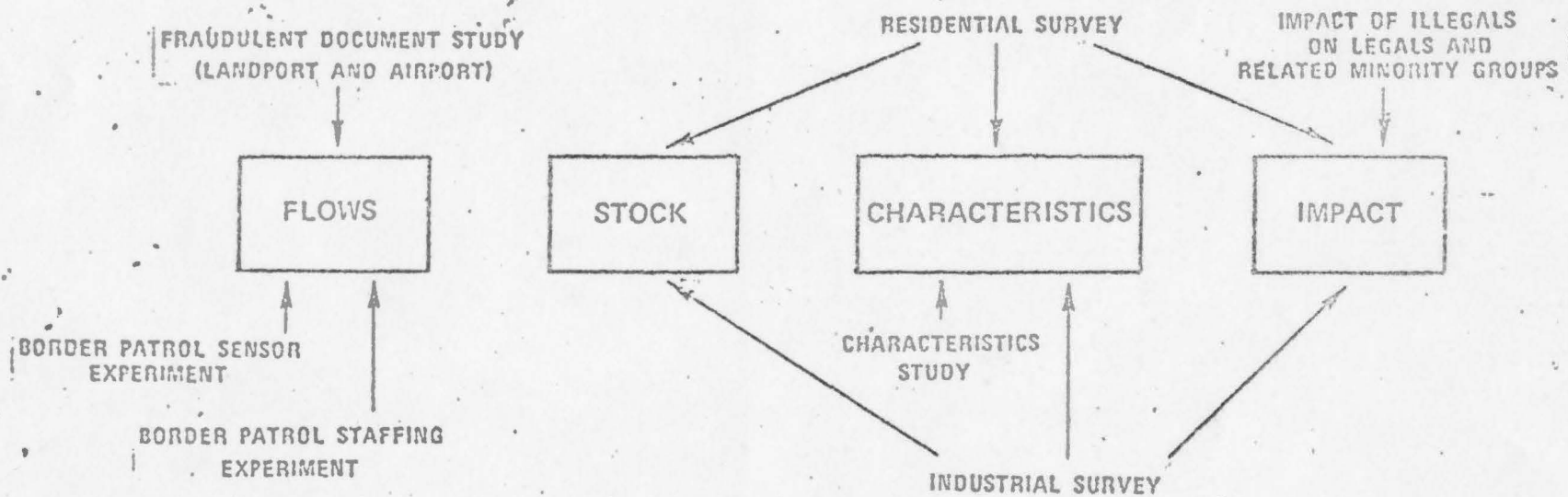
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## 2



THE WHITE HOUSE  
WASHINGTON

#7501148

December 10, 1975

MEMORANDUM FOR JIM CANNON

THROUGH: DICK PARSONS 

FROM: LYNN MAY 

SUBJECT: Ray Waldmann's Memo to Jim Cavanaugh  
on Illegal Aliens

Waldmann forwarded to Cavanaugh a suggestion from Jim Lynn that either a new Domestic Council Task Force be established to develop solutions in regard to the influx of illegal aliens in our country or the old Domestic Council Committee on Illegal Aliens be reactivated.

Currently the Attorney General is moving, albeit slowly, to put new life into the established Committee. He has held discussions with Secretary Dunlop on the subject and plans to hold a Cabinet level meeting of the Committee in the next four to five weeks. I recommend that you send him the attached memo (Tab A) querying him on his progress.

Meanwhile, members of the Secretary of State's "Interagency Committee for the Study of Problems Related to Illegal Mexican Migration into the United States", which is affiliated with the Domestic Council, held preliminary talks with the Mexican government on December 5, as a prelude to a full scale meeting between the Committee and Mexican officials to discuss possible joint actions to resolve the problem.

Attachment



THE WHITE HOUSE

WASHINGTON

December 10, 1975

MEMORANDUM FOR: The Honorable Edward H. Levi  
The Attorney General

FROM: James M. Cannon  
Assistant to the President for  
Domestic Affairs

SUBJECT: Domestic Council Committee on  
Illegal Aliens

The President has asked me about the progress of the Domestic Council Committee on Illegal Aliens. I am advised that you have taken the initiative in this area and I would appreciate it if you could send me a brief description of your plans for the Committee.

December 10, 1975

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FROM:                   James M. Cannon  
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LM:RDP:mm:med

