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Parsons

ILLEGAL ALIENS

- Q. How would you solve the problem of illegal aliens, entering and working in the United States?
- A. We have anywhere from 6,000,000 to 8,000,000 illegal aliens in this country, which is, roughly, the total number of unemployed in this country. This is a very serious matter, but let me tell you what we are trying to do about it.

Number one, we are working very closely in a new program with the Mexican Government. There has been a tremendous increase in the flow of illegal aliens from Mexico. The cooperation that we are developing with the Mexican Government will, I think, produce some results in stopping that flow.

When I was in Mexico about twenty months ago, I personally talked to President Excheverria about this.

Number two, in my budget I have recommended additional employees for the Immigration and Naturalization Service so it can do a better job of finding illegal aliens and seeking to deport them.

There is one other thing we are trying to do. I have favored legislation that passed the House, last year as I recall, that makes it mandatory for an employer to ask whether a prospective employee is an illegal alien. That would be helpful.

April 9, 1976

MEMORANDUM FOR: Jim Cannon
FROM: Dick Parsons
SUBJECT: Progress of the Domestic Council
Committee on Illegal Aliens

You requested a summary of what the Committee has done so far.

- On January 21, 1976, the Committee established five task forces and a steering committee to better and more efficiently handle the subject matter. The task force areas are: economic and labor market impact; immigration law and policy; enforcement; social and community impact; and foreign relations.
- On March 4, 1976, the Steering Committee met and worked out outlines for each task force to follow in approaching and executing its respective area.
- On April 18-20, the Committee's Foreign Relations Task Force (Interagency Committee on Illegal Mexican Migration) will host a delegation of Mexicans here in Washington in order to discuss the illegal alien problem and how to approach it.

Presently, there are no other definitive progressions.

DOMESTIC COUNCIL COMMITTEE ON ILLEGAL ALIENS
STEERING COMMITTEE MEETING
APRIL 12, 1976

Agenda

Chairman: Edward H. Levi, Attorney General

Subject: U.S.-Mexico meeting on illegal Mexican immigration, April 19-21, 1976, Washington, D. C.

Presentation: William H. Luers, Deputy Assistant Secretary of State for Latin American Affairs and chairman, Interagency Committee on Illegal Mexican Migration
(Interagency Committee serves as Foreign Relations task force of Domestic Council Committee)

Discussion

AG to open meeting - No good; either Sec. of State, Jim Cannon or me.

The April 19-21 Meeting of the Mexican and American
Committees on Mexican Worker Migration into the
United States

SCOPE PAPER

1. The Perception of the Problem: The perception of many segments of the United States population, including organized labor, and officials on our southwestern border, is that the influx of illegal aliens from Mexico deprives US citizens and legal alien residents of jobs, depresses wage scales, puts a burden on our social services (schools, hospitals, welfare rolls, etc.), and adversely affects our balance of payments through remittances abroad. Other US groups, including some farm owners and the owners and operators of service industries, believe the "illegals" are necessary to fill jobs that Americans and legally resident aliens will not perform and that any attempt to stem the flow of illegals or to deport those here will have serious adverse effects on our economy.

(The Mexican Government takes this second position.)

Some segments of the Mexican-American population in the US believe that action should be taken to stop the influx of illegal migrants from Mexico which other segments of this group feel that no major restrictive action should be taken.

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GDS

MR 95-42, #31, NSC 6/11/96

By wt NARA, Date 1/9/97

2. The "Facts": At present we do not have reliable information on the number of illegals in the US nor of their full impact on our economy. However, the problem of illegals is receiving increasing attention among the US sectors concerned with them and their continued influx into the United States appears to be a problem -- with both economic and political overtones -- that will continue to grow at an increasing rate over the next decade.

The cause of the influx rests primarily on the disparity between the Mexican and American economies. The "push" factor is the lack of employment opportunity in Mexico (with an estimated 750,000 people coming into the job market in Mexico annually and only about 300,000 jobs becoming available). The "pull" factors in the United States are the alleged availability of jobs, the high pay, compared to Mexican wage scales, the proximity, and the relative ease with which illegals can cross the border and remain undetected as they work in the US.

3. The Needs: In the face of the forthcoming meeting with the Mexican Committee, we must examine what we want to get out of the meeting and analyze what the Mexicans might hope to achieve at the meeting.

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The Mexican Position

For some years after the termination of the bracero program in 1964, the principal Mexican foreign policy goal vis-a-vis the United States appeared to be to induce us to enter into a new bracero agreement. An ancillary part of the campaign to get a new agreement was a continuous and highly vociferous stream of complaints that we were mistreating illegal aliens detained in the US.

This changed in October, 1974, when Echeverria, in his border meeting with President Ford announced that Mexico considered the illegal migrant problem a Mexican problem that should be solved by the economic development of Mexico and the consequent provision of sufficient employment for its own people. Subsequent to the Echeverria statement, the claims of mistreatment of illegals in the US diminished greatly.

What do the Mexicans Want?

Having said they do not want a new bracero program, what do the Mexicans now really want? Probably the status quo -- the continuation of the relatively unchecked entry into the United States of large numbers

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of Mexicans, the lack of sufficient resources by US immigration forces to significantly stem the flow of illegals, and the lack of concerted efforts by the United States to find and deport Mexicans illegally working in the United States.

Given this position, the Mexicans, at the forthcoming meeting are likely to:

1. Maintain that the United States really needs the illegals to fill jobs that Americans will not take, and that thus, we should do nothing significant to stop the flow.

2. Use attack as the best defense, accusing us of not guaranteeing the "human rights" of the illegals in questions of wages, working conditions, guarantee that salaries earned are paid when they are caught and deported, etc.

3. Agree that all sorts of studies should be made on the illegal question -- where they come from in Mexico -- why they come to the United States -- how many illegals there are, etc. As long as they can convince us to talk and study rather than taking any action, the status quo they desire will continue.

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4. Complain that in the absence of firm information we are making "unfair" efforts to "stir up" our population, particularly in the southwest, by using estimates (8 million illegals of which 5 million are Mexican) in public speeches, particularly by INS officials.

5. Offer palliatives (to show they are concerned about "doing something" about the problem) such as suggesting joint action against the smugglers of illegal aliens -- a suggestion we would want to accept, but which would not really have any significant effect on the flow of aliens across the border.

The US Position

US policy regarding illegal aliens has been limited to enforcement of current immigration law by INS. INS has been hampered in its enforcement efforts by inadequate resources. We have only very recently begun to develop the information and executive branch interest requisite for a comprehensive policy approach and possible changes in the law as currently written. Our efforts should lead to a sharpened understanding of the impact of illegals on our society and national interests upon which a policy position and specific actions could be based. We perceive that there is a problem with

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4. An understanding on the part of the Mexicans that there is increasing pressure within the US to "do something" about the problem -- pressure that, in the absence of some evidence that the United States and Mexico are taking actions, in the short range, to reduce the flow may well lead the Congress and the Administration to adopt a tough unilateral policy that will be harmful to our bilateral relations.

5. Agreement with the Mexicans to attack some of the obvious problems like the question of the "coyotes" who smuggle aliens, recognizing that cooperation in enforcement matters would be highly useful, but at the same time understanding that such measures, while they may result in good publicity, will not be sufficient to reduce the political and economic pressures to solve the illegal alien problem.

6. Agreement with the Mexicans to give continued attention to the illegal migrant problem, continue the dialogue regarding it, and mutually seek effective ways to reduce the problem.

ARA/MEX:J.T.Dreyfuss:mrg
4/9/76 x-22415

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THE WHITE HOUSE
WASHINGTON

August 20, 1976

Thanks, Dick

Dawn



UNITED STATES DEPARTMENT OF JUSTICE
IMMIGRATION AND NATURALIZATION SERVICE
WASHINGTON, D.C. 20536

PLEASE ADDRESS REPLY TO

OFFICE OF THE COMMISSIONER

JUL 20 1976

AND REFER TO THIS FILE NO.

CO 1006-P

Dick;

Dear ~~Mr. Parsons~~:

The Immigration and Naturalization Service recently commissioned The Gallup Organization, Inc. to conduct a study of public attitudes toward immigration and illegal aliens.

The study measured public attitudes on the following:

1. level of immigration considered desirable;
2. extent to which illegal aliens enter the U. S.;
3. extent to which the problem of illegal aliens has been read or heard about;
4. seriousness of the problem of illegal aliens;
5. types of problems resulting from presence of illegal aliens and seriousness of certain of these problems;
6. extent of agreement with possible actions to deal with the illegal alien problem.

The findings are based upon the responses of 1,549 adults who were personally interviewed and who are representative of the civilian population 18 years of age and over living in the United States.

Following are some of the significant findings of the survey and the pages in which more detailed data is available in the complete publication of the results.

74 percent of the respondents termed the illegal alien problem as "very serious" or "somewhat serious". Pages 12 & 13.

87 percent of the respondents said that the taking of jobs from legal residents by illegal aliens was a "serious problem" or "somewhat of a serious problem". 88 percent of the respondents of Latin American ethnic origin expressed the same attitudes. Page 17.



83 percent of those asked expressed the opinion that the depressing of wages by illegal aliens is a "serious problem" or "somewhat of a serious problem," with 54 percent expressing the stronger opinion. 81 percent of persons asked who were of Latin American ethnic origin expressed these same opinions, with 61 percent stating the stronger opinion. Page 17.

The majority of Americans (80%) agree that there should be a law against hiring illegal aliens with 62 percent stating that they "agree strongly" with such a statement. Pages 18 & 19.

The survey certainly seems to substantiate that the majority of the American public is concerned about the problem of illegal aliens taking jobs and impacting in other ways upon our society and economy, and that most people believe there should be a law against hiring illegals.

I am enclosing for your interest a copy of the survey. Please call me if you would like additional copies or if I can answer any questions about the survey.

Sincerely,


L. F. Chapman, Jr.
Commissioner

Honorable Richard D. Parsons
Assistant Director and Counsel
Domestic Council
The White House
Washington, D. C. 20500

Enclosure

*THE GALLUP STUDY OF
ATTITUDES TOWARD
ILLEGAL ALIENS*

CONDUCTED FOR:
THE IMMIGRATION AND NATURALIZATION SERVICE

THE GALLUP ORGANIZATION, INC.
53 BANK STREET
PRINCETON, NEW JERSEY

JUNE, 1976

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INTRODUCTION

This is a report on a study of public attitudes toward immigration and illegal aliens. Specific objectives included the determination of the following:

1. Level of immigration considered desirable.
2. Perceived extent to which illegal aliens enter the U.S.
3. Extent to which the problem of illegal aliens has been read or heard about.
4. Perceived seriousness of the problem of illegal aliens.
5. Types of problems resulting from presence of illegal aliens and perceived seriousness of certain of these problems.
6. Extent of agreement with selected possible actions to be taken to deal with the problem of illegal aliens.

Design of the Research

The findings are based on the responses of 1,549 adults. Personal interviews were conducted between April 23 and 27, 1976, as part of the Gallup Omnibus. Information about the design and composition of the sample can be found in the Technical Appendix. Also in the technical appendix are tables of sampling tolerances recommended for consideration of percentage differences within the report. The questions asked are given on the following pages.

EVERYONE WAS ASKED:

1. *Currently 400,000 immigrants are allowed to enter the U.S. each year. Do you feel we should allow more than 400,000, allow fewer than 400,000, or maintain our policy?*

ALL THOSE WHO ANSWERED "MORE" IN QUESTION 1 WERE ASKED:

2. *Would you favor or oppose allowing as many immigrants to come as wish to come?*

ALL THOSE WHO ANSWERED "FEWER" IN QUESTION 1 WERE ASKED:

3. *Would you favor or oppose stopping immigration altogether?*

EVERYONE WAS ASKED:

4. *How many aliens would you say enter this country illegally every year? Would you say a large number, a fair number, or only a small number?*
5. *How much of a problem do you think illegal aliens are in this country -- would you say they are a very serious problem, a somewhat serious problem, or not too serious a problem?*
6. *Have you read or heard anything recently about the problem of illegal aliens?*
7. *In the past few years would you say that fewer or more aliens are entering this country illegally, or has there been no change?*
8. *What problems, if any, result from the presence of illegal aliens in this country?*
9. *I am going to read a number of problems that some feel are created by the presence of illegal aliens in this country. For each that I read, tell me if you feel this is a serious problem, somewhat of a problem, or not a problem.*

Illegal aliens take away jobs from legal residents.

Illegal aliens are often involved in criminal activities.

Illegal aliens bring down wages by working for less pay.

Illegal aliens often collect unemployment or welfare and are a drain on the taxpayer.

10. *I am going to read you some statements that have been made concerning the matter of illegal aliens. As I read each statement, tell me the extent to which you agree or disagree with each statement. (RESPONDENT WAS SHOWN A CARD LISTING THE FOLLOWING STATEMENTS).*

Congress should pass a law to make it illegal for an employer to hire an illegal alien.

Illegal aliens should be given a chance to become U.S. Citizens.

Illegal aliens should be rounded up and sent back to where they came from.

Certain types of businesses need inexpensive labor and should be allowed to hire illegal aliens.

SUMMARY OF THE FINDINGS

Extent to Which Public Has Heard or Read About the Problem of Illegal Aliens

The question: *Have you read or heard anything recently about the problem of illegal aliens?*

About half (52%) of those questioned indicated that they had read or heard something recently about the problem of illegal aliens. Respondents living in the West, particularly those in states bordering on Mexico, were especially likely to have heard or read about the problem, over two thirds responding yes to the question. In addition, upper socio-economic groups were more likely than lower, and men more likely than women, to say they had heard or read recently about the problem of illegal aliens.

	<u>Yes</u> %	<u>No</u> %	<u>Don't</u> <u>Know</u> %	<u>Total</u> %	<u>Number of</u> <u>Interviews</u>
National	52	48	*	100	(1549)
<u>Sex</u>					
Men	58	42	*	100	(770)
Women	46	54	*	100	(779)
<u>Education</u>					
College	65	35	*	100	(508)
High School	51	49	*	100	(818)
Grade School	31	68	1	100	(215)
<u>Annual Family Income</u>					
\$15,000 and over	61	39	*	100	(605)
\$10,000 - \$14,999	54	46	*	100	(352)
\$5,000 - \$9,999	46	54	*	100	(285)
Under \$5,000	35	64	1	100	(268)
<u>Region</u>					
East	54	46	0	100	(434)
Midwest	43	57	*	100	(421)
South	48	52	*	100	(434)
West	67	33	*	100	(260)
Mexican Border	69	31	*	100	(262)

* Less than one-half of one percent.

— *The Gallup Organization, Inc.* —

Perceived Number of Illegal Aliens Entering the Country

The questions: *How many aliens would you say enter this country illegally every year? Would you say a large number, a fair number, or only a small number?*

In the past few years would you say that fewer or more aliens are entering this country illegally, or has there been no change?

Nearly two-thirds (63%) of those asked said they thought a large number of aliens entered the country illegally each year. Over half (58%) felt the number has been increasing in the past few years. Respondents in upper socio-economic groups were somewhat more likely to say a large number of illegal aliens enter each year. Of those living in the West and particularly in the Mexican border states, however, the percentage was much higher (78% and 81% respectively). Respondents of Latin American descent were also particularly likely to say that large numbers of illegal aliens enter this country each year.

As might be expected, those who had heard or read something about the problem were more likely to say that the number of illegal aliens entering is large, than those who hadn't heard or read anything (80% -vs- 44%). Even so, among those who hadn't heard or read about the problem, about half those who ventured an opinion (44 out of 86%) thought that a large number of illegal aliens were entering each year.

Number of Aliens Entering the Country

	<u>Large Number</u> %	<u>Fair Number</u> %	<u>Small Number</u> %	<u>Don't Know</u> %	<u>Total</u> %	<u>Number of Interviews</u>
National	63	22	6	9	100	(1549)
<u>Sex</u>						
Men	68	19	7	6	100	(770)
Women	59	25	5	11	100	(779)
<u>Education</u>						
College	65	24	8	3	100	(508)
High School	63	23	5	9	100	(818)
Grade School	57	19	6	18	100	(215)
<u>Annual Family Income</u>						
\$15,000 and over	67	23	5	5	100	(605)
\$10,000 - \$14,999	63	24	6	7	100	(352)
\$5,000 - \$9,999	60	24	7	9	100	(285)
Under \$5,000	57	18	8	17	100	(268)
<u>Region</u>						
East	61	25	5	9	100	(434)
Midwest	54	30	7	9	100	(421)
South	64	18	8	10	100	(434)
West	78	14	4	4	100	(260)
Mexican border	81	12	3	4	100	(262)
<u>Ethnic Origin</u>						
Latin American	81	10	7	2	100	(58)
Other Whites	64	23	6	7	100	(1317)
<u>Read/Heard About Problem</u>						
Yes	80	15	2	3	100	(832)
No	44	31	11	14	100	(709)

Asked whether they thought the number of aliens entering illegally each year was increasing or decreasing, much the same groups that thought that large numbers of aliens were entering illegally also thought that the number was increasing.

Interestingly, respondents of Latin American descent deviated from this pattern. Although 81% of them said that large numbers of illegal aliens entered this country each year, only half of them (compared to 58% nationally) thought this number had been increasing in recent years. Thirty-six percent, compared to 19% nationally, replied that there has been no change in recent years.

This contrasts with, for example, respondents in Mexican border states, of whom 81% also thought that the number of aliens entering this country illegally each year is large, and 67% (significantly higher than the national average of 58%) responded that the number has been increasing in recent years.

	<u>More</u> %	<u>No Change</u> %	<u>Fewer</u> %	<u>Don't Know</u> %	<u>Total</u> %	<u>Number of Interviews</u>
National	58	19	7	16	100	(1549)
<u>Sex</u>						
Men	62	18	7	13	100	(770)
Women	54	19	7	20	100	(779)
<u>Education</u>						
College	66	15	8	11	100	(508)
High School	57	19	7	17	100	(818)
Grade School	47	25	3	25	100	(215)
<u>Annual Family Income</u>						
\$15,000 and over	66	16	8	10	100	(605)
\$10,000 - \$14,999	58	18	7	17	100	(352)
\$5,000 - \$9,999	54	20	6	20	100	(285)
Under \$5,000	48	23	4	25	100	(268)

Continued . . .

Continued . . .

	<u>More</u> %	<u>No Change</u> %	<u>Fewer</u> %	<u>Don't Know</u> %	<u>Total</u> %	<u>Number of Interviews</u>
<u>Region</u>						
East	60	16	8	16	100	(434)
Midwest	50	26	6	18	100	(421)
South	57	17	7	19	100	(434)
West	68	15	5	12	100	(260)
Mexican border	67	16	5	12	100	(262)
<u>Ethnic Origin</u>						
Latin American	50	36	5	9	100	(58)
Other Whites	60	18	7	15	100	(1317)
<u>Read/Heard about Problem</u>						
Yes	75	13	5	7	100	(832)
No	40	25	9	26	100	(709)
<u>How Many Aliens Enter</u>						
Large number	71	16	5	8	100	(967)
Fair number	46	22	13	19	100	(348)
Small number	22	49	14	15	100	(101)

Should Immigration Policy be Changed

The questions: *Currently 400,000 immigrants are allowed to enter the U.S. each year. Do you feel we should allow more than 400,000, allow fewer than 400,000, or maintain our policy.*
(IF "MORE") Would you favor or oppose allowing as many immigrants to come as wish to come?
(IF "FEWER") Would you favor or oppose stopping immigration altogether?

The majority of Americans (52%) favor allowing fewer immigrants to enter the U.S. each year than are currently admitted. Over one in six (18%) favor stopping immigration altogether. Only 5% favor allowing more to enter, while 37% think the current level of immigration should be maintained.

Having heard or read about the problem of illegal aliens has virtually no effect on the attitudes of people toward United States immigration policy.

Most inclined to favor stopping immigration altogether are those respondents with grade school education (29%), manual laborers and farmers (23%), those in the South (26%), and those who think large numbers of illegal aliens are entering the country each year (22%).

Those whose ethnic origin is Eastern European or Latin American are most likely to favor increasing the number of immigrants admitted each year.

	Immigrants Allowed to Enter U.S.					Total	Number of Interviews
	More	Maintain Same	Fewer but Not Stopped	Stop	Don't Know		
	%	%	%	%	%		
National	5	37	34	18	6	100	(1549)
<u>Education</u>							
College	10	44	30	10	6	100	(508)
High School	3	37	35	19	6	100	(818)
Grade School	6	24	36	29	5	100	(215)

Continued . .

Continued . . .

	<u>Immigrants Allowed to Enter U.S.</u>						<u>Number of Interviews</u>
	<u>More</u> %	<u>Maintain</u> <u>Same</u> %	<u>Fewer but</u> <u>Not Stopped</u> %	<u>Stop</u> %	<u>Don't</u> <u>Know</u> %	<u>Total</u> %	
<u>Occupation</u>							
White collar	9	44	30	12	5	100	(511)
Blue collar & farmer	3	32	37	23	5	100	(642)
Non-labor force	5	35	36	18	6	100	(321)
<u>Region</u>							
East	7	38	34	16	5	100	(434)
Midwest	4	45	31	14	6	100	(421)
South	6	26	35	26	7	100	(434)
West	4	39	38	15	4	100	(260)
Mexican border	7	41	34	14	4	100	(262)
<u>Ethnic Origin</u>							
East European	11	47	26	10	6	100	(138)
Latin American	13	35	42	7	3	100	(58)
Other Whites	4	36	35	19	6	100	(1179)
<u>Read/Heard About Problem</u>							
Yes	7	36	36	17	4	100	(832)
No	4	38	33	18	7	100	(709)
<u>Number of Aliens Entering</u>							
Large number	6	33	35	22	4	100	(967)
Fair number	4	45	33	10	8	100	(348)
Small number	11	42	38	7	2	100	(101)

Seriousness of the Problem of Illegal Aliens

The question: *How much of a problem do you think illegal aliens are in this country -- would you say they are a very serious problem, a somewhat serious problem, or not too serious a problem?*

Asked how serious a problem illegal aliens are in this country, 37% said very serious, 37% said fairly serious, and 19% said not too serious.

There was little variation in these figures among socio-economic groups. Young people were less likely than older people to view illegal aliens as a serious problem. By region, those living in the West and the Mexican border states were most concerned (51% in each said illegal aliens were a serious problem), while those in the Midwest were least concerned (only 25% said "serious problem").

Having heard or read about the problem of illegal aliens made people much more likely to regard them as a serious problem (50% -vs- 23%). This level of concern was also directly related to the perceived number of illegal aliens entering the country.

	Problem of Illegal Aliens				Total %	Number of Interviews
	Very Serious	Somewhat Serious	Not Too Serious	Don't Know		
	%	%	%	%		
National	37	37	19	7	100	(1549)
<u>Age</u>						
18 - 34 years	29	44	22	5	100	(560)
35 - 49 years	44	32	17	7	100	(383)
50 years and over	40	33	19	8	100	(560)
<u>Region</u>						
East	40	37	18	5	100	(434)
Midwest	25	44	24	7	100	(421)
South	37	34	18	11	100	(434)
West	51	31	16	2	100	(260)
Mexican border	51	32	15	2	100	(262)
<u>Read/Heard about Problem</u>						
Yes	50	35	13	2	100	(832)
No	23	40	26	11	100	(709)
<u>Number of Aliens Entering</u>						
Large number	51	37	10	2	100	(967)
Fair number	13	49	36	2	100	(348)
Small number	8	23	66	3	100	(101)

Problems Resulting from Presence of Illegal Aliens

The question: *What problems, if any, result from the presence of illegal aliens in this country?*

Eighty-two percent of those asked named at least one problem caused by the presence of illegal aliens.

Over half (51%) mentioned that illegal aliens take jobs away from residents and another 20% said they were used for cheap labor. People in labor union households were more likely than others to give these reasons than members of non-union households. Residents of the West and of the Mexican border states were also particularly likely to mention these problems, as were those who had heard or read something about illegal aliens.

Other frequently mentioned problems were "increasing welfare rolls" (13%) and, relatedly, "we have to provide for them" (12%). These categories are also more frequently mentioned by those who have heard or read about the presence of illegal aliens and by those who consider them a serious problem. Interestingly, respondents of Latin American heritage were less likely than others to mention these problems (although they were equally likely to mention the previously referred to labor related problems), while residents of the Mexican border states in general were actually more likely to name these problems.

Crime was mentioned as a problem by 12% of all respondents. This level did not differ greatly by population groups with one exception - only 1% of the respondents of Latin American heritage mentioned it.

**Incidence of Naming Selected Problems
Resulting from Presence of Illegal Aliens**

	<u>Take Jobs Away</u>	<u>Cheap Labor</u>	<u>Increase Welfare</u>	<u>Provide For Them</u>	<u>Crime</u>	<u>Number of Interviews</u>
	%	%	%	%	%	
National	51	20	13	12	12	(1549)
<u>Union Household</u>						
Yes	55	26	12	11	13	(349)
No	50	19	13	12	11	(1200)
<u>Region</u>						
East	57	18	15	8	13	(434)
Midwest	46	16	9	11	10	(421)
South	45	17	11	14	10	(434)
West	60	37	17	16	13	(260)
Mexican border	61	34	17	21	8	(262)
<u>Ethnic Origin</u>						
Latin American	58	21	8	6	1	(58)
Other Whites	52	21	14	13	13	(1317)
<u>Read/Heard about Problem</u>						
Yes	62	28	17	16	13	(832)
No	39	13	8	7	10	(709)
<u>Seriousness of Problem of Illegal Aliens</u>						
Very serious	62	24	20	18	13	(568)
Somewhat serious	54	20	12	11	14	(587)
Not too serious	35	18	4	6	7	(295)

Seriousness of Selected Problems Caused by Presence of Illegal Aliens

The question: *I am going to read a number of problems that some feel are created by the presence of illegal aliens in this country. For each that I read, tell me if you feel this is a serious problem, somewhat of a problem, or not a problem.*

Illegal aliens take away jobs from legal residents.

Illegal aliens are often involved in criminal activities.

Illegal aliens bring down wages by working for less pay.

Illegal aliens often collect unemployment or welfare and are a drain on the taxpayer.

Responses to this question echoed to a great degree responses to the unprompted question of what problems are created by the presence of illegal aliens. Over half those asked felt that taking jobs away from legal residents, bringing down wages by working for less, and being a drain on the taxpayer were serious problems caused by illegal aliens. One in three (34%) responded that involvement of illegal aliens with criminal activities was a serious problem.

Those living in Mexican border states were less likely to feel that involvement of illegal aliens in crime was a serious problem, but more likely to feel that the other problems were serious. Respondents of Latin American descent were more likely to say that a serious problem was caused by illegal aliens taking away jobs from legal residents and bringing down wages, but considerably less likely than others to say that their involvement in criminal activities and being a drain on taxpayers were serious problems.

	<u>Ethnic Origin</u>			<u>Region</u>				
	<u>National</u> %	<u>Latin American</u> %	<u>Other White</u> %	<u>East</u> %	<u>Mid-west</u> %	<u>South</u> %	<u>West</u> %	<u>Mexican Border</u> %
<u>Take Away Jobs From Legal Residents</u>								
Serious problem	57	63	58	58	50	59	66	69
Somewhat serious problem	30	25	31	31	39	27	22	22
Not a problem	9	10	8	8	9	8	11	8
Can't say	<u>4</u> 100	<u>2</u> 100	<u>3</u> 100	<u>3</u> 100	<u>2</u> 100	<u>6</u> 100	<u>1</u> 100	<u>1</u> 100
<u>Often Involved in Criminal Activity</u>								
Serious problem	34	19	36	37	31	37	30	29
Somewhat serious problem	37	35	39	38	38	36	38	35
Not a problem	16	35	14	16	15	11	22	25
Can't say	<u>13</u> 100	<u>11</u> 100	<u>11</u> 100	<u>9</u> 100	<u>16</u> 100	<u>16</u> 100	<u>10</u> 100	<u>11</u> 100
<u>Bring Down Wages</u>								
Serious problem	54	61	53	56	47	56	60	64
Somewhat serious problem	29	20	31	30	35	25	24	21
Not a problem	11	13	12	10	13	10	12	12
Can't say	<u>6</u> 100	<u>6</u> 100	<u>4</u> 100	<u>4</u> 100	<u>5</u> 100	<u>9</u> 100	<u>4</u> 100	<u>3</u> 100
<u>Collect Unemployment</u>								
Serious problem	57	47	58	60	51	59	58	63
Somewhat serious problem	20	17	20	19	26	19	18	18
Not a problem	12	20	12	12	12	9	14	9
Can't say	<u>11</u> 100	<u>16</u> 100	<u>10</u> 100	<u>9</u> 100	<u>11</u> 100	<u>13</u> 100	<u>10</u> 100	<u>10</u> 100
Number of Interviews	(1549)	(58)	(1317)	(434)	(421)	(434)	(260)	(262)

What Should be Done

The question: *I am going to read you some statements that have been made concerning the matter of illegal aliens. As I read each statement, tell me the extent to which you agree or disagree with each statement.*

Congress should pass a law to make it illegal for an employer to hire an illegal alien.

Illegal aliens should be given a chance to become U.S. citizens.

Illegal aliens should be rounded up and sent back to where they came from.

Certain types of businesses need inexpensive labor and should be allowed to hire illegal aliens.

The majority of Americans agree strongly that there should be a law against hiring illegal aliens (62%) and say they disagree strongly with allowing certain businesses to hire illegal aliens (56%). These attitudes are particularly pronounced among upper socio-economic groups, skilled laborers, and members of union households.

The majority of Americans (58%) agree that illegal aliens should have a chance to become U.S. citizens. Paradoxically, a majority also agree (57%) that illegal aliens should be rounded up and sent back where they came from. Persons of Latin American and East European descent are most likely to feel that illegal aliens should have the chance to be citizens, and least likely to agree that they should be sent back where they came from. Those who have heard or read about the problem are less likely to favor citizenship and more likely to favor deportation.

Continued . . .

	<u>National</u> %	<u>Annual Family Income</u>				<u>Union Household</u>	
		<u>\$15,000 & Over</u> %	<u>\$10,000- \$14,999</u> %	<u>\$5,000- \$9,999</u> %	<u>Under \$5,000</u> %	<u>Yes</u> %	<u>No</u> %
<u>Should Be Law Against Hiring Illegal Aliens</u>							
Agree strongly	62	68	62	58	51	66	60
Agree	18	18	19	19	16	19	18
Disagree	9	8	10	10	14	8	10
Disagree strongly	6	5	7	6	7	5	6
Don't know	<u>5</u>	<u>1</u>	<u>2</u>	<u>7</u>	<u>12</u>	<u>2</u>	<u>6</u>
	100	100	100	100	100	100	100
<u>Certain Businesses Should Be Allowed to Hire Illegal Aliens</u>							
Agree strongly	6	5	4	6	9	6	6
Agree	13	11	14	15	13	11	14
Disagree	19	18	22	20	19	18	19
Disagree strongly	56	64	58	51	42	62	54
Don't know	<u>6</u>	<u>2</u>	<u>2</u>	<u>3</u>	<u>17</u>	<u>3</u>	<u>7</u>
	100	100	100	100	100	100	100
Number of Interviews	(1549)	(605)	(352)	(285)	(268)	(349)	(1200)

Continued . . .

	<u>Ethnic Origin</u>					<u>Read/Heard About Problem</u>	
	<u>National</u>	<u>Latin American</u>	<u>Eastern European</u>	<u>Other White</u>	<u>Non- White</u>	<u>Yes</u>	<u>No</u>
	<u>%</u>	<u>%</u>	<u>%</u>	<u>%</u>	<u>%</u>	<u>%</u>	<u>%</u>
<u>Should Have a Chance To Become Citizens</u>							
Agree strongly	20	28	25	19	20	18	22
Agree	38	52	43	36	40	37	39
Disagree	15	9	12	16	12	15	15
Disagree strongly	22	7	18	25	16	27	17
Don't know	<u>5</u>	<u>4</u>	<u>2</u>	<u>4</u>	<u>12</u>	<u>3</u>	<u>7</u>
	100	100	100	100	100	100	100
<u>Illegal Aliens Should Be Sent Back</u>							
Agree strongly	33	20	26	36	20	38	28
Agree	24	22	25	25	23	26	23
Disagree	24	38	31	22	28	22	25
Disagree strongly	13	16	17	12	16	11	16
Don't know	<u>6</u>	<u>4</u>	<u>1</u>	<u>5</u>	<u>13</u>	<u>3</u>	<u>8</u>
	100	100	100	100	100	100	100
Number of Interviews	(1549)	(58)	(138)	(1179)	(174)	(832)	(709)

*E. Fites
Illegal Aliens*

CO 703.615

SIGNED AND MAILED

SEP 7 1976

Dear Mayor Heft:

Reference is made to your recent letter addressed to the President concerning social and economic problems created by illegal Mexican aliens, which has been forwarded to this Service for reply.

The concern expressed by you is well founded and is shared by those of us in the Immigration and Naturalization Service. More and more are becoming aware of the magnitude of the present influx of illegal aliens and of the adverse effects the presence of such aliens has on this country. We have received numerous letters from the public expressing support for stringent immigration law enforcement and urging the expansion of our officer forces to regain control over the illegal entrants.

Our best estimate is that there are approximately 6,500,000 illegal aliens residing in the United States. Of that 6,500,000, we believe that at least 1,000,000 illegal aliens are holding good jobs. During calendar year 1975, we located in the major cities nearly 56,000 illegal aliens who were employed. Of that number, more than half were earning in excess of \$2.50 an hour.

A popular misconception is that illegal aliens work only in very menial jobs. At the upper end of the earnings ladder, we find illegal aliens regularly employed on construction projects running from \$3.75 to nearly \$10.00 an hour. We also find engineers and technicians earning \$15,000 and even \$20,000 a year or higher. Even at the lower end of the wage scale, we are confident that American youth, students and especially young people from the ghettos, where unemployment reaches as high as 60%, can be found to take these jobs.

A study recently completed by a consulting firm states that for every one million adult illegal aliens there is a net tax burden of two billion dollars. This study also states that the illegal alien population is increasing by 250,000 persons or more each year, adding at least five hundred million dollars yearly to the tax burden. These cost figures do not include the unknown amount of taxes that are evaded each year by illegal aliens. One Congressional committee estimated the tax loss at 115 million dollars per year. The figures also do not include the American dollars sent out of this country to the detriment of our balance of payments. At least three billion dollars leave this country each year in the form of earnings of illegal aliens, which are then lost from our economy.



By displacing American workers and legal permanent residents the illegal alien causes increases in our unemployment rates, which, in turn, places more persons on the welfare rolls. Other adverse factors involve losses in income tax revenue and an unfavorable outflow of United States dollars to foreign countries. Experience has shown that some of the illegal aliens are afflicted with communicable diseases which constitute a health hazard, and that hospital costs for the indigent illegal alien must be borne by the American taxpayer.

This Service is very much aware that the illegal alien presence in the United States does constitute a very serious problem which we are endeavoring to solve with every means at our command. You may be interested to learn that during Fiscal Year 1975, officers of our Service located 756,819 deportable aliens and removed a large number of them from the United States. We believe that this is only a small fraction of the total number of deportable aliens now in this country. This Service currently has a priority program in force designed to locate illegal aliens employed in jobs that can be made available to United States citizens or lawfully admitted aliens who are authorized to accept employment. We are exerting every effort within our manpower and fiscal limitations to provide a more effective control of the illegal alien population.

You should also be made aware of the fact that several bills have been introduced in the 94th Congress which impose penalties against employers who knowingly hire illegal aliens. If such legislation is enacted into law, this Service will be in possession of an extremely valuable tool to be used in our search for a means to provide a more effective enforcement program, given the necessary manpower and budgetary increases.

Thank you, Mayor Heft, for this opportunity to outline the problems in this area of increasing difficulty. You may be assured that every effort is being made to solve this problem. Our Service office at Cleveland has been advised of the problem you are experiencing with illegal aliens in Napoleon.

Sincerely,

James F. Greene
Deputy Commissioner

The Honorable Robert G. Heft
Mayor of Napoleon
Post Office Box 151
Napoleon, Ohio 43545

CC: DISTRICT DIRECTOR, CLEVELAND - For your information.

CC: RICHARD D. PARSONS, ASSOCIATE DIRECTOR & COUNSEL DOMESTIC COUNCIL --
For your information.



MEMORANDUM

THE WHITE HOUSE
WASHINGTON

INFORMATION/DECISION

September 27, 1976

MEMORANDUM FOR: Jim Cannon
Jim Cavanaugh
Jim Lynn

FROM: Dick Parsons

SUBJECT: Preliminary Report of the Domestic
Council Committee on Illegal Aliens

The Domestic Council Committee on Illegal Aliens has completed and is prepared to submit to the President a preliminary report. Though preliminary, the report is nevertheless quite substantive and shows that we have been doing a lot of thinking about this problem.

The question arises as to whether the report should be made public after submission to the President. I believe it should, but would like your guidance.

As I see it, if we make the report public we can (a) further stimulate thought and discussion about this important issue; (b) get useful feedback on our preliminary thinking; and (c) demonstrate to the public that the Administration is not only aware of the problem but that, pursuant to the President's direction, is moving on it.

On the other hand, some of the substantive positions taken in the report might be offensive to the Latin American community (e.g., the report comes down fairly hard on the law enforcement side). Moreover, the report raises more questions than it answers, which could lead to criticism.

I am seeking your guidance now (rather than after formal submission of the report), so that we can release the report shortly after its submission to the President.

To enable you to get a feel for the report, I have attached copies of the Executive Summary (Tab A) and of the final chapter, Summary of Conclusions (Tab B).

cc: Art Quern (w/attachments)

Preliminary Report

Domestic Council Committee on Illegal Aliens

Executive Summary

Introduction

Apprehensions of illegal aliens each year are almost double the number of people who enter legally. Illegal aliens, traditionally from Mexico and concentrated in the Southwest, are from many nations and are found in many areas of the country. The Domestic Council committee was established to undertake a comprehensive review of the issue and its implications. This preliminary report provides an overview of the policy questions, assesses current programs and knowledge and presents recommendations for further action.

Chapter I - U.S. Immigration Law and Policy

For the first 150 years of our history immigration was unrestricted. In the late 1800's certain classes, such as convicts, or national groups, such as Chinese, were excluded. In 1921 numerical limits were introduced based on the concept of national origin quotas. A major recodification in 1952 established three basic premises for immigration: family reunification, protection of jobs for the domestic labor force, and control of alien visitors. However the national origin

quota was maintained until 1965 when amendments replaced it with numerical hemispheric ceilings and introduced a fourth premise, that of asylum for refugees.

Immigration from the Eastern Hemisphere is held at 120,000 per year with a 20,000 per country limit. Admission is granted through a preference system which grants 74% of the places to relatives of U.S. citizens and permanent aliens. The Western Hemisphere ceiling of 170,000 was added at the last moment by Congress and operates on a first-come, first-serve basis with no preference system or per country limits. Labor certification by the Department of Labor is required for all non-relative classes from both hemispheres. The 1965 law is the statute which governs immigration today and has, since 1965, had two major effects: (1) Immigration has increased by more than 100% over the 1924-1965 period; and (2) there has been a shift away from European groups toward Asian and Latin American groups.

The worker importation provisions of the law apply to both immigrants and temporary workers but they play a minimal role in the present policy scheme. Canada and Australia, the two nations most similar to the U.S. in immigration matters, weigh employment impact considerations heavily in their criteria for granting immigrant status.

Chapter II - Illegal Immigration: The Global Picture

The principal source of immigration to the United States currently is Mexico, Jamaica, the Dominican Republic, Haiti, Korea, the Philippines, Thailand, and China. Demand for immigration is intense in these countries and several have waiting lists of 2 years or more. These countries are also among the major illegal alien source countries. The source countries have similar characteristics in three respects: rapid economic expansion, high population growth rates, and links with the U.S. This pattern will apply to increasing numbers of countries in the future and creates strong push forces on individuals to migrate. These push forces combine with the pull of available jobs and low risk of detection in the United States to produce illegal migration.

The phenomenon of migration occurs in streams according to certain principles among which the difficulty of intervening obstacles and development of counterstreams are prominent. The process is not responsive to legal limits but rather its own self-sustaining momentum. Policy will have to address the fundamental principles of push-pull and migration to be successful.

Illegal immigration is from many countries but Mexico is a major source for reasons of both history and geography.

The governments of the U.S. and Mexico have established bilateral discussions on the issue. However, the illegal migration issue has not been of concern to policymakers in the governance of our relations with other source nations. Actions discouraging illegal entry may compete with other foreign policy goals, e.g. tourism. However, illegal immigration merits a far higher and more generalized level of attention in our conduct of foreign affairs.

Chapter III - Law Enforcement

There is a long history of U.S.-Mexico border enforcement in immigration matters. Thus the majority of our enforcement effort is directed at this aspect of illegal immigration. Illegal entrants from other nations are a relatively recent development that requires significantly different techniques.

The Immigration and Naturalization Service (INS) has primary responsibility for immigration enforcement. It is aided by the Department of State which issues visas overseas. Prevention of illegal entry is the agency priority and is done through inspection of individuals at ports of entry and policing our land and borders between ports. INS also carries on investigative activities within our borders

against illegals who escape detection at entry. Recent court decisions have limited INS' latitude in the interior making prevention more important.

Several agencies have enforcement roles which are related to illegal immigration. They are the Social Security Administration, Internal Revenue Service, U.S. Customs Service, and the Wage and Hour division of the Department of Labor. The Committee has evaluated current and proposed additional means of interagency cooperation among them and INS and the Department of State. Experience has shown that cooperation on enforcement matters is difficult when the agency is service oriented such as the Social Security Administration. However, much can be done to increase the effectiveness of enforcement with the tools presently available both among and within the agencies concerned.

In addition to improved interagency efforts, certain disincentives to illegal migration are needed which require legislation. The disincentives are designed to lessen the economic pull which draws illegals to the U.S., discourage the use of the law to gain time and establish equity for immigration benefits, increase enforcement authorities to aid in capturing smugglers and the like, and streamline the law of anachronistic provisions which detract from more important tasks.

Chapter IV - The Illegal Alien: A Soft Portrait

Judging the impact of illegal aliens on our society requires information which is extremely sketchy at best. Data deficiencies center on the difficulty of counting and describing a clandestine population, the unrepresentativeness of using only apprehended and Mexican illegals. Several studies were reviewed and a composite description of the illegal includes personal characteristics by nationality, origin within native country, age, sex, education, marital status, language ability, and motivation; characteristics of entry by entry without inspection, visa abuse and others; characteristics of residence by location, mobility, and wage remissions; and characteristics of work place. The major points of agreement are that the principal impact of illegals is in the labor market rather than on social services, that language ability is an important determinant in the type of employment, and significant percentages of earnings are returned to the illegals' native country.

Chapter V - Domestic Impact of Illegal Aliens: The Issues of Employment and Earnings

Because research on illegal aliens is in an embryonic state, an exposition of domestic impact remains tentative.

There are several hypotheses concerning the economic impact of illegals: (a) low skilled illegal alien workers compete with low skilled natives depressing their wages and tending to increase earnings of skilled workers and owners of capital; (b) illegal aliens create unemployment by taking vacant jobs; and (c) illegal aliens take more from the system in services than they contribute in taxes. The data currently available cannot provide answers. At best it indicates certain directions.

Useful information may be obtained from analyses on the foreign born and their impact in combination with what is known about illegals. Earnings of the foreign born rise with tenure in the U.S. and after 13 or more years are substantially the same as natives. This implies that if undetected, illegals would have the same profile as natives and therefore would not remain a cheap labor source. The analysis does not hold for Hispanics, an important illegal alien characteristic, nor does it incorporate the illegality factor as a barrier to upward mobility.

The termination of the bracero program showed that sudden removal of alien labor opened jobs which natives took at improved wages without driving employers out of business.

European countries have made extensive use of temporary foreign workers who have made positive contributions to economic growth but who have not returned as planned and create problems during times of economic slowdown.

Chapter VI - Illegal Immigration: Social Issues

Migrants moving into new areas resettle according to four stages. First, young, unmarried males predominate followed by married men. In the third stage, they marry or send for their families and settle permanently attracting supporting populations of employers, businesses, etc. in the final stage. Restrictions to keep migration temporary rarely work and the last stage is frequently marked by tension with the native population. Different parts of the U.S. may be experiencing different stages of settlement at this time.

Within the context of settlement, the welfare issue or use of income transfer programs by illegals has received much attention. These programs are examined and with the possible exception of food stamps, which restrict eligibility on the basis of citizenship, illegals are unlikely to qualify based on age, sex and other personal characteristics. Definitive judgment must await better information on the characteristics of illegals and the settlement stage(s) of various groups and areas.

Several other social issues raised by illegal immigration are population growth, INS enforcement, anti-alien sentiment and federal-state-local relations. Immigration is one of the major aspects of our population growth as a nation. If the net number of illegals is at least equal to our net immigration, the numerical impact is a central factor in growth.

INS enforcement causes community resentment and hostility in many areas, particularly in ethnic communities. The greatest degree of support is to be found with employer targeted enforcement; serious difficulties accompany residence based efforts. This potential for strife is also apparent in anti-illegal alien organizing in some large urban areas.

The federal government has not worked closely with other units of government on illegal alien issues although these are the levels at which immediate impacts are keenly felt. The existence of underground communities which actively avoid government presents significant problems which require cooperation and coordination to prevent.

Chapter VII - Dilemmas for the Future

Beyond the issues and topics discussed in the report, immigration matters lead to large philosophical and policy questions for the society which will only be answered over

time. Some of the general areas within which immigration is or should be an important component are government control over individuals in law enforcement matters, research methodologies and the limitations of information, long-range foreign policy priorities and imperatives, and the limits of and potential for growth.

The conclusions of the report and recommendations make up Chapter VIII.

CHAPTER VIII
CONCLUSIONS AND MAJOR RECOMMENDATIONS

In drawing conclusions and formulating recommendations, it is important to reemphasize the preliminary nature of this report. The illegal immigration phenomenon is complex and an interagency examination of this issue is a very recent development. The charge to the Domestic Council Committee was to develop a comprehensive approach to the issue. In furtherance of that goal, this report attempts to provide a clear statement of the issue in its broad terms, assess current information, and chart the process and tasks through which the executive branch of government should proceed as a result.

One clear theme of this report is that a dramatic lack of reliable information makes thorough analysis of illegal immigration impossible at this time. Thus the conclusions which the Committee has drawn are tentative and subject to revision. Nevertheless the Committee believes that certain judgments can and should be made at this time in an effort to channel further inquiry in a productive fashion.

CONCLUSIONS

1. Illegal immigration is rooted in powerful social and economic forces endemic to both host and sending countries.

Historically Mexico has been and remains a major source of illegal entrants to the United States.

However illegal immigration today involves many nations and new migration streams. Sending countries are typically rapidly developing nations where rising expectations combined with population pressure have far surpassed the ability of economic growth, albeit substantial, to narrow significantly the income gap with the U.S. Thus pressure to emigrate is intense, and large numbers of people have already emigrated to the United States legally from source countries as a result of 1965 amendments to the Immigration and Nationality Act (INA). The act markedly changed legal immigration to permit large numbers of Latin and Asian origin groups and to diminish numbers of Europeans who migrate. Illegal immigration must be studied in the context of migration incentives and the law governing legal entry. United States employers seek foreign workers for many kinds of work. Thus economic opportunity and kinship and culture ties in the U.S. combine with migration pressures to create potent push-pull forces which the INA was not designed to check.

2. Illegal immigration is significant and growing.

Current estimates of the stock and flow of illegal aliens are educated guesses at best. Establishing these numbers in a credible fashion is important. Although

sound numbers are not available, the relevant point for current policy purposes is that the illegal immigration phenomenon is significant and growing. Our immigration policy, as promulgated under the INA, is ineffective. Our official commitment is to an exclusionary policy founded in history and domestic political considerations which allows approximately 400,000 foreign-born to take up permanent legal residence in this country per annum. The de facto situation is quite the opposite in that a combination of legal loopholes and incentives, enforcement inadequacies, and international push-pull forces have created virtually open immigration to the U.S. Analysis of this combination of factors leads inevitably to the conclusion that a trend has been established which is likely to grow if present circumstances persist.

3. The major impact of illegal aliens at this time seems to be in the labor market. This impact is likely to extend over time to other areas as the process of settlement proceeds.

Illegal aliens compete effectively with native workers, particularly with the minimally skilled and under-employed, although the degree to which they actually displace native workers is unclear. These immigrants raise the income of owners of capital and

land and of highly skilled workers and lower prices to consumers of goods and services they help produce. Thus certain legal residents gain and others, particularly those with few skills, lose from the presence of illegal aliens. However the unskilled labor which the illegal generally contributes in the early stages of migration later tends to be offset by the costs incurred in the latter stages of migration when new communities of families must be absorbed. This result occurs during settlement, the end-product of migration. Initially the migrant generally intends to emigrate only temporarily. However his aspirations, objectives and opportunities become attached to the host country so that he eventually remains, establishing or sending for family rather than returning.

4. The government should no longer ignore the community-related implications of large numbers of illegal aliens.

The ineffectiveness of the INA has helped to create communities concentrated in our largest urban centers whose existence depends on avoidance of law and authority. Breeding these conditions signals long-run negative social implications for ethnic Americans and for the ability of state and local units of government to function effectively. Aside from the question of economic impact, the ramifications of harboring large numbers of people in illegal

status are undesirable and contribute to a breakdown in the institutions and systems upon which we depend for fair government.

5. Effective enforcement of the Immigration and Nationality Act must stress prevention above all other considerations.

It is vastly more desirable from both a policy and a resources standpoint to prevent entry of the illegal or screen out potential illegals before arrival than to locate and apprehend the illegal once he is in the U.S. This strategy is currently accepted but it will require more adequate resources for both the State Department and the Immigration and Naturalization Service, improved management and tactics, legislation, and greater cooperation among federal agencies with related enforcement responsibilities to be effective.

6. Effective enforcement is not enough. The illegal alien issue is ultimately an issue of immigration policy and will not be satisfactorily met until a thorough rethinking of our immigration policy is undertaken.

Who may enter this country for what periods of time under which circumstances are the questions we must, as a nation, answer. These questions in turn raise questions about employment, population, and

other broad policy areas. The law must be revised to incorporate current and future realities not envisaged in the 1965 deliberations in which our present system was formulated. The executive branch must provide leadership and take an active role in the development of a better immigration policy. Serious study, widespread discussion, public education, interagency coordination, adequate resource allocation, policy analysis, planning, and cooperation with state and local levels of government are all needed.

The recommendations set forth below do not preclude the more specific recommendations contained at the end of individual chapters. Specific chapter recommendations will presumably be implemented as part of the overall follow-up to this preliminary report by the Committee in accordance with the major recommendations below. The Committee does not believe any single element among its recommendations can solve the illegal alien problem. It does believe that the cumulative effect of implementing the recommendations which follow will be to slow the flow of illegal aliens significantly and to take major strides toward the development of a more effective immigration policy.

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MAJOR RECOMMENDATIONS

1. The issue of illegal immigration merits priority attention and requires Cabinet leadership. Actions to be taken cross many bureaucratic and agency lines and will require continued coordination and direction at the highest level.

2. The executive branch should aggressively pursue the enactment of legislation which relates directly to the illegal alien question and which the executive branch has supported in the past. Such legislative actions include:

- (a) penalties for employers who knowingly hire aliens not authorized to work;
- (b) application of the preference system and foreign state limitations to Western Hemisphere immigration in a manner similar to that regulating Eastern Hemisphere immigration;
- (c) thorough revision of the labor certification provisions of the current law so that immigrants admitted for employment fall within prescribed quotas and individual certifications are eliminated;
- (d) establishing a minimum age of 21 years for Western Hemisphere aliens to confer immigration benefits upon a parent as pertains to Eastern Hemisphere aliens;

- (e) advancement of the eligibility date for establishing a record of admission for lawful permanent residence from June 30, 1948 to July 1, 1968; and
- (f) increased penalties for persons who smuggle or facilitate illegal immigration.

3. The Committee should evaluate the current H-2 or temporary worker program authorized by the INA to determine if it is adequate, both from an administrative and statutory standpoint, to meet the legitimate needs of employers for temporary foreign workers. It should further assess the United States experience with the bracero program and the experiences of other nations with guest worker programs. An expanded, government to government foreign worker program should not be sought at this time. However, means of improving the government's responsiveness to employers under current law should be developed if necessary.

4. The agencies administering the INA -- INS and the Department of State -- should receive high priority in the allocation of resources directed at prevention of and screening for illegal entries, management and operational upgrading, and inter-Departmental coordination.

5. The Committee should carefully study and make recommendations on all aspects of the question of

adjustment of status for illegal aliens already in the country. The Committee recognizes that massive deportation is both inhumane and impractical and advocates reasonable but relaxed standards for illegals already here. However support for some form of adjustment of status relief is contingent upon passage of legislation described in recommendation #2 of this section.

6. The Department of State should undertake serious, high-priority exchanges with governments of the major illegal alien sending countries on the illegal migration issue, visa controls, and U.S. domestic pressures and activity surrounding the illegal alien. U.S. foreign aid and other efforts toward less developed nations should be encouraged, but with greater emphasis on factors that would reduce the pressures that encourage migration, e.g., population planning, rural economic development and labor intensive programs.

7. The Committee and the cognizant federal agencies should initiate and support a broad based research program to determine the nature and scope of the various immigration related problems. This must include research within government agencies as well as through contracting with outside individuals and institutions, involvement of other levels of government and consultation with a wide variety of experts in many disciplines. Relevant economic,

sociological, demographic and labor market data are needed to adequately examine existing policies and update them.

8. The Committee should initiate a thorough re-examination of the basic precepts and operations of current immigration policy with the goal of developing proposals and systems which are based on information developed through careful study and research and widespread discussion among affected interest groups and the general public.

by this issue and last week's issue but which are not carried elsewhere in the issues.

October 6

The White House announced that on October 5, the President had directed the National Security Council to prepare for him as soon as possible a report on the radioactive fallout on the Eastern United States, and that the President expected the report today.

The White House announced that Charles Miller, the captain of the *Mayaguez*, telephoned the President this morning to express his displeasure and disagreement with the report of the General Accounting Office on the *Mayaguez* incident and, that the President invited Captain Miller to meet with him in San Francisco and attend the second Presidential debate as his guest.

October 7

During his visit to Los Angeles, the President met with Adam Malik, Foreign Minister of Indonesia, at the Beverly Hilton Hotel.

October 8

Following his remarks at the President Ford Committee reception at the Sheraton Universal Hotel, the President went by car to the Casa Adobe Historical Site in Glendale, Calif. After briefly touring the site, the President met in the courtyard with Mexican-American leaders from Southern California.

While at the Montego Bay Motor Hotel in Lawton, Okla., the President met in the Game Room with a group of wheat farmers during a forum hosted by Senators Dewey Bartlett and Henry Bellmon, of Oklahoma. Following the forum, the President attended a meeting of cattlemen in the Caribbean Room.

October 9

During his visit to Dallas, Tex., the President attended the football game between the University of Texas and the University of Oklahoma at the Cotton Bowl.

October 10

In the afternoon, the President left Dallas, Tex., and returned to the White House.

October 11

The President met with Yigal Allon, Deputy Prime Minister and Minister for Foreign Affairs of Israel, to review the situation in the Middle East and the state of bilateral relations between the United States and Israel, and to reaffirm the traditional friendship uniting the two nations. The meeting was held in the Oval Office at the White House.

The President met with the President Ford Committee Steering Committee to discuss the Presidential campaign.

After the meeting, the President met with Republican Vice-Presidential candidate Senator Robert Dole. Senator Dole had also been a participant in the steering committee meeting.

October 12

The President left the White House Tuesday morning for a trip to New York and New Jersey.

Following his motorcade tour of Brooklyn, the President traveled to the Sloan-Kettering Hospital in Manhattan to visit Senator Hubert Humphrey, who is recovering from a recent operation.

While in New York City, the President met with a group of editors, publishers, and media executives in the Beekman Room at the New York Hilton Hotel.

October 13

On Wednesday morning, the President was interviewed by Barbara Walters of ABC News at the New York Hilton Hotel in New York City. After arriving in New City, N.Y., the President was interviewed by Walter Cronkite of CBS News at the Rockland County Courthouse.

The President returned from his trip to New York and New Jersey early Wednesday evening.

October 14

The President received a swine flu vaccination from Dr. William M. Lukash, Physician to the President, in Dr. Lukash's office at the White House.

The President today declared a major disaster for the State of Maryland as a result of severe storms and flooding beginning about October 8, 1976, which caused extensive public, private, and agricultural property damage. The President's action will permit the use of Federal funds in relief and recovery efforts in designated areas of the State.

The President participated in an interview with editors of various ethnic news publications.

Representatives of the American Jewish Press Association and other Jewish newspapers interviewed the President.

The President and Mrs. Ford gave a dinner in honor of Miss Martha Graham, dancer, teacher, choreographer, and the founder of the Martha Graham Dance Company. Following the dinner, the President presented Miss Graham with the Presidential Medal of Freedom.

October 15

The President today declared an emergency for the State of Virginia because of the impact of a drought. The President's action will permit the use of Federal funds in relief and recovery efforts in designated areas of the State.

10-19-76 3:06 Press Office

Remarks not recorded.

per: Mary Burke



Carter will blunder again, as he did several times last month. However, the President isn't reduced to merely waiting for Democratic errors to occur. He is already taking advantage of his incumbency to woo various interest groups with promises and actions.

In recent days, Mr. Ford has:

-Imposed a quota on meat imports for calendar 1976, when such shipments exceed 1.28 billion pounds. Cattle raisers had urged such action and Mr. Carter had challenged Mr. Ford to do it. The Agriculture Department has estimated meat imports this year will exceed the quota figure by 17 million pounds.

-Disclosed to wheat farmers that he is "contemplating action" to raise the price of wheat by raising the government loan rate from the current \$1.50-a-bushel level.

-Promised Mexican-Americans he will veto a bill that, among other things, would tighten restrictions against aliens entering the U.S.

-And disclosed that the Ford administration is considering helping airlines by paring the federal tax on commercial airline tickets to 6% from 8% and allowing air carriers to use the extra revenue to buy planes that will meet noise-control standards going into effect in the next few years.

But such benefits of incumbency mightn't be enough to offset the Carter momentum as election day approaches.



Office of the Attorney General

Washington, D. C. 20530

November 23, 1976

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MEMORANDUM FOR THE PRESIDENT

ILLEGAL ALIENS

The Immigration and Naturalization Service estimates that there are six to eight million illegal aliens in the United States and that the net annual increase in their number is likely to exceed one million. As you may recall, by letter of September 13, 1976, I requested that you authorize an increase in the Department of Justice budget of a total of \$67 million for fiscal years 1977 and 1978 to permit full funding of the Immigration and Naturalization Service program to prevent illegal entry into the United States.

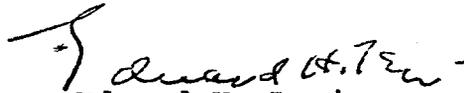
I would like to urge that as a strong new initiative you authorize this increase. The Commissioner of the Immigration and Naturalization Service believes that with these added resources his agency could prohibit the entry of 95 percent of the estimated 500,000 annual fraudulent entrants at international airports and Mexican border ports; apprehend within 100 miles of the Mexican border 85 percent of the estimated one million aliens entering without inspection; and reduce by 50 percent in two years the approximately 9,000 illegal alien smuggling rings which now exist. I believe this approach is the best hope for effective enforcement of the immigration laws.

As Chairman of the Domestic Council Committee on Illegal Aliens, I will soon be transmitting to you an extensive report which strongly supports this approach. The Committee has found that illegal immigration is significant and growing; actual immigration now bears little relationship to the program prescribed by law. The Committee believes that a policy of pursuing large-scale deportations would be neither humane nor practical. The Committee recommends that our national policy stress prevention of illegal entry. This is consistent with the strategy now being pursued. The Committee has concluded, however, that more resources are required for the Immigration and Naturalization Service and the Department of State if this effort is to be effective.

We are aware of the importance of restraining federal spending. The costs to the nation of illegal immigration,

however, are substantial and increasing; while shared by all, they are borne most heavily by the low-skilled workers, largely minorities and youth, with whom illegal aliens most effectively compete.

As I have indicated, I think this can be an important new initiative which you might wish to discuss.


Edward H. Levi
Attorney General



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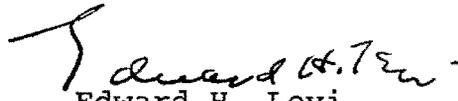
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