

J. A. Reyes Alert

(4)

see packet

and recent news article

Recent Articles indicate
~~that~~ that the survey will
begin in early spring March or April

Survey Of Illegal Aliens To Include San Diego

By CAROL KENDRICK

Staff Writer, The San Diego Union

Illegal aliens in San Diego and other large cities throughout the country may open their doors soon to a pollster asking questions about their arrival, existence and impact in the United States.

The U.S. Immigration and Naturalization Service announced this week it has contracted with a Washington, D.C., research firm, at a cost of \$750,000, for a comprehensive survey of illegal aliens residing in anonymity in American cities.

The survey, to be conducted in the 12 most populous states in February, will almost certainly include San Diego, according to INS officials.

AIM TOLD

The aim of the survey, according to officials here and in Washington, is to develop an accurate estimate of the illegal alien population in this country and to assess both the contributions they are making to the economy and the drain they may be making on social service facilities.

One San Diego area Chicano leader, contacted about the survey, agreed the survey could be of value if it is not used to harass illegal aliens.

Another area leader, however, said he is apprehensive about the potential for abuse of the survey and labeled it

an "attack on the Chicano community under cover of an investigation of illegal aliens."

FUNDS GRANTED

Verne Jervis, public information officer for INS in Washington, said the survey is the major project made possible by a \$1 million congressional appropriation earmarked for studies of the illegal alien problem in America.

"This will give us hard

data to present to Congress," he said, "statistically valid information that says, this is the size, the magnitude of the problem."

NEW APPROACH

James O'Keefe, district director of the INS office in San Diego, agreed with the need for better estimates than are now available.

"What's happened is that the best figures we've had have been 'guesstimates.' If

(Continued on B-4, Col. 5)

Contract Let For Study Of Illegal Aliens

WASHINGTON (UPI) — The Immigration and Naturalization Service says it has awarded a \$750,000 contract to a Mexican-American consulting firm to determine the social and economic impact of illegal aliens in this country.

J.A. Reyes Associates, Inc., of Washington will conduct house-to-house surveys in areas of 12 states where illegal aliens are known to be concentrated, the INS said. The job is expected to take a year.

The purpose is to determine more accurately than is now known how many illegal aliens there are and their social and economic impact, the INS said.

The survey teams will ask aliens — Europeans and Asian as well as Latin American — how they entered the country, how many children they have, their wages, the taxes they pay and the social and welfare services they receive.

INS said it will receive only the firm's statistical results, not its personal information about individual illegal aliens. All names and records of individual aliens will be destroyed, INS said.

S.D. U-102
11/11/96

Illegal Alien Survey Planned

(Continued from Page B-1)

you will," he said. "Now we're trying to approach it rationally, scientifically."

O'Keefe said those "guesstimates" set the illegal alien population in San Diego County at 90,000 and nationwide at between 6 and 8 million.

And Jervis said the independent statistics prepared by the research firm may help the agency's public image.

INS ACCUSED

"INS has long been accused of distributing inflated figures," he said. "Militants say it's not such a big problem, and it's difficult to impress the size of the problem on Congress, on the public and on the administration."

But INS officials and the researchers themselves agree conducting a census on illegal aliens will not be an easy task.

TWO PHASES

Louise Woerner, vice president of J.A. Reyes Associates in Washington and survey project director, said there may be a problem in getting an illegal alien to admit that status to a stranger knocking at the door.

The survey is planned in two phases, with a total of about 100,000 households to be checked.

First, INS planners and project researchers will select test cities from the 12 states to be involved: California, New York, Pennsylvania, Texas, Illinois, Ohio, Michigan, New Jersey, Florida, Massachusetts, Indiana and North Carolina.

AREAS PICKED

Phase one will involve making random surveys all over each city, which Woerner said is designed to test the widely held notion that illegal aliens tend to live in areas already occupied by members of their own ethnic group.

Then in phase two, researchers will concentrate on those neighborhoods

FIRST OF 3 FERRYBOATS TO LEAVE HERE FOR S.F.

The first of three 165-foot all-aluminum ferryboats to be used by commuters between Marin and San Francisco is scheduled to leave San Diego about 9 a.m. today for delivery.

"Hopefully we'll sail in under the Golden Gate Bridge about 10 a.m. Saturday," said George Soares, president of Campbell Industries, builder of the ships. The second of the ferryboats will be taken to San Francisco in two or three weeks and the third will be delivered next year, Soares said.

The ferryboats will operate between San Francisco and a new commuter terminal at Larkspur in Marin County.

The first ferryboat was originally scheduled to leave for San Francisco yesterday but installation of a new impeller in the propulsion system delayed the departure one day, Soares said.

The Golden Gate Bridge Highway and Transportation District, is buying the ferryboats and will operate them to relieve congestion on the bridge.

found to contain high numbers of illegal aliens.

The research firm is now in the process of contacting community groups and ethnic associations in major cities, trying to enlist them to help in the survey, which will begin in February.

The plan is to have members of the community, who would speak the language of the alien population and know many residents, conduct the actual questioning. Researchers hope that will help get answers to the very personal questions involved.

QUESTIONS SET

Pollsters will ask the people they contact if they are illegally living in this country, how they entered the U.S., if they hold jobs, how many are in their families, if they pay taxes, if they send their children to public schools, and what social service benefits they receive.

Jervis said the impact of illegal alien residence must be assessed not only for the impact on welfare agencies, but also on housing, public transportation, road use, development of ghettos and other effects on society.

For that same reason, a local Chicano leader said

yesterday the survey may not be such a bad idea.

David Martinez, director of the North County Centro de Informacion in San Marcos, said if the survey is not used to harass those of foreign ancestry, it could prove as useful to social service agencies that try to help illegal aliens as it would to governmental agencies trying to rid the country of illegal aliens.

"These are the questions we ask ourselves too," he said. "If the material is available when the survey is done, it also could be used for our purposes."

Martinez said the survey may show the contributions illegal aliens make to the national economy, citing a county study he said showed illegal aliens contribute \$122 million a year to San Diego County.

DOUBT HELD

But he doubted very many of those illegally residing here would volunteer the information.

"They won't find many," he said. "Many are living in ditches, in caves or in the fields."

However another Chicano leader took a less positive attitude towards the study.

Herman Baca, chairman of the Ad-Hoc Committee on Chicano Rights, called the survey "totally improper."

Baca questioned the constitutionality of forcing illegal aliens to incriminate themselves by answering the questions and criticized the project as "part of a propaganda campaign by a vested interest bureaucracy (the INS)."

Both INS and J.A. Reyes Associates have said that none of the raw information — names, addresses, occupations — will be made available to INS agents.

The research firm will prepare its report and INS will get the results, but none of the identities of those answering will be included, according to Woerner and Jervis.

GROUPS VARY

Jervis said different areas that are included in the survey have varied alien populations, including Mexican, Polish, Irish and Asian.

While Mexican aliens who have easy access to the U.S. border may be the most numerous, according to O'Keefe of the 6 million to 8 million aliens who enter this country from other countries on temporary visas, annually about 300,000 decide to overstay their welcomes, failing to return when their visas expire.

INTEREST TAKEN

O'Keefe said two studies he is familiar with lead him to take a strong interest in the outcome of this study, expected to be completed in about a year.

One, a joint INS-Internal Revenue Service study in Houston, found that over a three-month period, aliens who were arrested and questioned at the Houston district headquarters had evaded taxes totaling \$250,000.

The other, a study conducted over the past six months in San Diego in cooperation with the county Department of Welfare, has uncovered \$350,000 in welfare services going to illegal aliens, O'Keefe said.

So it expects to just ask **Gov't wants to know how illegals live**

Illegal aliens in the South Bay may soon find citizen researchers knocking on their doors asking questions about how they live in this country.

San Diego County is included — and it almost certainly will be — it will be part of a \$750,000 comprehensive survey of illegal aliens' impact on the country's 12 most populous states announced this week by the Immigration and Naturalization Service (INS).

THE PROPOSAL has drawn mixed reactions from county Chicano spokesman. National City's Herman Baca, president of the Ad Hoc Committee on Chicano Rights called the survey "totally improper," citing the constitutional question — ability of asking illegal aliens to incriminate themselves by answering questions.

But a North County Chicano spokesman said the survey could prove useful as long as it wasn't used to harass people of foreign ancestry. However, he added doubts that many people residing in the country illegally would volunteer information. Besides, "many are living in ditches, in caves or on the fields," he said.

The INS has contracted with a Washington,

D.C., research firm to conduct the two-phase survey beginning in February.

MADE POSSIBLE by a \$1 million congressional appropriation for alien impact studies, the survey is an attempt to gather accurate estimates of the illegal alien population and to assess their contributions and drains to the economy.

Previous statistics — admittedly INS "guesstimates" — put the county alien population at 90,000 and between 6-8 million nationwide.

The survey, INS officials hope, may also help the agency's image.

The INS, a spokesman said, is often accused of using inflated figures. But both officials and researchers agree the survey will be no easy task.

The survey is planned in two phases, with about 100,000 households in 12 states to be checked. First, researchers will pick cities in the survey states: California, New York, Pennsylvania, Texas, Illinois, Ohio, Michigan, New Jersey, Florida, Massachusetts, Indiana and North Carolina.

PHASE ONE will involve random surveys in all

areas of each city to test the widely-held belief that illegal aliens tend to live in areas already occupied by their ethnic group.

In phase two, researchers will concentrate on neighborhoods that show a high number of illegal aliens.

The research firm, J.A. Reyes Associates, hopes to recruit community residents and organization who speak the language of the aliens to conduct the questioning.

Questions will include how long the aliens have lived in the country, how they entered, job status, number in the family and whether they send their children to public school, pay taxes and receive social services.

The data will be considered not just for impact on social services, but on housing, public transportation, road use, development of ghettos and other social effects.

Both the INS and the research firm said none of the survey's raw data — names, addresses, occupations — will be made available to the INS.

Spokesmen added the survey will include a variety of alien populations, including Mexican, Polish, Irish and Asian.

STARNEWS
11/14/76

Knoepp Offers Plan To Curb Illegal Aliens

Many Californians will have to pay a price for stemming the tide of illegal aliens, says U.S. Atty. Terry Knoepp.

While advocating tough curbs on the smuggling of illegal aliens, Knoepp complained to the Women's Republican League of La Jolla that many persons display an "ambivalent attitude" toward the problem because of fears it would cut a cheap labor supply.

"We must pay some price," Knoepp said in suggesting ways to curb the flow of illegal aliens. "There may be some adverse effects and costs. The cost of produce might well go up because labor cost to the farmer goes up... And it may get more difficult to get that domestic help, your gardeners."

WELFARE ADVISER

Knoepp and Frederick Schnaubelt, a member of the county's Public Welfare Advisory Committee, addressed the club Thursday at the La Jolla Beach and Tennis Club.

Schnaubelt said county rules make it easy for an illegal alien to collect welfare and benefits, and protested a Welfare Department ruling which he said removes just about all methods of verifying if a person is eligible for county aid.

Knoepp, a Republican appointee who is expecting to lose his job under President-elect Jimmy Carter, said his office is swamped with the illegal alien problem and that his prosecution success rate is so low it cannot amount to much of a deterrent.

COST ESTIMATE

Knoepp said illegal aliens cost the state an estimated \$50 million annually and predicted the situation will get worse because of Mexico's booming population and high unemployment rate.

Anglo-Americans must be sensitive to Mexican-American fears that cracking down on illegal aliens is a reminder of second-class citizenship, according to Knoepp. But it must also be illustrated to the Mexican-

Ruling Awaited On Alien Voter

Santiago V. Andrade, 22, who cast an illegal vote for President-elect Jimmy Carter on Nov. 2, remained one vote away from freedom yesterday — that vote belonging to the Immigration and Naturalization Service.

Orange County prosecutors declined prosecution of the illegal alien for alleged state elections code violations because of what they called "evidence problems." San Diego prosecutors earlier had declined prosecution on grounds that the alleged violations had occurred in Orange County.

Andrade remained in county jail with orders that he be held for immigration officials.

Immigration officials said they had not been advised of Andrade's plight but probably would take some action today, probably voluntary deportation.

Andrade was arrested Sunday at the border station in possession of a voter registration card. He told police officers that he was unaware that he was ineligible to vote and had voted for Carter.

Andrade told authorities he was a resident of Mexico who has resided in Santa Ana, working as a janitor in a department store.

POST OFFICE OPENS BRANCH

The post office will open a branch office in Mira Mesa on tomorrow, bringing the number of post offices in the city to 23.

The new branch is located at 9051 Mira Mesa Blvd. Its box service lobby will be open around the clock, while retail service will be provided from 8:30 a.m. to 5 p.m. weekdays.

George Schicker will be manager.

American community that the illegal alien often winds up taking jobs from their midst, Knoepp contended.

It is a myth that illegal aliens only perform work that American citizens will not undertake, according to Knoepp.

INDUSTRY, SERVICES

"The kind of jobs taken by illegal aliens are in light industry, medium industry and in the service areas," Knoepp said. Knoepp said he strongly opposes a national identification card program to counter the illegal alien problem but that he would support tightening regulations to prevent such aliens from obtaining Social Security cards.

The U.S. Border Patrol in this area, which captures 15,000 to 30,000 illegal aliens monthly, must also be given additional personnel, Knoepp said.

UNION
11/14/77



AD HOC COMMITTEE

ON

CHICANO RIGHTS

1837 Highland Ave.

Nat'l City, Cal. 92050

(714) 477-3620

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December 2, 1976

FOR IMMEDIATE PRESS RELEASE

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A Local, State and Nationwide educational and informational campaign has been launched by the Ad Hoc Committee On Chicano Rights to stop the Immigration and Naturalization Service door to door survey. The survey will be done by the consultant firm J.A. REYES & ASSOCIATES from Washington D.C. The campaign effort will be directed at:

- (1) Mexican, Canadian, Italian, Pilipino, Jamacian, Columbian, Irish, and Dutch community, in the states of CALIFORNIA, TEXAS, NEW YORK, NEW JERSEY, ILLINOIS, OHIO, PENNSYLVANIA, MICHIGAN, FLORIDA, MASSACHUSETTES, INDIANA AND NORTH CAROLINA.
- (2) Civil libertarian groups.
- (3) Farmworker organizations.
- (4) Women's groups.
- (5) Social service agencies and Community organizations.

The above mentioned groups and organizations will be requested to (a) disseminate survey information (see enclosed packet) to there respective communities (b) endorse the Ad Hoc Committee's effort to stop the survey (c) not to participate as interviewers (d) apply political pressure and (e) initiate legal action.

Reasons outlined by the Ad Hoc Committee for stopping the INS survey are:

- (1) waste of money.
- (2) questions of the survey's reliability, appropriateness and validity.
- (3) the survey smacks of Nazi tactics and is uncalled for in a democratic society.
- (4) Civil and Constitutional questions raised by the survey (5th and 14th amendment).

For complete information of the survey please see enclosed packet or call the Ad Hoc Committee at 474-8195, National City, Ca 92050 (714).

MEMBER ORGANIZATIONS

C.A.S.A. Justicia-Chicano Federation-G.I. Forum-Hermandad Igualdad de Derechos-M.A.A.C.-M.A.P.A.

Mecha-Padre Hidalgo Center-Servicios de Immigracion-S.S.P.A.-Trabajadores de La Raza-U.C.M.A.A.



AD HOC COMMITTEE

ON



CHICANO RIGHTS

1837 Highland Ave. National City, CA 92050 (714)474-8195

November 22, 1976

Dear Friend,

Enclosed is a packet of information which is being mailed to various local, state and national groups alerting them of an Immigration and Naturalization Service door to door survey.

The Immigration and Naturalization Service's survey which is being done by a consultant firm called REYES & Associates in our opinion establishes a "dangerous precedent" and poses a massive threat to the Civil and Constitutional rights of all persons in this democratic society. It is our hope that this packet will provide you with the information needed to inform your organization of the danger posed to our respective communities

If you are in need of further information, please feel free to call me at (714) 474-8195.

Respectively Yours,

Herman Baca
Herman Baca, Chairman

cc: Newsmedia
Political Representatives
Political & Social Organizations

So it expects to just ask

Gov't wants to know how illegals live

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areas of each city to test the widely-held belief that illegal aliens tend to live in areas already occupied by their ethnic group.

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STARNEWS
11/14/76

URGENT!

URGENT!

URGENT!

NOVEMBER 22, 1976

MEMORANDUM

To: All groups, organizations and individuals concerned with Civil and Constitutional Rights.
From: AD HOC COMMITTEE ON CHICANO RIGHTS, SAN DIEGO, CALIFORNIA

Re: Proposed Immigration and Naturalization Service door to door survey.

The Immigration and Naturalization Service has announced a door to door survey under the cover of determining how many so called "Illegal Aliens" reside in the United States.

The Survey will be conducted in the following states: CALIFORNIA, TEXAS, NEW YORK, NEW JERSEY, ILLINOIS, OHIO, PENNSYLVANIA, MICHIGAN, FLORIDA, MASSACHUSETTES, INDIANA, and NORTH CAROLINA and will affect the following communities; MEXICAN, CANADIAN, ITALIAN, PILIPINO, JAMACIAN, COLUMBIAN, IRISH and DUTCH.

According to the Immigration and Naturalization Service proposal, J. A. REYES & ASSOCIATES has been contracted to conduct the interviews with the aid of local organizations in their respective communities. These include church related agencies such as the Catholic Migration Service, Poverty and Model Cities Programs such as One Stop Immigration, community based organizations and womens groups.

OUR POSITION

.....is admantly opposed to the Immigration and Naturalization Service door to door survey for the following reasons:

- (1) The survey is in our opinion a misappropriation of public funds by Congress and a rip-off of the taxpayers monies by a self serving vested interest beauracracy(the Immigration and Naturalization Service) which is attempting to justify and inlarge its law enforcement budget.
- (2) The survey will not accomplish the objective of identifying the number of so called "Illegal Aliens" and there impact on social services. Experts in the field of Immigration have stated this and have raised serious questions about the survey's reliability, appropriateness and validity due to its unscientific methodology.
- (3) The survey smacks of Nazi tactics and is uncalled for in a democratic society. The survey appears to be a scheme by the Immigration and Naturalization Service to turn neighbor against neighbor,brother against brother and friend against friend.

- (4) Civil laws such as the Privacy Act and Constitutional rights such as the right to be free from self-incrimination (the 5th Amendment) and Equal protection under the law and due process (the 14th Amendment) will be in danger of violation.

WHAT CAN BE DONE?

.....If you agree that the Immigration and Naturalizations survey is dangerous to a democratic society and is a threat to everyone's Civil and Constitutional rights, we urge you to please communicate to your respective communities the following:

- (1) that individuals have a right not to cooperate with the interviewers.
- (2) urge community organizations and social agencies not to participate by becoming interviewers for the Immigration and Naturalization Service thru J.A. REYES & ASSOCIATES.
- (3) refer this information to community members and other members of the community whom you feel should be informed of this survey.
- (4) send letters to President elect Jimmy Carter and your Congressman requesting immediate cessation of the Immigration and Naturalization Service J. A. REYES & ASSOCIATES survey.
- (5) initiate legal action when ever necessary.

For further information regarding the above actions and survey, please contact the Ad Hoc Committee On Chicano Rights, 1837 Highland Ave., National City, Ca 92050 or call (714) 474-8195.

WE WANT TO HELP

- Please provide us with packets of information so that we can inform our communities.

Enclose is our organization endorsement to stop the I. N.S. REYES & ASSOCIATES survey.

Enclose is my donation of \$ _____ to help defray cost.

SEND ALL REPLIES TO:

1837 Highland Ave.
National City, CA 92050
(714)474-8195

~~Teresita~~
298-2408-^X5 -H
298 - 8697 - H
275-2531 - mother
560-3655- office
PROPOSAL OUTLINE

DATA AND MATERIALS ACQUISITION PROJECT ON
THE STATUS OF ILLEGAL ALIENS

Meeting :

Thursday : Nov. 18

7:00pm.

1600 Pacific Hwy
Rm 358 (South Board Chambers)

Community Action Partnership
County of San Diego
233 "A" Street, Suite 400
San Diego, California 92101

Study + review

DATA AND MATERIALS ACQUISITION
PROJECT ON THE STATUS
OF ILLEGAL ALIENS

I. INTRODUCTION

Unreliable and deficient data on illegal aliens is a major concern of government officials, agencies and community groups.* In an effort to address the national crisis created by the presence of illegal aliens entering and residing in the United States, much data being delivered on illegal aliens is predicated on estimates and assumption which need to be examined to not only determine its validity, but to also determine the extent of negative or positive influences illegal aliens are said to exert on public and private attitudes. Material on illegal aliens, whether accurate or based on estimates, nonetheless exists and is available, however, its use is minimized and even negated by the fact that few persons know of its existence, availability or accessibility. This condition prevails because the information is either isolated geographically, its existence is unknown or its use is complicated by its technical structure.

Also, a major concern of government agencies and minority-based organizations is their inability to understand and interpret immigration law, and also their inability to comprehend the implications of pending and proposed new legislation on immigration and the illegal alien issue. Research indicates that few persons are aware of legislative measures introduced daily by elected officials, let alone understanding the ramifications of such proposed legislation.

In order to make available to all concerned the existing data and information on illegal aliens residing in this country, the Community Services Administration (CSA) wishes to develop, in cooperation with its Community Action Program (CAP) affiliates, a program designed to gather, analyze and compile all existing data (i.e., government reports, research studies by colleges and universities, consultant studies and reports, judicial hearing records, etc., etc.), on illegal aliens. The CSA desires to also establish a center to maintain the data on immigration law and legislation current, and the center is to have the capability to continuously apprise interested groups and persons of pending litigation or legislation.

In this regard, the San Diego CAP having considerable technical expertise in the area of illegal alien research studies, has been designated by the CSA to coordinate the development of the research design for implementation of a special research project to identify resource data banks on illegal aliens, and to gather and compile the data into a comprehensive format to be made available by CSA for usage by government agencies and the general public. Furthermore, the San

*William H. Luers, Deputy Secretary of States, "U.S. Aids' View: Easing of Alien Problem Sought," San Diego Union, June 23, 1976, p. A-5

Diego CAP is to also develop the implementation design of a center for the maintenance and dissemination of data on legislation and litigation effecting aliens and their communities.

II. BACKGROUND

The news media invariably carries alarming stories about the illegal alien and the economic burden that is exerted on the local taxpayer by taking advantage of services that exist exclusively for local residents. Politicians also belabor the dilemma of the illegal aliens because the issue is so politically expedient and receives timely news media coverage; social ramifications to ethnically and racially different minority communities notwithstanding. In this regard, numerous members of the Chicano community met on July 15, 1976, with CSA administrators in Los Angeles to express their concern on the growing pressures on Latino communities as a result of the illegal alien dilemma, and to express a need for accurate and accessible data and information on illegal aliens. The need for such data was confirmed at this meeting, and on August 5, 1976, a meeting between the same parties was held in San Diego and it was decided that the issue of needed illegal alien data did in fact warrant specific action through the means of a planned project.

As a result of the August 5, 1976 meeting, the San Diego CAP has prepared a synopsis of the proposed research plan to gather, analyze, and compile existing data on illegal aliens, and also for the creation of a center that will maintain and disseminate information on immigration law and aliens for the purpose of impacting legislation on immigration. This synopsis was presented on September 3, 1976, to a "work unit" established by the CSA, and the synopsis is to serve as a base for the development of a formal grant proposal to CSA Region IX.

The participation of the San Diego CAP in the development of the proposed project does not preclude the participation of other public or private agencies either in the initial development of the proposal or the actual implementation of the funded program.

Another reason for considering the San Diego CAP as possible administrator of CSA funds if the project is granted, is because of San Diego's position to the Mexican border. In this regard, San Diego's 70 mile border front to Mexico is the entry point for thousands of illegal aliens, and is used as a corridor and traffic lane for illegal aliens wanting to work in San Diego or merely pass through to northern cities and eastern towns. Border Patrol officials indicate that even though San Diego comprises but 3.3 percent of the border front to Mexico, San Diego County accounts for 40 percent of the total apprehensions of illegal aliens along the entire Southwest border, and additionally, San Diego accounts for 25 percent of all apprehensions in the entire nation.

III. STATEMENT OF THE PROBLEM

Rising unemployment in the nation, taxpayers' revolt against the rising cost of social services to public consumers, and the American dilemma

of diminishing energy and natural resources has focused great attention on the issue of an increasing illegal alien population in the United States.

Currently, the country is greatly concerned about unemployed local residents said to be displaced by illegal alien workers, labor unions are decrying the aspects that illegal aliens depress wages and retard unionism, citizens are objecting to illegal aliens using public service programs, and especially to their receiving high cost health care services at taxpayers' expense. Conversely, some individuals and some communities maintain that the illegal alien population is a positive factor in the economic mainstream of this country. Affected minority communities, especially Chicanos, state that unreliable data on illegal aliens is being used as a postulate to justify the enforcement of immigration procedures that infringe on the civil rights of only specific people because of their cultural background. Admitting that illegal aliens do cause an impact on this country as a result of their presence, affected minority communities, however, question the actual magnitude of the negative impact attributed to the illegal alien dilemma, and they contend that the impact is relative and is a matter of degree. These communities, therefore, not only feel frustrated in their inability to take a position on their own behalf, but they are also in no position to make appropriate recommendations leading to possible solutions.

Without the availability of appropriate data and the benefit of a comprehensive socioeconomic profile on illegal aliens, public and private entities continue to guess at the impact caused by illegal aliens, and therefore, measures to address the problem have been ineffective. What data exists on illegal aliens has not been collated to serve as a legislative and management tool for decision making and planning. Accordingly, comprehensive demographic data on illegal aliens is acutely needed as a vital management tool for use by government and community based groups in planning viable solutions by impacting legislation on immigration.

To date, the INS continues with attempts to determine an accurate count of the illegal alien population entering and residing in the United States. Efforts to accomplish this have resulted in unqualified estimates ranging from four million to twelve million illegal aliens. This situation has not only weakened the INS's ability to effectively address the illegal alien issue, but the uncoordinated resource data banks and information may continue to retard legislative measures that could possibly reconcile the illegal alien dilemma.

IV. SCOPE AND OBJECTIVES OF THE WORK TO BE ACCOMPLISHED

The San Diego Community Action Program (CAP) will develop and implement for the U.S. Community Services Admin. (CSA), according to contract, a project that will gather existing data on illegal aliens on a regional level (CSA Region IX). The San Diego CAP will compile and collate the data into a comprehensive format and maintain it in a centralized location, and will make the data available for dissemination to

government agencies and community based organizations. The CAP will also establish and maintain a legal and legislative data center on the status of aliens that will provide current legislative and litigation analysis on proposed and pending legislation relative to immigration law. The CAP will provide a Work Plan to the CSA of the method to be used in gathering, analyzing, and compiling the research data into a comprehensive format; the Work Plan will also include the design for containing the data in a centralized location and for accomplishing the dissemination of the data.

Scope

- A. Implement a program that will identify existing resource data banks that contain legislative legal and socioeconomic information on illegal aliens in this country. The task will be accomplished on a regional level (CSA Region IX).
- B. Establish and maintain a center that will contain information on current immigration law and pending legislation on aliens. The program will have the ability to inform interested and affected parties of proposed legislation and its ramifications.
- C. Existing data will be gathered at a centralized location. The system includes a process for reviewing the state of the art in data collection and its usage within the framework of improved community development.
- D. Provide a Work Plan that will outline the method to be used in gathering, analyzing, and compiling the data into a comprehensive format.

Objectives

- A. Improved reliability of existing data on illegal aliens entering and residing in this country.
- B. Establishment of a high level resource bank of information on illegal aliens in the border regions of the Southwest especially as it pertains to CSA Region IX.
- C. Establishment of a law and legislative center on the legal status of aliens that will provide ongoing legislative and litigation analysis on current and pending laws to government agencies and community groups.
- D. Improved credibility of the data and information on illegal aliens.
- E. Greater accessibility to materials on illegal aliens due to centralization of data banks.

- F. Existance of a computer based retrieval system, and also printed reference guides and video cassette documentation for use by multi-level audiences.
- G. Greater understanding of the illegal alien issue, and its actual magnitude, and an
- H. Improved methodology for solution planning by means of impacting legislation on immigration law.

V. METHODS OF PROCEDURE

This section will include the outline of the procedures to be employed in developing and implementing the program system for identifying, gathering, analyzing, compiling existing socioeconomic data and information on illegal aliens, and the establishment and maintenance of a legal and legislative center on the status of aliens.

A. Identification of Existing Data and Information Sources on Legal and Illegal Aliens

1. Research (e.g., library, educational institutions, government agencies, private sector).
2. Interviews (personal, correspondence, telephone).
3. Consulting.

a. National Center for the Study of Aliens' Rights (NCSAR)-- University of San Diego School of Law

NCSAR will assist in the identification of approximately 300 agencies throughout the United States concerned with immigration law as it relates to the issue of illegal aliens.

b. International Institute for Urban and Human Development (IIUHD), San Diego, California.

IIUHD will assist the CAP in the identification of key national and international individuals and organizations activily involved in publishing materials relative to the illegal alien dilemma.

B. Data Collection and Analysis

1. The data collection procedure to be used will involve a comprehensive search of bank data from the 300 community

sources of information identified by NCSAR*, as well as government agency files and library holdings identified by the CAP. In addition, the task force approach to data collection, analysis, and validation through the use of the KEEPRAHT system of classifying community data and the related matrix analysis for determining interrelationships will be employed. This method (KEEPRAHT) of identifying, verifying, and analyzing data has been successfully used by the International Institute for Urban and Human Development (IIUHD) in the conduct of its HEW sponsored binational community research project on community environmental management from 1971-1975**.

The data acquisition and maintenance project on the status of illegal aliens will be conducted as a regional effort (CSA Region IX), with binational participation from Mexico. A binational aspect must be considered in this project since existing data in Mexico involving migration patterns and illegal aliens that enter the U.S. will contribute toward a more complete and realistic picture on the issue of illegal aliens residing in the U.S. In this regard, three data resources have already been identified in Mexico, and they are most anxious to cooperate in the implementation of the proposed project.

2. The CAP, NCSAR, and IIUHD will work closely with the Community Analysis Bureau, City of Los Angeles (CABCLA), during the compilation of the research data in order to establish a computerized system of data storage maintenance and retrieval. CABCLA has extensive experience in matching computer capabilities to storing and retrieving data.
3. Data identification collection, analysis, and maintenance of socioeconomic and demographic materials on illegal aliens will be accomplished by the San Diego CAP, while data identification, collection, analysis, and maintenance of legal and legislative materials on immigration and illegal aliens will be performed by NCSAR.

*National Center for the Study of Aliens' Rights, "Impact Aliens' Rights Project," University of San Diego School of Law, 1976.

**Thomas A. Mac Calla, "Community Environmental Management: A Community Education Proto-Type," International Institute for Urban and Human Development, San Diego, California, 1976.

VI. PROJECT MANAGEMENT PLAN

This management plan for the project will include a project coordinating council involving selected representatives from the participating agencies, and institutions or groups engaged in the research project.

The San Diego CAP's function in the project will be one of leadership, management, and administration since the CAP has considerable experience in the area of research relative to the area of illegal aliens and immigration. At present, the San Diego CAP has the technical expertise of having completed the first research study on illegal aliens performed by a municipal government in the U.S. The report produced is entitled, "A Study of the Impact of Illegal Aliens on the County of San Diego on Specific Socioeconomic Areas." This report is currently being revised to include other areas of study not previously contained in the text.

The CAP will utilize subcontract and consulting services in the accomplishment of the project. The CAP has identified three organizations with the capabilities to support the CAP in completing the project, and the CAP anticipates the involvement of the three following organizations in the accomplishment of the project:

- National Center for the Study of Aliens' Rights (NCSAR), San Diego, California.
- International Institute for Urban and Human Development (IIUHD), San Diego, California.
- Community Analysis Bureau, City of Los Angeles (CABCLA), California.

The noting of the above does not preclude the participation of other public or private organizations in either the development or implementation of the project.

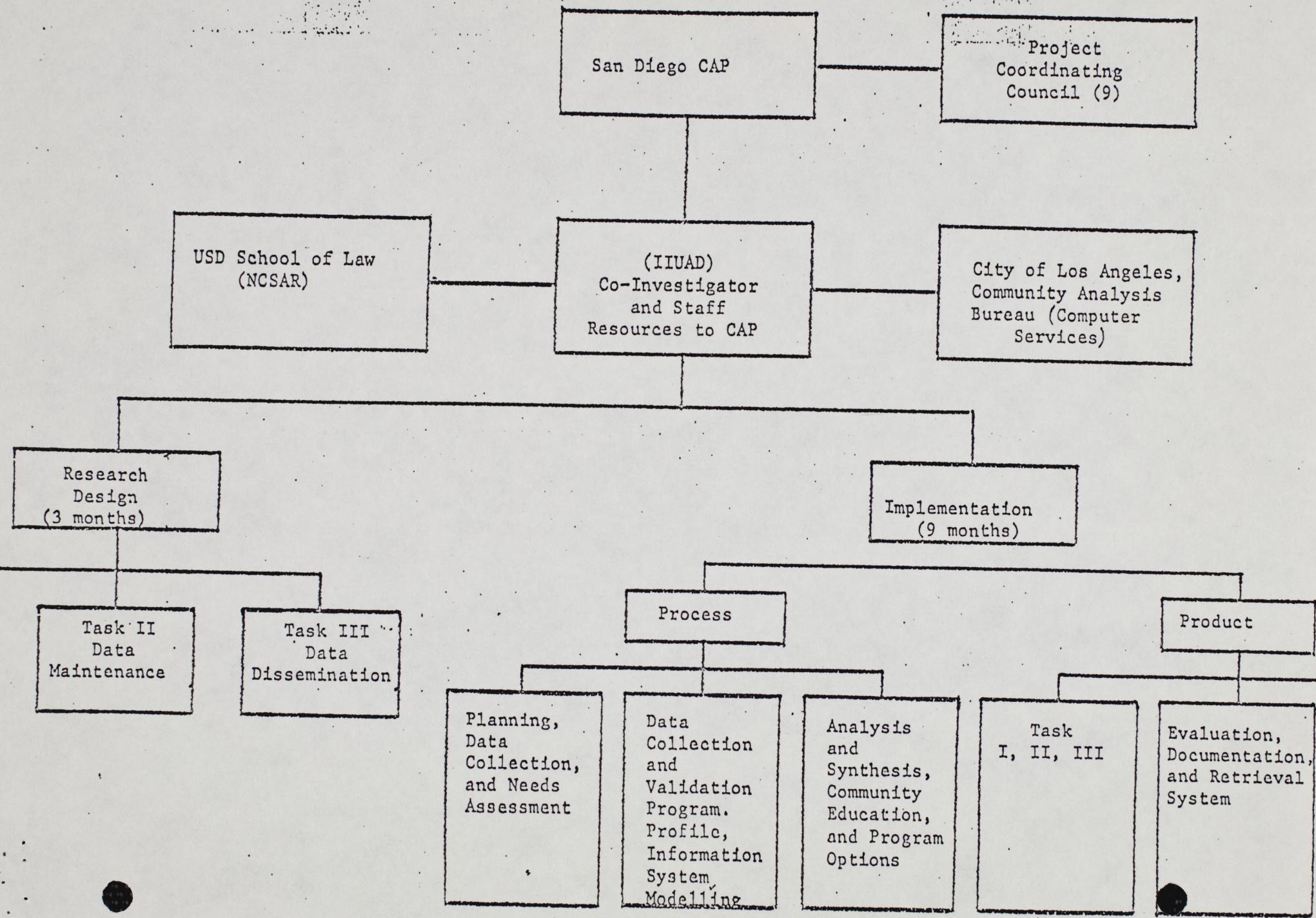
The management plan has been designed to provide effective and efficient utilization of staff and other resources required to accomplish the goals and objectives of the project. The following is a list of factors considered in the development of the management plan:

- The volume of data to be collected and the need for the most efficient means of managing these data.
- The size of the territory to be covered by the project (CSA Region IX California, Arizona, Nevada, Hawaii, Guam, and the Virgin Islands), and the complexity of conducting field research in such numerous locations.
- The need for stringent quality control measures.

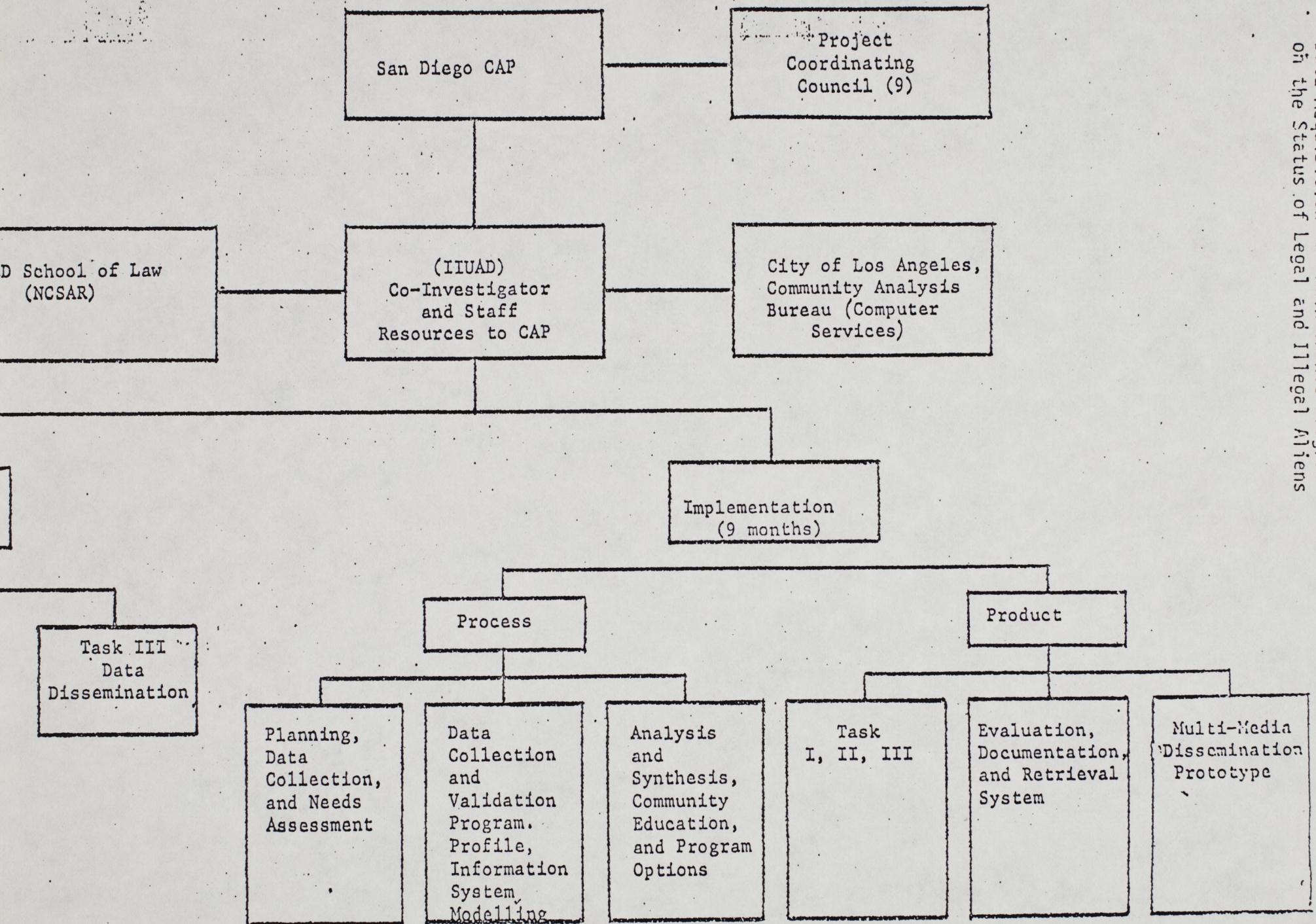
- The need to secure and maintain the cooperation of citizen groups, organizations, and agencies involved in the study.
- The emotional and political sensitivity of the issue on illegal aliens.
- The complexities of analyzing and validating the secured data.
- The wide field of socioeconomic areas to be covered by the project (e.g., immigration law, health care, education, law enforcement, exploiting, and community concerns).
- The need to assemble a bilingual-binational group of individuals who are keenly aware of the issues related to the status of illegal aliens in CSA Region IX and throughout the U.S.

Attached is a chart that indicates in more detail the management plan for the project and the organizational structure to be used in accomplishing the program by CAP for CSA. (See ATTACHMENT A).

ORGANIZATIONAL STRUCTURE AND PRIMARY RESPONSIBILITY AREAS

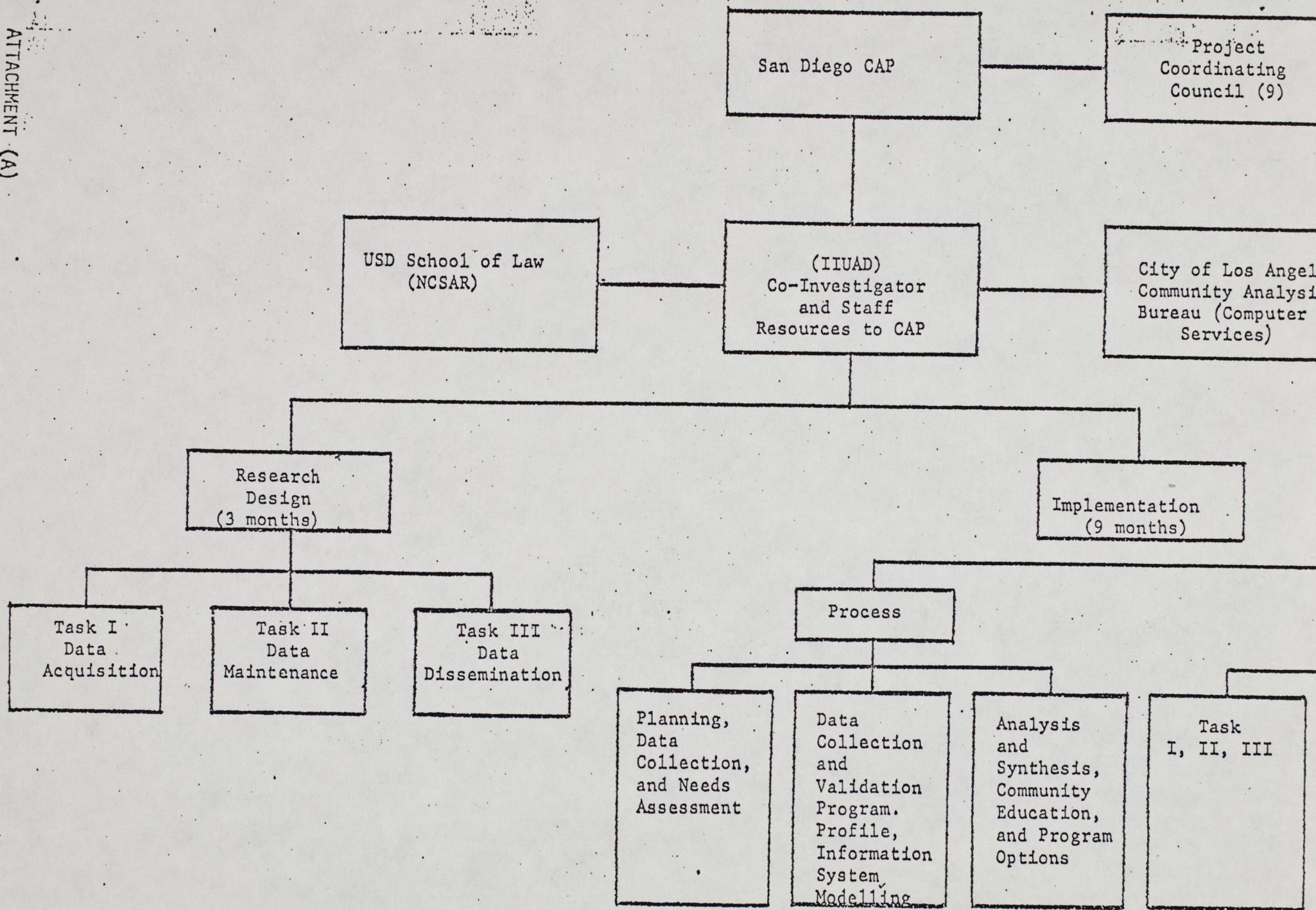


ORGANIZATIONAL STRUCTURE AND PRIMARY RESPONSIBILITY AREAS



ORGANIZATIONAL STRUCTURE AND PRIMARY RESPONSIBILITY AREAS

ATTACHMENT (A)



*Herman
Baca*

CHAPTER IV. STOCK OF ILLEGALS: RESIDENTIAL SURVEY*

Objectives

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

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

Scope of Work: Phase I

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

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

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

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

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

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

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

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

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

All Other Nationalities 906

GRAND TOTAL 4,128

Selected Nationalities/
Grand Total 78.1%

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

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

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

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

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

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

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

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

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

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

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

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

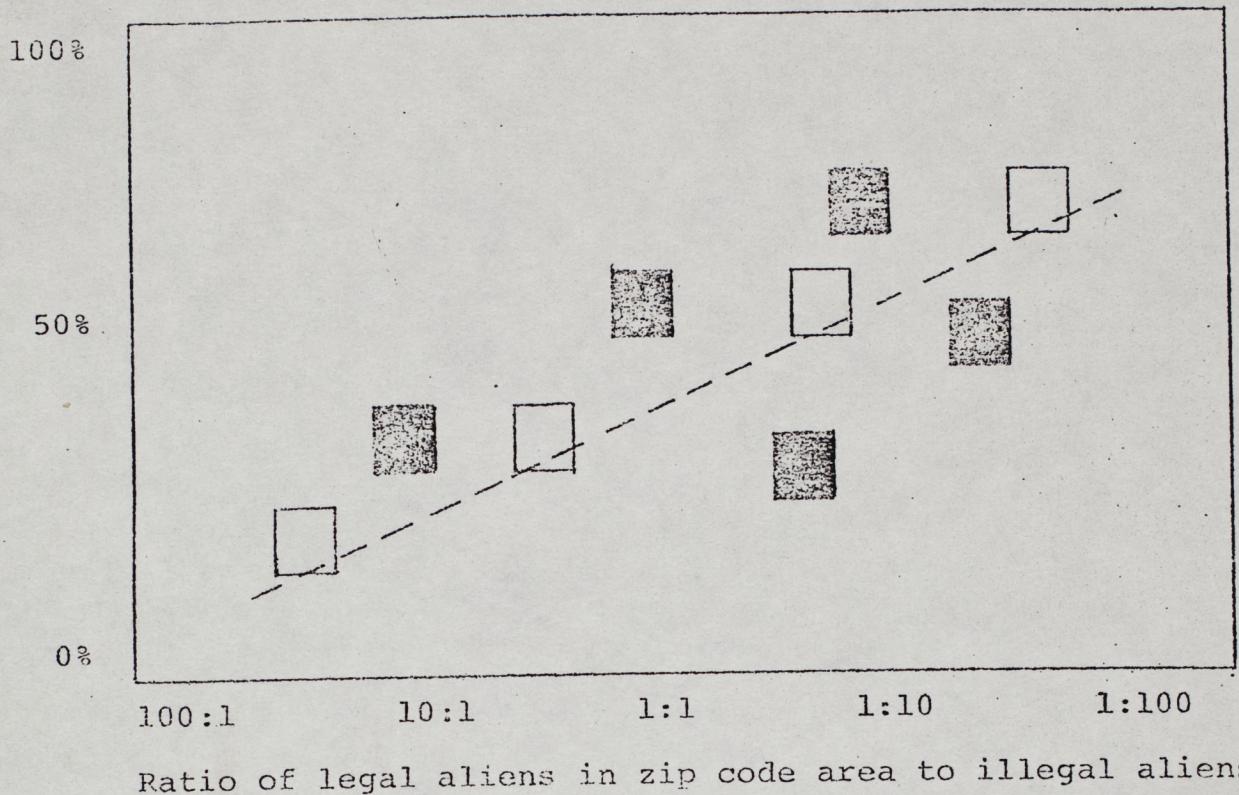
The step-by-step methodology to be used follows:

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

Chart 2

Conceptual Framework for Residential Survey

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



Ratio of legal aliens in zip code area to illegal aliens

= Zip Code Areas Surveyed (Actual)

= Zip Code Areas Not Surveyed (Projected)

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Particular attention will be paid to rental differentials, if any, between legal and illegal aliens.

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

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

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

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

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

1500 migratory farmworkers

500 live-in domestics

1000 Mexican illegals (through an alternative residential survey method)

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Responsibilities

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

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

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

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

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

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

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

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

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

Expected Results and Products: Phase I

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

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

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

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

Scope of Work. Phase II

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

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

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

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

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

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

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



COUNTY OF SAN DIEGO

HUMAN RESOURCES AGENCY • DEPT. OF SPECIAL MANPOWER SERVICES
1600 PACIFIC HIGHWAY, SAN DIEGO, CALIFORNIA 92101 • (714) 236-2886

COMMUNITY AFFAIRS OFFICER
VIC VILLALPANDO

March 18, 1976

Mr. Robert Andersen, Director
Office of Planning & Evaluation
Immigration & Naturalization Service
425 "I" Street, NW
Washington, D. C.

Dear Mr. Andersen:

On March 8, 1976, I forwarded a letter to Edward Jon Guss, Associate Deputy Commissioner for Planning and Evaluation, to inform your office that we were accomplishing an evaluation and critique of your proposed Linton/INS Residential Survey, relative to the enumerating of legal and illegal aliens. In reference to the letter, I recommended that INS cease any further work on the implementation of the Residential Survey until you had had an opportunity to analyze the merits of our critique on the INS Proposal.

In this regard, enclosed is the critique prepared by the San Diego County Research Task Force on Illegal Aliens. The critique represents an analysis of your proposed Residential Survey, and our contentions are based on the experience we have gained during the accomplishment of a research study to determine the socioeconomic impact of illegal aliens on the County of San Diego, on our knowledge of research methodology, and the reaction of the community to the proposed Residential Survey.

It is a pleasure for the County of San Diego to cooperate and assist the U.S. Immigration and Naturalization Service to develop meaningful and viable approaches to address the illegal alien issue as it affects the United States. Please call me if you have any questions.

Respectfully yours,

A handwritten signature in cursive script that reads "Vic Villalpando".

VIC VILLALPANDO
Community Affairs Officer

VV:lsv

Enclosure

cc: Ruben Dominguez
Leonard Chapman

AN EVALUATION AND CRITIQUE OF THE
LINTON/INS RESIDENTIAL SURVEY
ON ILLEGAL ALIENS

DR. Manuel Vic Villalpando
Project Director

Spike Steendam
Staff Assistant on Critique

TABLE OF CONTENTS

	<u>Page</u>
I. INTRODUCTION	1
II. STATEMENT OF THE PROBLEM	1
III. PRESENT EFFORTS TO ACCOUNT FOR THE ILLEGAL POPULATION IN THE U. S.	2
IV. THE PROPOSED LINTON "RESIDENTIAL SURVEY" DESIGN . . .	2
A. Scope of Work	3
B. Expected Results	3
V. CRITIQUE OF THE PROPOSED LINTON/INS "RESIDENTIAL SURVEY"	4
A. The Methodology of the Residential Survey Design is Inappropriate	4
B. The Illegal Alien is an "Invisible Population" . .	7
C. San Diego Community Reaction to the Proposed Linton/INS Residential Survey	9
VI. CONCLUSIONS	10
VII. RECOMMENDATIONS	11
 APPENDIX	12
Instrument Used By Linton and Co., Inc. In Washington, D. C. To Survey Legal and Illegal Aliens	
Letters from the Community	

A CRITIQUE BY THE COUNTY OF SAN DIEGO OF THE
PRESENT LINTON/INS RESEARCH STUDY DESIGN TO
DETERMINE THE ILLEGAL ALIEN POPULATION
RESIDING IN THE UNITED STATES

I. INTRODUCTION

In an effort to address the national crisis created by the presence of illegal aliens residing in this country, and the lack of accurate information on the number of illegal aliens, the Department of Justice has developed in cooperation with a consultant, a research study design to determine a formula that will allow the Immigration and Naturalization Service (INS) to estimate, with relative accuracy, the number of illegal aliens residing in the United States. In this regard, the Human Resources Agency, County of San Diego, having considerable technical expertise in the area of illegal alien issues, has evaluated and analyzed the methodology, and prepared a critique of the proposed Linton/INS research design.

II. STATEMENT OF THE PROBLEM

Rising unemployment in the nation, taxpayers' revolt against the rising cost of social services to public consumers, and the American dilemma of diminishing energy and natural resources has focused renewed attention on the issue of an increasing illegal alien population in the United States. Consequently, these issues have provided the American public a point of focus and awareness of the issue and its impact.

For example, the country is greatly concerned about unemployed local residents displaced by illegal alien workers, labor unions are decrying the aspects that illegal aliens depress wages and retard unionism, citizens are objecting to illegal aliens using public service programs, and especially to their receiving high-cost health care services at taxpayers' expense.

Another major issue, with no apparent solutions in sight, has been the almost total neglect by Federal, State, and local Government Agencies to effectively deal with the illegal alien problem either separately or collectively. This failure to recognize the seriousness of the situation and to comprehend the magnitude of the illegal alien problem has seriously hindered policy making, and has hampered the development of calculated procedures to cope with, and to address the illegal alien problem.

This dilemma is mostly attributed to a lack of reliable and useful data on the scope and the impact of illegal aliens on the American society. What little data exists on illegal aliens has not been collated to serve as a management tool for decision making and planning. Accordingly, comprehensive demographic data on illegal aliens is acutely needed as a vital management tool for use by government agencies in planning viable solutions to very complex problems.

To date, the INS continues with attempts to determine an accurate count of the illegal aliens population entering and residing in the United States. Efforts to accomplish this have resulted in unqualified estimations ranging from four million to twelve million illegal aliens. This situation has weakened the INS's ability to effectively address the problem about the acuteness of the illegal alien dilemma and of its effect on the American public.

III. PRESENT INS EFFORTS TO ACCOUNT FOR THE ILLEGAL ALIEN POPULATION IN THE U. S.

In an effort by the INS to develop a system that will more accurately approximate the illegal alien population in this country, the Department of Justice contracted with several consultant firms to develop a rationale for a preliminary design of a multi-phase study to determine the magnitude, distribution, flow, characteristics, and the impact of illegal aliens in the U. S. Subsequently, the INS has accepted the proposal by the Linton and Company consulting firm, and indications are that the study design advocated by Linton is the system contemplated to be adopted for implementation by the INS on a national basis.

A major component of the Linton proposal is the "Residential Survey." The "Residential Survey" is designed as a "door-to-door" research technique of securing data that is expected to result in ratios of legal aliens to illegal aliens among aliens of eight different nationalities, and which ratios are to be utilized for the determination of a formula, that when implemented on a nationwide basis, will provide the INS with the nation count of illegal aliens residing in this country.

IV. THE PROPOSED LINTON "RESIDENTIAL SURVEY" DESIGN

The San Diego County, Human Resources Agency staff presently working on the issue of illegal aliens and their relative socioeconomic impact on the County of San Diego, has evaluated the proposed Linton/INS "Residential Survey" design which is intended to create a methodology that can be used to make similar estimates when applied on a small-

scale basis. The following represents the basic framework of the Linton research design:

A. Scope of Work

1. To estimate the total number of resident illegal aliens in the country by creating a set of ratios between legal resident aliens and illegal aliens, based on a nationality-by-nationality, and geographical locations
2. To accomplish the door-to-door "Residential Survey" by INS trained interviewers, employed by immigrant serving agencies, and schooled to communicate in the language of the targeted respondents; the scope of the survey is predicated on zip code sample areas to be performed in two "waves."
3. To contact during the first "wave," forty thousand (40,000) households contained within one hundred eighty (180) zip code areas in 17 states chosen on the basis of having a large percent of legal resident aliens from a pre-selected group of eight nationalities.
4. To develop a formula from the ratios secured from the first wave as major building blocks leading toward a national estimate of illegal aliens residing in the United States.
5. To contact during the "second wave" an additional eighty thousand (80,000) households by employing the same "door-to-door" survey technique, but with a refinement in methodology.
6. Report Volume III contains a sample questionnaire developed by Linton and Company that was used in Washington, D. C. The questionnaire is enclosed in the Appendix.

B. Expected Results:

1. To ensure ratios of illegal to legals among aliens of eight different nationalities.
2. To work out detailed estimates of the numbers and distribution of illegals throughout the nation.
3. To acquire insights into the feasibility of securing data on illegals through the utilized methodology.

V. CRITIQUE OF THE PROPOSED LINTON/INS "RESIDENTIAL SURVEY"

The following is a detailed analysis and critique prepared through the technical assistance of the San Diego County Research Task Force on Illegal Aliens, of the "Residential Survey" as proposed by Linton and Company which is recommended for implementation by the INS. The Linton research design was analyzed from a knowledge of research methodologies, and the critique was prepared from a perspective and experience gained as a result of recent work accomplished in the field of immigration relative to illegal alien issues. The purpose of the critique is to identify inequities in the Linton research design, and to propose an alternative research design. The analysis and critique is based on the following criteria:

1. The justification and appropriateness of the survey instrument.
2. The appropriateness and adequacy of sampling procedures.
3. The cost of implementing the research design.
4. The appropriateness of data collection methods.
5. The appropriateness of the statistical procedures.
6. Nature of the illegal alien population.
7. Community reaction to the proposed Linton Residential Survey.

A. The Methodology of the Residential Survey Design is Inappropriate

A prime factor of research is the selection of a dependable measuring instrument for the purpose of quantifying the variable chosen to be tested. In this case, the proposed measuring instrument to be used by the INS in its proposed study, is a door-to-door survey. Normally, the door-to-door survey is a most useful and meaningful technique of data collection. However, in this particular research design, the door-to-door research methodology is not appropriate.

1. The Door-to-Door Survey Fails as a Dependable Measuring Instrument:

The ability of the proposed INS research technique to obtain accurate information is totally contingent on the full and honest cooperation of the

respondents providing the data. In this case, if questions that cover aspects as to the immigrant's status appear offensive or suspect to the alien, the survey will be threatening to him/her and the answers can be expected to be inaccurate; the point being that much inaccurate information will be introduced into the research. This is based on whether the respondents have motives for concealing the truth, and if so, whether they will merely refuse to answer or will give incorrect replies to protect themselves. Additionally, natural fears of government agencies will also lead to considerable inaccurate information from respondents.

It should be recognized, therefore, that to date, no measuring instrument as a research tool is available that will reconcile or adjust for inaccurate data motivated by such a questionable variable as input provided by a person whose survival depends on the "truth not being known." The ability of illegal aliens to succeed in this country is based on their covert existence, and it is presumptuous by Linton to plan on the contingency that an honest and accurate answer will be provided by the respondents by merely disguising the interviewers as members of an organization that helps immigrants.

The aforementioned contends lacking validity and reliability since the criteria of the measuring instrument is subject to a manipulative factor on the part of the illegal alien which the interviewer is in no position to determine. Validity and reliability, as criteria of statistical analysis, are absent from the proposed measuring instrument and this contention is based on the following:

Validity: In relating to the study, the question arises as to what extent the residential survey measures that which the survey intends to measure?

In this regard, it is highly improbable that the respondent who resides illegally in the country will disclose his immigrant status to anyone knocking at his door, especially at a time when the general public is greatly aware of increased efforts by the INS to apprehend and deport illegal aliens. Therefore, a most obvious shortcoming of the residential survey lies in the fact that the variable to be measured will be almost impossible to define operationally, and so the residential survey as a measuring instrument will be hard pressed to what it intends to measure. Additionally, legal aliens will also be reluctant to cooperate or provide accurate data.

Reliability: Reliability as a criteria of statistical analysis, would address itself in this study to the question of how consistently the residential survey measures whatever it intends to measure. Since the input into the measuring instrument is based on questionable data prompted by the lifestyle of illegal aliens and their "defense mechanisms," it will be most difficult to assign high levels of confidence to estimated ratios based on statistical analysis that are inaccurate from their inception.

2. The Residential Survey Technique Employs Weak Sampling Procedures:

When addressing the topic of research studies, it is obvious that the purpose of drawing a sample from a population is to obtain information concerning that selected population. Therefore, it is extremely important that the individuals that constitute the population sample selected for this study also constitute a representative cross section of illegal aliens in the nation.

The selection of thirteen (13) clusters from a total of 100 zip codes, on the basis of these clusters containing a large number of legal resident aliens, demonstrates poor sampling techniques. A sample of this restriction is biased and will provide erroneous information. The major problem in justifying the correlation between what this proposal identifies as a random sample to the general population norm lies in the fact that the selected target population to be measured is predetermined by alien status and size of the alien status population residing within selected zip codes. The fact that the pre-selected zip code areas are high probability areas, the results of the study will be skewed heavily in alien count and therefore, the sample cannot qualify as being a representative ratio when projecting the results to a national norm.

3. The Residential Survey Research Design is Too Costly:

According to the League of California Cities, the proposed door-to-door survey will cost INS between \$12.00 to \$14.00 per household interview. Even if a conservative cost factor of \$10.00 materialized, the cost for the Residential Survey will run very high--\$400,000 for the first phase/wave, and \$800,000 for the second Residential Survey.

The proposed research design precludes utilization of local government agency resources that would participate in the study at no cost, or reduced cost to the INS. The proposed study also fails to recruit and involve local public and private agencies in a study that would be of interest beneficial to them since it would help to determine not only the population of illegal aliens in this country, but also the socioeconomic impact by illegal aliens on local municipalities and the nation as a whole.

4. The Residential Survey Employs a Weak Data Collection Method

The most critical portion of the survey constitutes the manner in which to collect the data, and the design is influenced by the type of data required and what they are used for.

In the case of the proposed study on illegal aliens, the subject is political, is emotional, and is volatile because of its socioeconomic nature. Addressing this issue on a door-to-door interview approach, it severely limits the effective use of interviewers in their attempts to collect accurate information from respondents who refuse goodwill participation. In the absence of such goodwill, data secured on the door-to-door survey can be expected to be inaccurate.

Another limitation of this type of survey is the bias that can be introduced by the interviewer because this type of survey technique is vulnerable to interviewers substituting household replacements for those households that either did not answer the door or refused to cooperate.

B. The Illegal Alien is an "Invisible Population:"

On November 15, 1975, the County of San Diego completed a preliminary research study to determine the socio-economic impact of illegal aliens on the County. The research design employed by the County of San Diego revealed statistical data obtained from a myriad of public and private agencies that was compiled into a report that translated the data to a dollar value as the basis for determining the impact. As a result of this study, the County determined that illegal aliens maintain an extremely low profile in the community to the extent of being labeled an "invisible population."

1. Characteristics of the Nation

- a. America is a nation of immigrants.
 - b. Americans do not possess a national identification card.
 - c. Civil rights ensure individuals right of privacy.
2. Relationship of Legal Aliens to Illegal Aliens
- a. Similar physical characteristics.
 - b. Common culture and language.
 - c. Blood-line relationships; extended family traits.
 - d. According to the U. S. Census Bureau, the department has no way of knowing whether illegal aliens are included in census counts and data.
3. Characteristics of the Illegal Aliens
- a. Enter the country by stealth or violate the conditions of their immigrant status.
 - b. Their ability to remain in this country is contingent on their covert lifestyle, and will employ all necessary actions to avoid detection; this includes fabricating untruths.
 - c. Reside in neighborhoods that contain a population similar to their own nationality.
 - d. Avoid government institutions or agencies due to fear of detection.
 - e. Many possess fraudulent documents.

County's contention of the aliens invisibility is supported by not only experience in the field, but by such documentation as:

Farber, M. A., "Million Illegal Aliens in Metropolitan Areas: Silent Invasion Paralyzes Immigration-Law Enforcers," New York Times, December 29, 1974.

Watson, Muriel, "The Silent Invasion: Illegal Aliens in the San Diego Job Market," Business Forum, May 1975.

Satchell, Michael, "Human Tide Cuts Deeply in America," Washington Star News, November 16, 1974.

Meyer, Lawrence, "U. S. Illegal Immigration Problem Defies the Numbers Game: Aliens Hard to Count." Washington Post, February 2, 1975.

C. San Diego Community Reaction to the Proposed Linton/INS Residential Survey

In an effort for the County's Research Task Force on Illegal Aliens to better comprehend the proposed Linton/INS research study, the proposal was distributed to government agencies and Chicano community groups for analysis and evaluation. The results of this community research are the following:

1. Government Agencies:

- a. Law enforcement agencies and the INS experience strained relations with the Chicano community. A program of this type could further deteriorate relations.
- b. The proposed program does not avail itself of the local government expertise and their data resources.

2. Chicano Community:

- a. Chicanos maintain that the proposed study is racially oriented; in the Southwest States of California, Arizona, New Mexico, Colorado, and Texas, it will single out the Mexican American.
- b. Chicanos view the questions noted on the proposed questionnaire or any subsequent modification to the questionnaire, as most offensive because they are personal and can be in violation of a person's civil rights since entrapment is conceivable.
- c. Chicanos object to surveys whose data results will have a negative social implication on all Latinos as a whole.
- d. Chicanos object to surveys based on underlying motives and will oppose implementation of the proposed Linton Residential Survey.

VI. CONCLUSIONS

- A. The possible political ramifications that may be caused by implementation of the Residential Survey, could place local public and private agencies in a defensive posture at a time when these agencies are seeking citizen cooperation and public understanding of the illegal alien issue.
- B. As a result of the racial implications of the survey, it seems apparent that the Chicano community will oppose the implementation of the Residential Survey.
- C. Immigrant serving agencies have a definite sensitivity to immigration as it relates to the issue of illegal aliens, and these agencies will be most hesitant to jeopardize their credibility in the community and their rapport with client aliens by participating in the Residential Survey.
- D. The proposed Residential Survey does not utilize the data available at local government resource centers and public service agencies (such as schools, hospitals, welfare departments, employment agencies, etc.), that come in contact with illegal aliens.
- E. The data collection effort is a "one-shot" exercise that precludes the update and revision of the prototype for use by local, state and federal agencies as a decision making tool for management.
- F. The utilization of a door-to-door type survey is an appropriate tool for conducting research, however, for the purpose of estimating the illegal alien population in any given area, the technique is impractical and inappropriate because of the covert nature and lifestyle of illegal aliens.
- G. The subject Linton/INS proposal is prompted by "panic button" management. In the past, the INS has overly preoccupied itself with law enforcement, and has neglected the development of planning and research systems to keep pace with the changing characteristics of the illegal alien crisis. Characteristic of this condition is the expenditure of large sums of tax monies to develop quick solutions that may prove to be only temporary stop-gaps.

VII. RECOMMENDATIONS

Based on a detailed evaluation and critical analysis of the proposed Linton/INS Residential Survey relative to illegal aliens residing in this country, the San Diego County Research Task Force on Illegal Aliens recommends that:

- A. The INS reconsider implementation of the proposed Linton/INS Residential Survey on the basis of the political ramifications cited in the critique and the inherent weaknesses of the research methodology as identified by the Research Task Force.
- B. The INS should solicit and foster the cooperation and involvement of local government agencies in a joint effort to develop mutual data collection and retrieval systems on illegal aliens for the purpose of addressing the illegal alien issue in a concerted manner.
- C. The INS give ultimate consideration to replacing the proposed Linton/INS Residential Survey with the alternative plan recommended by the San Diego County Research Task Force on Illegal Aliens which is based on a comprehensive and integrated data collection approach through the maximum utilization of local resources.

A P P E N D I X

A P P E N D I X

INSTRUMENT USED BY LINTON AND CO., INC. IN WASHINGTON, D.C.
TO SURVEY LEGAL AND ILLEGAL ALIENS

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

1. First I would like to ask you where you were born.

a. Is there anyone in this household who was born outside the United States (including The Virgin Islands and Puerto Rico)?

CIRCLE RESPONSE

YES

NO

IF NO, ASK:

Could you please tell me how many people are living in this household now?

WRITE NUMBER _____

Thank you very much for your help. CONCLUDE INTERVIEW

IF YES, ASK:

2. Let's talk about your household then. Could you please give me for every one who lives here or slept here last night their relationship to the head of the household, their marital status, their sex, age and place of birth? As you know, I do not need their names.
3. Could you please tell me the dates when you and the other members of the household first arrived in the U.S.

← Complete Later →

MARITAL STATUS AND RELATION TO HEAD OF HOUSEHOLD	AGE	SEX	PLACE OF BIRTH	DATE OF ARRIVAL TO U.S.	IS WORKING	IS ENROLLED IN SCHOOL	VISA STATUS NOW
1. HEAD OF HOUSEHOLD	—	—	—	—	—	—	—
2.	—	—	—	—	—	—	—
3.	—	—	—	—	—	—	—
4.	—	—	—	—	—	—	—
5.	—	—	—	—	—	—	—
6.	—	—	—	—	—	—	—
7.	—	—	—	—	—	—	—
8.	—	—	—	—	—	—	—

ASK OF ALL MEMBERS OF THE HOUSEHOLD WHO ARRIVED BEFORE JULY 1, 1968

4. What kind of visa does he/she have at this time?

RECORD VISA IN MATRIX

IF THEY SAY PERMANENT RESIDENT VISA OR IMMIGRANT VISA TRY AND ENCOURAGE THEM TO SHOW YOU THEIR GREEN CARD.

ASK THE FOLLOWING QUESTIONS ONLY OF ALIENS WHO ARRIVED IN THE U.S. AFTER JULY 1, 1968. IF THERE ARE NO ADULTS WHO ARRIVED AFTER THAT DATE, CONCLUDE THE INTERVIEW.

5. Now I would like to ask some questions of all the members of your household who arrived after July 1, 1968. Is there anyone over the age 18 who is employed for wages?

CIRCLE RESPONSE

YES

NO

IF YES, RECORD RESPONSES IN MATRIX

Are they treated fairly on their jobs?

WRITE IN NARRATIVE FORM

6. Are there any people in this household, adults or children enrolled in school?

CIRCLE RESPONSE

YES

NO

IF YES, FILL RESPONSES IN MATRIX

7. Have you or anyone in your household had to go to the hospital or clinic in the past two years?

CIRCLE RESPONSE

YES

NO

IF YES, ASK:

How were the hospital bills paid?

WRITE IN NARRATIVE FORM

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

WRITE IN NARRATIVE FORM

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

CIRCLE RESPONSE YES

NO

IF YES, ASK:

For how many months? _____ months

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

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

	Year	Nation
A. Father	_____	_____
Mother	_____	_____

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

CIRCLE RESPONSE	Mother	YES	NO
	Father	YES	NO

IF NO, SKIP TO Q. 12.

IF YES, ASK:

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

Mother	From _____	To _____
Father	From _____	To _____

D. Are they alive now?

CIRCLE RESPONSE	Mother	YES	NO
	Father	YES	NO

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

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

CIRCLE RESPONSE	BEFORE
	AFTER

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

CIRCLE RESPONSE	YES
	NO

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

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

A.	Year	Nation
Father	_____	_____
Mother	_____	_____

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

CIRCLE RESPONSE	Mother	YES	NO
	Father	YES	NO

IF NO, SKIP TO 15.

IF YES, ASK:

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

Mother	From	_____	To	_____
Father	From	_____	To	_____

D. Are they alive now?

CIRCLE RESPONSE	Mother	YES	NO
	Father	YES	NO

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

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

CIRCLE RESPONSE	BEFORE
	AFTER

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

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

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

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

→ IF YES, ASK Q. B

IF NO, ASK:

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

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

IF "OTHER", what? _____

IF PERMANENT RESIDENT, SKIP TO C.

IF OTHER THAN PERMANENT RESIDENT, ASK:

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

RECORD VISA IN MATRIX THEN ASK QUESTION 19

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

CIRCLE RESPONSE	YES
	NO

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

- D. What kind of work were you certified to do?
- E. If you did not have a labor certification when you arrived, how did you get a resident visa?

RECORD RESPONSE _____

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

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

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

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

RECORD RESPONSES IN MATRIX

THANK YOU VERY MUCH FOR YOUR COOPERATION!!

Date _____

3870 Grandview Pl.
Bonita, California 92002
March 22, 1976

Mr. Manuel Villalpando
Human Resources Agency, County of
San Diego
Dept. of Special Manpower Services
1600 Pacific Highway
San Diego, California 92101

Dear Mr. Villalpando:

I read your evaluation and critique of the Linton Residential Survey with a great deal of interest, notwithstanding my retirement February 28, 1976.

I most certainly agree with that portion of your critique that addresses itself to the validity of information arising from the door to door survey. I believe it to be completely unrealistic to anticipate a response from members of what is essentially an underground group or those segments of the community providing cover for them.

I cannot agree with your conclusion that the Linton/INS proposal was prompted by "panic button" management. I believe the proposal is a conscious effort on the part of the INS to overcome the anti-establishment syndrome prevalent in our society today rather than an attempt to support the validity of Service apprehension statistics as the most reliable sampling of illegal alien concentrations throughout the country.

I also agree with your conclusions that there would be significant political ramifications. I am disappointed, however, that in your statement of the problem no mention was made that increasing numbers of Mexican illegals result in increasing confrontations, under existing statutes, between Immigration officers and Mexican-American citizens or legal resident aliens. These lawful interrogations stimulate the divisive, racist undercurrents that are gaining momentum in our society today. I believe it to be imperative that the nation recognizes the need of legislative relief needed to resolve the basic, underlying problems of illegal immigration.

Yours truly,


Richard E. Batchelor
Deputy Chief Patrol Agent, Retired

ADDRESS REPLY TO
UNITED STATES ATTORNEY
AND REFER TO
INITIALS AND NUMBER

TJK/ja

United States Department of Justice

TELEPHONE:
(714) 293-5610

UNITED STATES ATTORNEY
SOUTHERN DISTRICT OF CALIFORNIA
UNITED STATES COURTHOUSE
325 WEST F STREET
SAN DIEGO 92101

March 19, 1976

Mr. Manuel Vic Villalpando
Project Director
San Diego County Human Resources Agency
3250 Fifth Avenue
San Diego, California 92103

Dear Vic:

I have evaluated the Residential Survey as proposed for the nation by the Immigration and Naturalization Service, and I've just finished reading your in-depth, excellent critique of it.

I concur with your evaluation, and I would hope that the Immigration and Naturalization Service finds merit in your constructive criticisms and in your recommendations. It would be my hope that INS would reconsider implementation of the Residential Survey in light of the political ramifications and the Chicano community attitudes as cited in your critique.

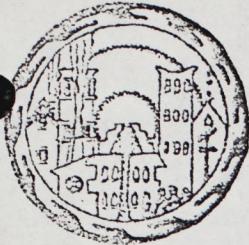
Highest regards.

Very truly yours,

Terry Knoepp

TERRY J. KNOEPP
United States Attorney





INSTITUTE of CHICANO URBAN AFFAIRS, INC.

2163 LOGAN AVENUE
SAN DIEGO, CA 92113
236-1374 — 236-1375

March 10, 1976

Mr. Vic Villalpando
Community Affairs Office
3250 Fifth Avenue
San Diego, CA

Mr. Villalpando:

Thank you for asking us to comment on the Linton proposal which is intended to enumerate the legal and illegal alien population in the U.S. We appreciate the county's concern in soliciting input from the Mexican-American community, on an issue like this which most certainly affects a large portion of the Chicano population in San Diego. After viewing this proposal along with the questionnaire we feel that the attitude of the questionnaire seems to smack of Hitler's requiring all Jews to wear the Star of David in order to better identify them for the purpose of the examination. In other words, at this point it is uncertain whether this questionnaire or its administration will be involved in violating individuals' constitutional or civil rights. It is felt by several leaders in the San Diego Chicano community that this questionnaire has a punitive and hidden agenda. For this reason it is felt that cooperation can not be expected from community based immigrant-serving agencies, from the Chicano community, as well as, from legal resident aliens, commuter aliens, and illegal aliens.

This questionnaire does not have any type of a disclaimer, stating in effect, that those who answer have nothing to fear because the information on they disclose will not be used against them nor will they be deported as a result of their answers. It is further felt that inherent in the questions is a hidden agenda, seemingly concerned with what negative impact illegal aliens have upon the various institutions (e.g. questions number six and nine on pages). The questions appear slanted as to completely ignore any positive impact illegal aliens have on the various institutions.

So in conclusion the Chicano community, at best, would be very skeptical of this survey and might even offer an organized resistance to it.

Please keep us informed on any further developments.

Sinceramente,

A.F. Velasco

Alfredo F. Velasco
Administrator

EDWARD V. HAYES, MICH.
EDWARD M. KENNEDY, MASS.
BIRCH BAYH, IND.
QUENTIN N. BURDICK, N. DAK.
ROBERT C. BYRD, W. VA.
JOHN V. TUNNEY, CALIF.
JAMES ABOUEKZ, S. DAK.

HENRY M. STROMA, HAWAII
HIRAM L. FORC, HAWAII
HUGH SCOTT, PA.
STROM THURMOND, S.C.
CHARLES MCC. MATHIAS, JR., MO.
WILLIAM L. SCOTT, VA.

PETER M. STOCKETT
CHIEF COUNSEL AND STAFF DIRECTOR

United States Senate

COMMITTEE ON THE JUDICIARY
WASHINGTON, D.C. 20510

April 15, 1976

Leonard F. Chapman, Jr.
Commissioner
Immigration and Naturalization Service
425 "I" Street
Washington, D.C. 20536

Dear Commissioner Chapman:

I have recently reviewed a critique of the Linton/INS Residential Survey. The critique by the Human Resources Agency of San Diego County seems to raise serious questions about the design of the study as ordered by the Immigration and Naturalization Service. The Linton/INS Residential Survey was developed with the hope of inaugurating a system which would accurately approximate the illegal alien population in the United States. The fact that an agency intimately familiar with the illegal alien problem finds the design of the Linton study to be inadequate, merits your attention.

I have noted that the Human Resources Agency not only indicates that the methodology of the survey design is inappropriate, but that implementation of the survey may have serious political ramifications for Chicano communities and governmental organizations which relate to them. Additionally the critique indicates that the cost of the survey is too high - a fact which causes me deep concern in these difficult economic times.

My greatest concern however, is that the Linton study, if implemented, might prove to be the foundation upon which future governmental programs dealing with the illegal alien problem are based. If, in fact, the Linton study is inadequate it might promote an entire series of programs which would never substantively address the problem. A mistake at this point would be tragic.

Page Two

I would appreciate your response to the Human Resources Agency's criticisms and I hope that all of us concerned with the illegal alien issue may continue to work in consort towards its solution.

Sincerely,

JOHN V. TUNNEY
United States Senator

JVT/ssd

THE RESIDENTIAL SURVEY

The Residential Survey of Illegal Aliens is part of a comprehensive effort by the Immigration and Naturalization Service (INS) to gather numerical data on the flow and stock of the illegal alien population in the United States. The Residential Survey component is focused upon the information about the size of the illegal alien stock.

Specifically the objective of the study is to provide INS with estimates of the:

- (a) the number,
- (b) the location,
- (c) the mode of entry,
- (d) and characteristics

of the illegal immigrant population. Data related to the impact of illegals on the provision of social services, the labor market, the tax collection systems, and on public housing will be collected to the extent possible within available resources.

Four agencies have been asked to participate in the study by providing monies to expand the sample size to accommodate the impact questions: HUD, IRS, DHEW and DOL. (To date only DHEW has agreed to participate.)

The estimate will be based on a census type of survey, interviewing a random sample of residents of households in the twelve most populous states. This will give a minimum estimate of the stock of illegals.

The study will be conducted in two phases. A survey will be conducted at each phase.

The first phase, called the Pilot-Study, is conducted to gather information about the illegal alien population in order to design the best sample possible for the second phase, called the Field Survey. It is the second phase, the Field Survey, which will produce the data which INS is seeking to collect.

The quality of survey results depends upon the quality of the sample and so the test phase is important to make sure that the best possible sample is chosen.

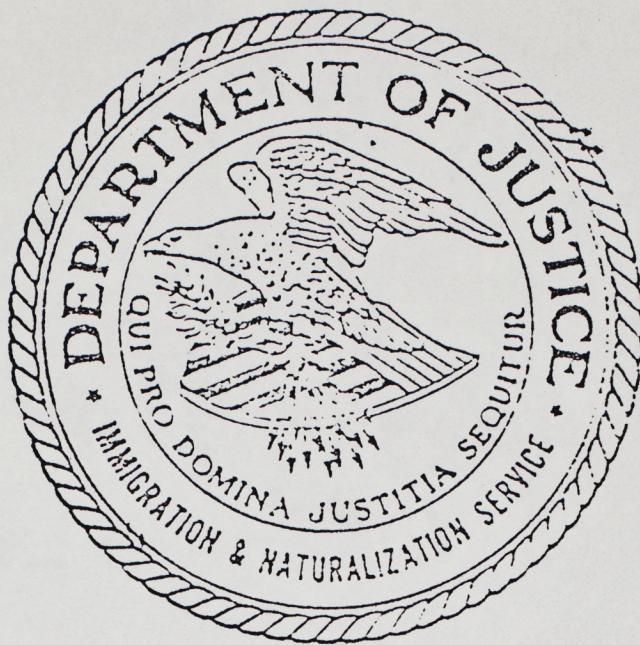
The final sample of residences to be surveyed will be selected in three stages. In Stage #1, 1000 census tracts will be selected. In Stage #2 clusters of blocks will be selected from the selected census tracts. In Stage #3 residences will be selected from within the selected blocks. In the first phase judgmental assumptions based upon legal alien data

will be used to form the sample of census tracts and blocks, the allocation being made using the hypothesis that illegals cluster with legals. (This approach was proposed as the basis of the study design by the Linton Company, with whom INS contracted to develop a survey methodology and on which basis the RFP was written.) In order to assure that this assumption introduces no bias into the allocation scheme, the hypotheses will be tested -- this is called phase one of the study. The clusters of census tracts, blocks and residences to be included in the sample will be randomly selected at each of these stages. Within each stage, stratification will be employed and sampling will be made from each strata. The strata will be established on the basis of judgmental decisions regarding the distribution of legal aliens. These assumptions will be tested as the first phase of the two-phase study.

The second phase is the residential survey, called the Field Survey. Based on the findings of the test of the assumptions made in the Pilot Survey the census tracts and blocks will be reallocated judgmentally. This allocation will allow us to insure that adequate representation of various ethnic groups is made. (That is, INS has asked that there be certainty that the study is not biased against the Spanish Speaking as an easily identifiable group, or because there is more data on this category of illegals because of apprehensions and deployment of INS personnel.)

In addition, it should be noted that before either phase is conducted, there will be a pretest of instrumentation. This will meet OMB requirements that all survey instruments be tested and allow JAR to insure that the training and field teams are able to perform satisfactorily.

The data will be gathered by interviewers who will survey residential areas. The anonymity of respondents will be protected through appropriate operational techniques at all times. A total of 100,000 residences in 1000 census tracts in the twelve most populous states will be visited for interviews.



RESIDENTIAL SURVEY

RFP CO-48-76

CONDUCT A RESIDENTIAL SURVEY TO ESTIMATE THE
ILLEGAL ALIEN POPULATION IN THE TWELVE MOST
POPULOUS STATES AND TO OBTAIN AND ANALYZE
CHARACTERISTICS AND IMPACT DATA.

SOLICITATION, OFFER,
AND AWARD3. CERTIFIED FOR NATIONAL DEFENSE UNDER
BUSA REG. 2 AND OR GMS REG. 1

4 PAGE 1 OF 77

• RATING:

5. DATE ISSUED

8/2/76

6. REQUISITION/PURCHASE REQUEST NO.

1. CONTRACT (Proc. Inst. Ident.) NO.

2. SOLICITATION NO.

RFP CO-48-76

 ADVERTISED
(IFB) NEGOTIATED
(RFP)

7. ISSUED BY

CODE

Department of Justice
Immigration & Naturalization Service
425 I Street, N.W., Room 6216
Washington, D.C. 20536

8. ADDRESS OFFER TO (If other than Block 7)

SOLICITATION

9. Sealed offers in original and 4 copies for furnishing the supplies or services described in the Schedule will be received at the place specified in block 8, OR IF HAND-CARRIED, IN THE DEPOSITORY LOCATED IN Block 7 until 2 PM EDT September 1, 1976. If this is an advertised solicitation, offers will be publicly opened at that time. CAUTION—LATE OFFERS. See par. 8 of Solicitation Instructions and Conditions.

All offers are subject to the following:

1. The attached Solicitation Instructions and Conditions, SF 33-A.
2. The General Provisions, SF 32 ~~4/15~~ edition, which is attached or incorporated herein by reference.

FOR INFORMATION CALL (Name and Telephone No.) (No collect calls):

Administrative: Charles A. Eggleston, 202/376-8647; Technical: Robert A. Andersen,

202/376-8561

SCHEDULE

10. ITEM NO.	11. SUPPLIES/SERVICES	12. QUANTITY	13. UNIT	14. UNIT PRICE	15. AMOUNT
1.	Standard Form 33 - Solicitation, Offer and Award and Representations, Certifications, and Acknowledgments				
2.	Standard Form 33A - Solicitation Instructions and Conditions				
3.	General Conditions				
4.	Proposals				
5.	Schedule				
6.	General Provisions				
7.	Additional General Provisions				

OFFER / NOTE: Reverse Must Also Be Fully Completed By Offeror)

In compliance with the above, the undersigned offers and agrees, if this offer is accepted within _____ calendar days (60 calendar days unless a different period is inserted by the offeror) from the date for receipt of offers specified above, to furnish any or all items upon which prices are offered, at the price set opposite each item, delivered at the designated point(s), within the time specified in the Schedule.

16. DISCOUNT FOR PROMPT PAYMENT (See Par. 9 on SF 33-A)

% 10 CALENDAR DAYS; % 20 CALENDAR DAYS; % 30 CALENDAR DAYS; % CALENDAR DAYS.

17. OFFEROR NAME & ADDRESS (Street, city, county, state, & ZIP Code)	CODE	FACILITY CODE	18. NAME AND TITLE OF PERSON AUTHORIZED TO SIGN OFFER (Type or Print)
Area Code and Telephone No.:			19. SIGNATURE
<input type="checkbox"/> Check If Remittance Address Is Different From Above—Enter Such Address In Schedule.			20. OFFER DATE

AWARD (To Be Completed By Government)

21. ACCEPTED AS TO ITEMS NUMBERED	22. AMOUNT	23. ACCOUNTING AND APPROPRIATION DATA
24. SUBMIT INVOICES (4 copies unless otherwise specified) TO ADDRESS SHOWN IN BLOCK _____	25. NEGOTIATED PURSUANT TO	<input type="checkbox"/> 10 U.S.C. 2304(a)(1) <input type="checkbox"/> 41 U.S.C. 2531(c)(1)
26. ADMINISTERED BY (If other than block 7)	CODE	27. PAYMENT WILL BE MADE BY CODE
28. NAME OF CONTRACTING OFFICER (Type or Print)	29. UNITED STATES OF AMERICA BY: (Signature of Contracting Officer)	30. AWARD DATE

PAGE EIGHTEEN. CERTIFICATIONS AND ACKNOWLEDGMENTS

The Offeror represents and certifies as part of his offer that: (Check or complete all applicable boxes or blocks.)

1. SMALL BUSINESS (See par. 14 on SF 33-A.)

is, is not, a small business concern. If offeror is a small business concern and is not the manufacturer of the supplies offered, he also represents that all supplies to be furnished hereunder will, will not, be manufactured or produced by a small business concern in the United States, its possessions, or Puerto Rico.

2. REGULAR DEALER—MANUFACTURER (Applicable only to supply contracts exceeding \$10,000.)

He is a regular dealer in, manufacturer of, the supplies offered.

3. CONTINGENT FEE (See par. 15 on SF 33-A.)

(a) He has, has not, employed or retained any company or person (other than a full-time, bona fide employee working solely for the offeror) to solicit or secure this contract, and (b) he has, has not, paid or agreed to pay any company or person (other than a full-time bona fide employee working solely for the offeror) any fee, commission, percentage, or brokerage fee contingent upon or resulting from the award of this contract; and agrees to furnish information relating to (a) and (b) above, as requested by the Contracting Officer, for interpretation of the representation, including the term "bona fide employee," see Code of Federal Regulations, Title 41, Subpart I-1.5.)

4. TYPE OF BUSINESS ORGANIZATION

He operates as an individual, a partnership, a nonprofit organization, a corporation, incorporated under the laws of the State of

5. AFFILIATION AND IDENTIFYING DATA (Applicable only to advertised solicitations.)

Each offeror shall complete (a) and (b) if applicable, and (c) below:

(a) He is, is not, owned or controlled by a parent company. (See par. 16 on SF 33-A.)

(b) If the offeror is owned or controlled by a parent company, he shall enter in the blocks below the name and main office address of the parent company:

Name of Parent company and main office address _____

(include ZIP Code) _____

(c) Employer's identification number (See par. 17 on SF 33-A.)

(Offeror's E.I. No.)

(Parent Company's E.I. No.)

6. EQUAL OPPORTUNITY

He has, has not, participated in a previous contract or subcontract subject either to the Equal Opportunity clause herein or the clause originally contained in section 301 of Executive Order No. 10925, or the clause contained in section 201 of Executive Order No. 11114; that he has, has not, filed required compliance reports; and that representations indicating submission of required compliance reports, signed by proposed subcontractors, will be obtained prior to subcontract awards. (The above representation need not be submitted in connection with contracts or subcontracts which are exempt from the clause.)

7. BUY AMERICAN CERTIFICATE

The offeror hereby certifies that each end product, except the end products listed below, is a domestic source end product (as defined in the clause entitled "Buy American Act"); and that components of unknown origin have been considered to have been mined, produced, or manufactured outside the United States.

EXCLUDED END PRODUCTS

COUNTRY OF ORIGIN

8. CERTIFICATION OF INDEPENDENT PRICE DETERMINATION (See par. 18 on SF 33-A.)

(a) By submission of this offer, the offeror certifies, and in the case of a joint offer, each party thereto certifies as to its own organization, that in connection with this procurement:

(1) The prices in this offer have been arrived at independently, without consultation, communication, or agreement, for the purpose of restricting competition, as to any matter relating to such prices with any other offeror or with any competitor;

(2) Unless otherwise required by law, the prices which have been quoted in this offer have not been knowingly disclosed by the offeror and will not be knowingly be disclosed by the offeror prior to opening in the case of an advertised procurement or prior to award in the case of a negotiated procurement directly or indirectly to any other offeror or to any competitor; and

(3) No attempt has been made or will be made by the offeror to induce any other person or firm to submit or not to submit an offer for the purpose of restricting competition.

(b) Each person signing this offer certifies that:

(1) He is the person in the offeror's organization responsible within that organization for the decision as to the prices being offered herein and that he has not participated, and will not participate, in any action contrary to (a) (1) through (a) (3) above; or

(2) (i) He is not the person in the offeror's organization responsible within that organization for the decision as to the prices being offered herein but that he has been authorized in writing to act as agent for the persons responsible for such decision in certifying that such persons have not participated, will not participate, in any action contrary to (a) (1) through (a) (3) above, and as their agent does hereby so certify, and (ii) he has not participated, will not participate, in any action contrary to (a) (1) through (a) (3) above.

9. CERTIFICATION OF NONSEGREGATED FACILITIES

(Applicable to (1) contracts, (2) subcontracts, and (3) agreements with applicants who are themselves performing federally assisted construction contracts exceeding \$10,000 which are not exempt from the provisions of the Equal Opportunity clause.)

By the submission of this bid, the bidder, offeror, applicant, or subcontractor certifies that he does not maintain or provide for his employees any segregated facilities at any of his establishments, and that he does not permit his employees to perform their services at any location, under his control, where segregated facilities are maintained. He certifies further that he will not maintain or provide for his employees any segregated facilities at any of his establishments, and that he will not permit his employees to perform their services at any location, under his control, where segregated facilities are maintained. The bidder, offeror, applicant, or subcontractor agrees that a breach of this certification is a violation of the Equal Opportunity clause in this contract. As used in this certification, the term "segregated facilities" means any waiting rooms, work areas, rest rooms and wash rooms, restaurants and other eating areas, time clocks, locker rooms and other storage or dressing areas, parking lots, drinking fountains, recreation or entertainment areas, transportation, and housing facilities provided for employees which are segregated by explicit directive or are in fact segregated on the basis of race, color, religion or national origin, because of habit, local custom, or otherwise. He further agrees that (except where he has obtained identical certifications from proposed subcontractors for specific time periods), he will obtain identical certifications from proposed subcontractors prior to the award of subcontracts exceeding \$10,000 which are not exempt from the provisions of the Equal Opportunity clause; that he will retain such certifications in his files; and that he will forward the following notice to such proposed subcontractors (except where the proposed subcontractors have submitted identical certifications for specific time periods):

Notice to prospective subcontractors of requirement for certifications of nonsegregated facilities.

A Certification of Nonsegregated facilities must be submitted prior to the award of a subcontract exceeding \$10,000 which is not exempt from the provisions of the Equal Opportunity clause. The certification may be submitted either for each subcontract or for all subcontracts during a period (i.e., quarterly, semiannually, or annually). NOTE: The penalty for making false statements in offers is prescribed in 18 U.S.C. 1001.

ACKNOWLEDGMENT OF AMENDMENTS	AMENDMENT NO.	DATE	AMENDMENT NO.	DATE
The offeror acknowledges receipt of amendments to the Solicitation for Offers and related documents numbered and dated as follows:				

NOTE—Offers must set forth full, accurate, and complete information as required by this Solicitation (including attachments). The penalties for making false statements in offers is prescribed in 18 U.S.C. 1001.

SOLICITATION INSTRUCTIONS AND CONDITIONS

1. DEFINITIONS.

As used herein:

(a) The term "solicitation" means Invitation for Bids (IFB) where the procurement is advertised, and Request for Proposal (RFP) where the procurement is negotiated.

(b) The term "offer" means bid where the procurement is advertised, and proposal where the procurement is negotiated.

(c) For purposes of this solicitation and Block 2 of Standard Form 33, the term "advertised" includes Small Business Resuscitated Advertising and other types of restricted advertising.

2. PREPARATION OF OFFERS.

(a) Offerors are expected to examine the drawings, specifications, Schedule, and all instructions. Failure to do so will be at the offeror's risk.

(b) Each offeror shall furnish the information required by the solicitation. The offeror shall sign the solicitation and print or type his name on the Schedule and each Continuation Sheet thereof on which he makes an entry. Erasures or other changes must be initialed by the person signing the offer. Offers signed by an agent are to be accompanied by evidence of his authority unless such evidence has been previously furnished to the issuing office.

(c) Unit price for each unit offered shall be shown and such price shall include packing unless otherwise specified. A total shall be entered in the Amount column of the Schedule for each item offered. In case of discrepancy between a unit price and extended price, the unit price will be presumed to be correct, subject, however, to correction to the same extent and in the same manner as any other mistake.

(d) Offers for supplies or services other than those specified will not be considered unless authorized by the solicitation.

(e) Offeror must state a definite time for delivery of supplies or for performance of services unless otherwise specified in the solicitation.

(f) Time, if stated as a number of days, will include Saturdays, Sundays and holidays.

(g) Code boxes are for Government use only.

3. EXPLANATION TO OFFERORS. Any explanation desired by an offeror regarding the meaning or interpretation of the solicitation, drawings, specifications, etc., must be requested in writing and with sufficient time allowed for a reply to reach offerors before the submission of their offers. Oral explanations or instructions given before the award of the contract will not be binding. Any information given to a prospective offeror concerning a solicitation will be furnished to all prospective offerors as an amendment of the solicitation, if such information is necessary to offerors in submitting offers on the solicitation or if the lack of such information would be prejudicial to uninformed offerors.

4. ACKNOWLEDGMENT OF AMENDMENTS TO SOLICITATIONS. Receipt of an amendment to a solicitation by an offeror must be acknowledged (a) by signing and returning the amendment, (b) on the reverse of Standard Form 33, or (c) by letter or telegram. Such acknowledgment must be received prior to the hour and date specified for receipt of offers.

5. SUBMISSION OF OFFERS.

(a) Offers and modifications thereof shall be enclosed in sealed envelopes and addressed to the office specified in the solicitation. The offeror shall show the hour and date specified in the solicitation for receipt, the solicitation number, and the name and address of the offeror on the face of the envelope.

(b) Telegraphic offers will not be considered unless authorized by the solicitation; however, offers may be modified by telegraphic notice, provided such notice is received prior to the hour and date specified for receipt. (However, see par. 8.)

(c) Samples of items, when required, must be submitted within the time specified, and unless otherwise specified by the Government, at no expense to the Government. If not destroyed by testing, samples will be returned at offeror's request and expense, unless otherwise specified by the solicitation.

6. FAILURE TO SUBMIT OFFER. If no offer is to be submitted, do not return the solicitation unless otherwise specified. A letter or postcard should be sent to the issuing office advising whether future solicitations for the type of supplies or services covered by this solicitation are desired. Failure of the recipient to offer, or to notify the issuing office that future solicitations are desired, may result in removal of the name of such recipient from the mailing list for the type of supplies or services covered by the solicitation.

7. MODIFICATION OR WITHDRAWAL OF OFFERS.

(a) If this solicitation is advertised, offers may be modified or withdrawn by written or telegraphic notice received prior to the exact hour and date specified for receipt of offers. An offer also may be withdrawn in person by an offeror or his authorized representative, provided his identity is made known and he signs a receipt for the offer, but only if the withdrawal is made prior to the exact hour and date set for receipt of offers. (However, see par. 8.)

(b) If this solicitation is negotiated, offers may be modified (subject to par. 8, when applicable) or withdrawn by written or telegraphic notice received at any time prior to award. Offers may be withdrawn in person by an offeror or his authorized representative, provided his identity is made known and he signs a receipt for the offer prior to award.

8. LATE OFFERS AND MODIFICATIONS OR WITHDRAWALS. (This paragraph applies to all advertised solicitations. In the case of Department of Defense negotiated solicitations, it shall also apply to late offers and modifications (other than the normal revisions of offers by selected offerors during the usual conduct of negotiations with such offerors) but not to withdrawals of offers. Unless otherwise provided, this paragraph does not apply to negotiated solicitations issued by civilian agencies.)

(a) Offers and modifications of offers or withdrawals thereof if this solicitation is advertised, received at the office designated in the solicitation after the exact hour and date specified for receipt will not be considered unless: (1) they are received before award is made; and either (2) they are sent by registered mail, or by certified mail for which an official dated post office stamp (postmark) on the original Receipt for Certified Mail has been obtained and it is determined by the Government that the late receipt was due solely to delay in the mails for which the offeror was not responsible; or (3) if submitted by mail (or by telegram if authorized) it is determined by the Government that the late receipt was due solely to mishandling by the Government after receipt at the Government installation; provided, that timely receipt at such installation is established upon examination of an appropriate date or time stamp (if any) of such installation, or of other documentary evidence of receipt (if readily available) within the control of such installation or of the post office serving it. However, a modification of an offer which makes the terms of an otherwise successful offer more favorable to the Government will be considered at any time it is received and may thereafter be accepted.

(b) Offerors using certified mail are cautioned to obtain a Receipt for Certified Mail showing a legible, dated postmark and to retain such receipt against the chance that it will be required as evidence that a late offer was timely mailed.

(c) The time of mailing of late offers submitted by registered or certified mail shall be deemed to be the last minute of the date shown in the postmark on the registered mail receipt or registered mail wrapper or on the Receipt for Certified Mail unless the offeror furnishes evidence from the post office station of mailing which establishes an earlier time. In the case of certified mail, the only acceptable evidence is as follows: (1) where the Receipt for Certified Mail identifies the post office station of mailing, evidence furnished by the offeror which establishes that the business day of that station ended at an earlier time, in which case the time of mailing shall be deemed to be the last minute of the business day of that station; or (2) an entry in ink on the Receipt for Certified Mail showing the time of mailing and the initials of the postal employee receiving the item and making the entry, with appropriate written verification of such entry from the post office station of mailing, in which case the time of mailing shall be the time shown in the entry. If the postmark on the original Receipt for Certified Mail does not show a date, the offer shall not be considered.

9. DISCOUNTS. (a) Notwithstanding the fact that a blank is provided for a ten (10) day discount, prompt payment discounts offered for payment within less than twenty (20) calendar days will not be considered in evaluating offers for award, unless otherwise specified in the solicitation. However, offered discounts of less than 20 days will be taken if payment is made within the discount period, even though not considered in the evaluation of offers.

(b) In connection with any discount offered, time will be computed from date of delivery of the supplies to carrier when delivery and acceptance are at point of origin, or from date of delivery at destination or port of embarkation when delivery and

acceptance are at either of those points, or from the date correct invoice or voucher is received in the office specified by the Government, if the latter date is later than date of delivery. Payment is deemed to be made for the purpose of earning the discount on the date of mailing of the Government check.

10. AWARD OF CONTRACT. (a) The contract will be awarded to that responsible offeror whose offer conforming to the solicitation will be most advantageous to the Government, price and other factors considered.

(b) The Government reserves the right to reject any or all offers and to waive informalities and minor irregularities in offers received.

(c) The Government may accept any item or group of items of any offer, unless the offeror qualifies his offer by specific limitations. UNLESS OTHERWISE PROVIDED IN THIS SCHEDULE, OFFERS MAY BE SUBMITTED FOR ANY QUANTITIES LESS THAN THOSE SPECIFIED; AND THE GOVERNMENT RESERVES THE RIGHT TO MAKE AN AWARD ON ANY ITEM FOR A QUANTITY LESS THAN THE QUANTITY OFFERED AT THE UNIT PRICES OFFERED UNLESS THE OFFEROR SPECIFIES OTHERWISE IN HIS OFFER.

(d) A written award (or Acceptance of Offer) mailed (or otherwise furnished) to the successful offeror within the time for acceptance specified in the offer shall be deemed to result in a binding contract without further action by either party.

The following paragraphs (e) through (h) apply only to negotiated solicitations:

(e) The Government may accept within the time specified therein, any offer (or part thereof), as provided in (c) above, whether or not there are negotiations subsequent to its receipt, unless the offer is withdrawn by written notice received by the Government prior to award. If subsequent negotiations are conducted, they shall not constitute a rejection or counter offer on the part of the Government.

(f) The right is reserved to accept other than the lowest offer and to reject any or all offers.

(g) The Government may award a contract, based on initial offers received, without discussion of such offers. Accordingly, each initial offer should be submitted on the most favorable terms from a price and technical standpoint which the offeror can submit to the Government.

(h) Any financial data submitted with any offer hereunder or any representation concerning facilities or financing will not form a part of any resulting contract; provided, however, that if the resulting contract contains a clause providing for price reduction for defective cost or pricing data, the contract price will be subject to reduction if cost or pricing data furnished hereunder is incomplete, inaccurate, or not current.

11. GOVERNMENT-FURNISHED PROPERTY. No material, labor, or facilities will be furnished by the Government unless otherwise provided for in the solicitation.

12. LABOR INFORMATION. General information regarding the requirements of the Walsh-Healey Public Contracts Act (41 U.S.C. 35-45), the Contract Work Hours Standards Act (40 U.S.C. 327-330), and the Service Contract Act of 1965 (41 U.S.C. 351-357) may be obtained from the Department of Labor, Washington, D.C. 20210, or from any regional office of that agency. Requests for information should include the solicitation number, the name and address of the issuing agency, and a description of the supplies or services.

13. SELLER'S INVOICES. Invoices shall be prepared and submitted in quadruplicate (one copy shall be marked "original") unless otherwise specified. Invoices shall contain the following information: Contract and order number (if any), item numbers, description of supplies or services, sizes, quantities, unit prices, and

extended totals. Bill of lading number and weight of shipment will be shown for shipments made on Government bills of lading.

14. SMALL BUSINESS CONCERN. A small business concern for the purpose of Government procurement is a concern, including its affiliates, which is independently owned and operated, is not dominant in the field of operation in which it is submitting offers on Government contracts, and can further qualify under the criteria concerning number of employees, average annual receipts, or other criteria as prescribed by the Small Business Administration. (See Code of Federal Regulations, Title 13, Part 121, as amended, which contains detailed industry definitions and related procedures.)

15. CONTINGENT FEES. If the offeror, by checking the appropriate box provided therefor, has represented that he has employed or retained a company or certain other than a full-time bona fide employee working solely for the offeror to solicit or secure this contract, or that he has paid or agreed to pay any fee, commission, percentage, or brokerage fee to any company or person contingent upon or resulting from the award of this contract, he shall furnish, in duplicate, a complete Standard Form 119, Contractor's Statement of Contingent or Other Fees. If offeror has previously furnished a completed Standard Form 119 to the office issuing this solicitation, he may accompany his offer with a signed statement (a) indicating when such completed form was previously furnished, (b) identifying by number the previous form, and (c) if any, in connection with which such form was submitted, and (c) representing that the statement in such form is applicable to this offer.

16. PARENT COMPANY. A parent company for the purpose of this offer is a company which either owns or controls the activities and basic business policies of the offeror. To own another company means the parent company must own at least a majority (more than 50 percent) of the voting rights in that company. To control another company, such ownership is not required; if another company is able to formulate, determine, or veto basic business policy decisions of the offeror, such other company is considered the parent company of the offeror. This control may be exercised through the use of dominant minority voting rights, use of proxy voting, contractual arrangements, or otherwise.

17. EMPLOYER'S IDENTIFICATION NUMBER. (Applicable only to advertised solicitations.) The offeror shall insert in the applicable space on the offer form, if he has no parent company, his own Employer's Identification Number (E.I. No.) (Federal Social Security Number used on Employer's Quarterly Federal Tax Return, U.S. Treasury Department Form 941), or, if he has a parent company, the Employer's Identification Number of his parent company.

18. CERTIFICATION OF INDEPENDENT PRICE DETERMINATION. (a) This certification on the offer form is not applicable to a foreign offeror submitting an offer for a contract which requires performance or delivery outside the United States, its possessions, and Puerto Rico.

(b) An offer will not be considered for award where (a)(1), (a)(3), or (b) of the certification has been deleted or modified. Where (a)(2) of the certification has been deleted or modified, the offer will not be considered for award unless the offeror furnishes with the offer a signed statement which sets forth in detail the circumstances of the disclosure and the head of the agency, or his designee, determines that such disclosure was not made for the purpose of restricting competition.

19. ORDER OF PRECEDENCE. In the event of an inconsistency between provisions of this solicitation, the inconsistency shall be resolved by giving precedence in the following order: (a) the Schedule; (b) Solicitation Instructions and Conditions; (c) General Provisions; (d) other provisions of the contract, whether incorporated by reference or otherwise; and (e) the specifications.

10. AFFIRMATIVE ACTION PROGRAM: The bidder (or offeror) represents that (1) he () has developed and has on file () has not developed and does not have on file at each establishment affirmative action programs as required by the rules and regulations of the Secretary of Labor (41 CFR 60-1 and 60-2) or (2) he () has not previously had contracts subject to the written affirmative action program requirement of the rules and regulations of the Secretary of Labor.
11. NONDISCRIMINATION BECAUSE OF AGE: It is the policy of the Executive Branch of the Government that (a) Contractors and Subcontractors engaged in the performance of Federal contracts shall not, in connection with the employment, advancements, or discharge of employees, or in connection with the terms, conditions, or privileges of their employment, discriminate against persons because of their age except upon the basis of a bona fide occupational qualification, retirement plan, or statutory requirement, and (b) that Contractors and Subcontractors, or persons acting on their behalf, shall not specify, in solicitations or advertisements for employees to work on Government contracts, a maximum age limit for such employment unless the specified maximum age limit is based upon a bona fide occupational qualification, retirement plan, or statutory requirement.
12. IDENTIFICATION OF MINORITY BUSINESS ENTERPRISES: The business entity submitting this offer () is () is not a minority business enterprise. This certification is requested for statistical purposes only and is not a restriction on eligibility for doing business with the Department of Justice. (The term "minority business enterprise" is defined as a business at least 50% of which is owned by minority group members or, in case of publicly owned businesses, at least 51% of the stock of which is owned by minority group members. For the purpose of this definition, minority group members are Negroes, Spanish speaking Americans, American-Orientals, American-Indians, American-Eskimos, and American Aleuts.)
13. CLEAN AIR AND WATER CERTIFICATION: (Applicable if the bid or offer exceeds \$100,000 or the Contracting Officer has determined that orders under an indefinite quantity contract in any year will exceed \$100,000, or a facility to be used has been the subject of a conviction under the Clean Air Act (42 U. S. C. 1857c-8(c)(1)) or the Federal Water Pollution Control Act (33 U. S. C. 1319(c)) and is listed by EPA, or is not otherwise exempt.)
- The bidder or offeror certifies as follows:
- (a) Any facility to be utilized in the performance of this proposed contract has (), has not (), been listed on the Environmental Protection Agency list of violating facilities.
 - (b) He will promptly notify the Contracting Officer, prior to award, of the receipt of any communication from the Director, Office of Federal Activities, U. S. Environmental Protection Agency, indicating that any facility which he proposes to use for the performance of the contract is under consideration to be listed on the EPA list of violating facilities.
 - (c) He will include substantially this certification, including this paragraph (c), in every nonexempt subcontract.
14. HANDICAPPED: The offeror certifies with respect to the Employment of the Handicapped clause as follows:
1. He () has, () has not previously been awarded a contract which included the clause. (If affirmative, execute 2.)
 2. The time specified for contract performance () exceeded 90 days, () did not exceed 90 days. (If more than 90 days, execute 3.)
 3. The amount of the contract was () less than \$500,000, () more than \$500,000, and he () has, () has not published his program for the employment of the handicapped. (If more than \$500,000, execute 4.)
 4. He () has, () has not submitted the required annual report to the Assistant Secretary of Labor for Employment Standards.
 5. He () has, () has not made a good faith effort to effectuate and carry out his affirmative action program.
 6. He will not award subcontracts to persons or concerns that have not published

GENERAL CONDITIONS

1. Contract Type: The contract will be awarded on a Cost Plus Fixed Fee (CPFF) basis.
2. Award: Award will be made in whole to one bidder only.
3. Performance Period: The period of performance will be for one year starting with the date of award.
4. Project Manager: Necessary data and contractor coordination will be obtained through a project manager who will be designated in writing at the time of awarding of the contract. The Project Manager reserves the right to discuss programmatic aspects of the contract to ensure the completion of the contract in a manner consistent with the needs and interests of the Government. The Project Manager reserves the right to approve any change in personnel on the contract.
5. Services Available from Other Sources:
 - a. From INS
Data from the Alien Address Report Program can be made available.
 - b. From Other Agencies
The Bureau of the Census will provide advice, information, and copies of existing materials to the Contractor. Detailed information as to what this material consists of will be provided by the Project Manager.
 - c. From MTA Contractor
INS has awarded a contract for Management and Technical Assistance (MTA) on all efforts comprising the 1976-77 illegal aliens research program. The MTA Contractor will be available to the successful offeror for advice and assistance relating to selection of target areas, design of interview instruments, issuance of subcontracts for fieldwork, plans for involving the immigration bar, and other study components on which INS desires the participation of the MTA Contractor in INS Residential Survey Contractor activities.
6. Acceptance: Final acceptance of the total contract requirements shall be made only by the Contracting Officer.
7. Payment: Proposals must include a detailed breakdown of projected costs including fixed fee. Monthly requests for payment shall be in the same format and shall show both current costs and cumulative costs. Payments will be made in accordance with Clause No. 38 -- PAYMENT in the General Provisions.

8. Telegraphic Bids: Telegraphic bids are not authorized or acceptable.
9. Reference materials Enclosed:
 - a. LEAA-funded Research Design, by David S. North
 - b. INS Annual Report - 1975
10. Extras: Except as otherwise provided in this contract, no payment for extras shall be made unless such extras and the price therefor have been authorized in writing by the Contracting Officer.

PROPOSALS

I. Proposal Preparation. Proposals must include a complete and detailed step by step narrative of the work proposed to perform the contract. Areas to be specifically addressed are as follows:

- A. Offerors approach to the problem based on the methodology presented: The unique challenge of determining the parameters of the elusive illegal alien population has made a methodology design difficult. The problems inherent in the illegality determination- validation of responses, confidentiality of responses and final sampling procedures demand a thoughtful innovative approach.
- B. Study plan format: The study plan format should indicate the offeror's approach to finalizing the sampling procedures, developing analysis and confidentiality plan and a time framework for completing the tasks.
- C. Data collection instrument: The offeror's proposal should include a description of the data collection instrument format, sample questions, the mechanism to be used to ensure response consistency and confidentiality and an explanation of how the illegality of respondents will be determined from the data collected.
- D. Training plan: The recruitment and training of interviewers is of utmost importance to collecting useful data. The proposal should include planned criteria for recruitment, proposed curriculum of training, evaluation of interviewers from pretest, and proposed additional training if necessary.
- E. Pretest method: Proposals should include a plan of how to administer the pretest and how the results will be evaluated. Proposals should indicate how the results from the pretest will be validated as the validity of these results will determine the usefulness of the data collection instrument for the fall study.
- F. Plan for confidentiality of respondents: Confidentiality is of extreme importance to the success of this particular survey. Illegal aliens will most likely be extremely reluctant to answer questions if they perceive that in any point in time a law enforcement agency, either INS or any other, will have access to their responses, identity or location. Therefore, a plan for confidentiality is essential to obtaining valid results. The data must be collected in such a way that the identity and specific location of a respondent is totally unknown and inaccessible through all stages past the actual interview.
- G. Data analysis plan: Proposals should indicate what questions are to be answered through data analysis and how the data will be integrated to provide these results. Proposals should also indicate what other data sources will be used and how the information will be integrated into the analysis.

H. Optional task plan: All proposals must address each of the four optional tasks. Failure to do so will result in rejection of the entire proposal as nonresponsive. The following points must be discussed separately for each option:

1. Approach to different options;
 - a. Data elements to be collected and sources; and
 - b. Methodologies to be employed.
2. Study and analysis plan; and
 - a. Method for integration of portions of study; and
 - b. List of specific analysis questions to be addressed.
3. Complete cost breakout including impact on interview number of main study.

I. Authorship of proposal: Proposals should indicate the author's name. This information will be used in conjunction with item number 3 of the evaluation criteria.

The narrative must include estimates of labor required. The description must show a feasible plan and sufficient understanding of the problem, in the Contracting Officer's judgement, to successfully perform the contract requirements. Failure to submit this narrative with the proposal will result in rejection of the offer as nonresponsive. Offerors are encouraged to use the following overall outline for the Technical Proposal, in order to facilitate Proposal review:

Cover Page, including Proposal (author(s) and proprietary statement

- I. Overview and Statement of the Requirement
- II. Technical Approach and Project Schedule, including a milestone chart
- III. Staffing and Management Plan, including a project organization chart, manloading table, and vitae of key project staff.
- IV. Corporate Capability, including descriptions of relevant projects performed and references for each.

In addition, the Business Proposal, separately bound, shall contain a detailed cost breakdown utilizing a format that will show all of the elements of costs upon which the proposal is based.

INS may award a contract, based on initial proposals received, without discussion of such proposals. Therefore, each initial proposal should be submitted on the most favorable terms from a technical and price standpoint that the offeror can submit to INS.

Any proprietary data contained in your proposal should be clearly identified, but INS reserves the right to use Government contractors and consultants to assist with the evaluation of proposals.

Such proposals may be supplemented to the extent considered necessary by INS either through additional written information or through conferences with the proposers. INS also reserves the right to reject any or all proposals in whole or in part, and/or to request clarification or modifications of proposals. You are requested to state the name(s) and telephone number(s) of person(s) authorized to represent your firm regarding this transaction to facilitate these processes as well as contract negotiations.

- II. Proposal Evaluation. Contractor selection will be based upon the evaluation of proposals received. The following criteria will be considered for evaluation and scores assigned by INS in making a selection. The evaluation will be conducted in two phases; technical and price. These factors are listed below with their relative weights:

A. Technical Evaluation

1 - 15

1. Corporate experience and demonstrated capabilities in this or related areas.
2. Educational background, experience and other demonstrated qualifications or personnel assigned to the project. Indicate extent of participation of personnel: 1/3, 1/2, 1/4, ...
3. Offeror's overall approach, explicitness of the proposal and understanding of the work required.

1 - 20

1 - 45

(a) Methodology	2
(b) Proposed approach for data collection	3
(c) Pretest method and validation	10
(d) Recruitment and training program	7
(e) Confidentiality plan	8
(f) Integration and analysis plan	15

B. Price Evaluation

1 - 15

1. Basic Survey
2. Total of Options

1 - 5

Evaluation of estimated cost will be computed by multiplying the maximum point score available by the fraction representing the ratio of the lowest estimated cost to the particular suppliers proposed estimated cost as illustrated below:

$$\frac{60,000}{75,000} \times \frac{15}{1} = \text{point score for estimated cost (base project)}$$

$$\frac{60,000}{75,000} \times \frac{15}{1} = 12$$

$$\frac{30,000}{40,000} \times \frac{5}{1} = \text{point score for estimated cost (option)}$$

$$\frac{30,000}{40,000} \times \frac{5}{1} = 3.75$$

where \$60,000 represents the estimated cost (less options) of the lowest responsive responsible offeror,

\$75,000 represents the estimated cost (less options) of the responsive responsible offeror being evaluated,

- \$30,000 represents the total estimated cost of the options of the lowest responsive responsible offeror,

- \$40,000 represents the total estimated cost of the options of the responsive responsible offeror being evaluated.

Offerors are advised that selection of an offeror for contract award will be made after a careful evaluation of the proposals received by a panel of specialists within ING. Each panelist will evaluate the proposals as to the factors enumerated above, assigning to that factor a numerical weighting within the range shown for each of those factors. All panelists scores for each offeror will then be averaged to select an offeror or develop a list of offerors.

SCHEDULE

I. BACKGROUND

A. General. The total number of illegal aliens presently residing in the United States appears to have increased significantly over the past ten years. During this ten year period the number of INS apprehensions of illegal aliens has grown from 110,000 in 1965 to over 760,000 in 1975. The increase in apprehensions is considered to be an indication of the illegal alien situation since INS resources have not increased commensurately with the growth in apprehensions. The total number of aliens who entered illegally plus those who overstayed illegally, those who successfully eluded apprehension in addition to those apprehended, is open to speculation.

The presence of a large number of illegal aliens is believed to aggravate unemployment, worsen the housing situation for the poor and increase the demand on our educational and medical facilities. Because of this, reliable information on the characteristics, impact, distribution and numbers of illegal aliens is mandatory. Without reliable data on the parameters of the illegal alien population/problem, Federal agencies sponsoring social service benefit and employment opportunity programs cannot modify the controls of their programs to ensure that only eligible persons are recipients. Additionally, INS needs this information to ensure optimum resource allocation.

B. Illegal Alien Study. Recognizing the crucial need for accurate information on illegal aliens, the Law Enforcement Assistance Administration funded a research design of a major study to be undertaken by INS in FY 1976 to determine the magnitude, characteristics and impacts of the illegal alien population. A study design for this particular project was completed in May 1975. Later, in October 1975, the study design was validated by another firm. The design outlines seven separate but interrelated studies:

1. Residential Survey
2. Industrial Survey
3. Border Patrol Staffing Experiment
4. Border Patrol Sensor Reporting Experiment
5. Fraudulent Entrants Study
6. Characteristics Survey
7. Impact of Illegal Aliens on Legal Aliens and Related Minority Groups

Some of the seven separate studies listed above have been combined into one study, are currently underway, or have been completed. The Fraudulent Entrants Study was initiated in September 1975 and completed in May 1976. The Border Patrol Staffing and Sensor Reporting Experiments were initiated in September 1975. These two studies are still underway.

As time evolved, interest in this project was expressed by other federal, state, and local agencies. Alternate approaches to this study were suggested by these agencies and taken into consideration.

In March 1976 the Domestic Council Committee on Illegal Aliens volunteered assistance. The feasibility of alternate approaches was discussed. The final refined methodology to be utilized for this Residential Survey is a consensus of efforts by the Immigration and Naturalization Service, Department of Justice, Bureau of Census, and Department of Health, Education and Welfare.

Over the past months, the original design has been modified to combine the Industrial Survey and a major part of the Characteristics Study into the Residential Survey. Thus, characteristics data, labor market and social service impact information will be collected from the Residential Survey interview instrument, along with an estimate of the resident illegal alien population in the twelve most populous states.

II. DEFINITIONS

A. Aliens.

1. Nonimmigrant: Aliens who are admitted to the United States for temporary periods of time. The various classes of nonimmigrants include diplomats and their families, attendants, servants, and personal employees; visitors for business or pleasure; aliens transiting the United States; treaty traders and investors; representatives of international organizations and their families, attendants, servants, and personal employees; temporary workers or trainees; representatives of foreign information media; exchange visitors; fiance(e)s of U.S. citizens; intracompany transferees; NATO representatives; and the spouses and children of aliens in several of the aforementioned classes.
2. Immigrant: Every alien not classified as a nonimmigrant. The term normally applies to an alien becoming a permanent resident of the United States.
3. Legal Alien: An alien who has entered the U.S. through a port of entry with proper documentation and has not violated the terms of his admission.
4. Illegal Alien: An alien who has entered the U.S. without proper immigration documentation or who has violated the terms of his admission or otherwise become deportable after entry.

5. Registered Alien: An alien who has reported his address and other information to INS in the Alien Address Report Program in January each year as required by law.
6. Visa Abuser: An alien who has violated the terms of his visa subsequent to his legal entry.
7. Border Crossing Card Abuser: An alien who has violated the terms of his border crossing card subsequent to his legal entry.
8. Malafide Applicant: An alien who purposely misstates his intentions upon his admission.
9. Entrant Without Inspection (EWI): An alien who enters the U.S. surreptitiously at other than ports of entry.
10. Imposter: A person presenting a legal document which was issued to another person.

B. Relevant Entry Documents

1. Passport: A government document issued to citizens for travel abroad, subject to visa requirements, certifying his identity and citizenship.
2. Visa: An endorsement either on a passport or separate from the passport, showing that it has been examined by the proper officials of a country and granting entry into or passage through country.
3. Border Crossing Card: A document of identity issued to an alien who is a resident in foreign contiguous territory, for the purpose of crossing over the borders between the United States and that foreign contiguous territory for temporary periods.
4. Fraudulent Documents: Legitimate documents which have been altered or counterfeited to attempt illegal entry into the U.S.
5. Apprehension Record - Form 213: The form filled out by officers of the Immigration and Naturalization Service upon apprehension of an alien. This form includes information on name, sex, address, previous entries, occupation, status at entry, etc.

C. Miscellaneous Terms

1. SMSA: A Standard Metropolitan Statistical Area consisting of a county or group of counties containing at least one city (or twin cities) having a population of 50,000 or more, plus adjacent counties which are metropolitan in character and are economically and socially integrated with the central city.

2. Rural Area: Any area outside an SMSA.
3. Alien Address Report Program: The annual January registration required of aliens present in the U.S. Data on nationality, sex, occupation, etc., are available from the records obtained under this Program.
4. Deportable Alien: An alien who falls within one of the general classes of deportability specified in the Immigration and Nationality Act. These classes include entering without inspection, committing and being convicted of certain crimes, advocating the violent overthrow of the U.S. Government, violating the terms of their nonimmigrant admission, etc.

III. PURPOSE

- A. Basic. The basic purpose of the Residential Survey is to compile and analyze data on the size and characteristics of the illegal alien population in selected areas. This information could also be an indication of possible impacts on social service programs and the labor market.
- B. Specific. More specifically the basic objectives of the Residential Survey are to:
 1. Estimate the number of illegal aliens by type (EWI, visa abuser, malafide applicant, etc.) in the selected areas within the twelve most populous states: California, New York, Pennsylvania, Texas, Illinois, Ohio, Michigan, New Jersey, Florida, Massachusetts, Indiana, and North Carolina;
 2. Collect and analyze characteristics information on illegal aliens such as: age, sex, nationality, marital status, mode of entry, education, length of stay, source of livelihood;
 3. Determine extent of participation of illegal aliens in social service programs and labor market; and
 4. Stimulate interest in further illegal alien research in specific areas from results of this effort.

IV. METHODOLOGY

- A. Procedures. The following describes the basic methodology as presently envisioned by INS. It has been included to provide guidance to prospective bidders as to the current thinking on site and sample selection. It is not designed to restrict the thinking or approaches that may be proposed by offerors. However, offerors must respond to the approach presented. In addition, a different approach may be proposed. If so, an explanation of why the proposed approach is believed to better accomplish the objectives of the study should be included.

The mandatory approach is as follows:

1. Select the largest metropolitan areas (SMSAs) from the twelve most populous states.
2. For all of the selected SMSAs, compile the universe of census tracts.
 - a. Take a random number of tracts ($N =$ approximately 1,000).
 - b. For each census tract selected, acquire a list of all addresses. Select for interview a simple random sample from a universe of all possible addresses.
 - c. For each selected tract, compile the universe of blocks. Take a random selection of blocks from each tract ($N =$ approximately 10 from each tract).
3. Lay a numbered grid over the rural areas.

For the purposes of this study "rural area" is defined as non-SMSA area. (See Section II - DEFINITIONS.) The cells in the grid must be standardized. The contractor will choose the method of standardization. Possible approaches are by geographic unit or by population density. With rural area defined as non-SMSA, census tracts may be available for use for middle-size cities, towns, etc.

- a. Randomly select grids.
 - b. Duplicate procedures used in urban areas. Addresses may be difficult to obtain, thus some grids may have to be totally saturated.
4. Prepare INS data for computer use.

In the original design which Mr. David North, then of Linton and Company, completed for INS under contract to the Law Enforcement Assistance Administration, the assumption that illegal aliens cluster where legal aliens of similar socioeconomic and ethnic background reside was made. This assumption has not yet been proven. However, the following sample may support this assumption while providing much characteristic information on illegal aliens.

- a. Select those records of registered aliens living in the SMSAs in the twelve selected states.
- b. Code these records according to zip code.
- c. List the zip code areas by frequency.

5. Compile the list of zip code areas and take a random sample of three areas ($N =$ approximately 250).
 - a. For each selected zip code area, compile a universe of blocks.
 - b. Take a random sample of blocks ($N =$ approximately 20 from each zip code area).
6. Train field staff to approach each block using an unbiased method.
7. Prepare an instrument appropriate for screening and direct interviews.
 - a. Two or three screening questions should be prepared to see if the family should be considered further, if not, collect information on size of family.
8. Train interviewers to conduct direct face-to-face interviews for both screening and data collection.

The data from the tracts selected randomly would be used to make unbiased estimates of the illegal alien populations in these SMEAs. The data from the zip code areas would be used to develop ratios of legals to illegals which may be extrapolated to other similar zip codes as well as to bolster the number of cases used to look at characteristics of illegals.

- B. Sample Sizes. The above procedure would result in the following sample sizes:

Random Sample

1,000	
10,000 blocks	
30,000 addresses	
24,000 screening	
interviews (80%)	
6,000 direct interviews	

High Estimates

250 Zip areas	
5,000 blocks	
25,000 addresses	
15,000 screening	
interviews (60%)	
10,000 direct interviews	

Low Estimates

900 tracts	
9,000 blocks	
18,000 addresses	
15,300 screening	
interviews (85%)	
2,700 direct interviews	

200 Zip areas	
4,000 blocks	
16,000 addresses	
10,400 screening	
interviews (65%)	
5,600 direct interviews	

V. RATIONALE FOR FINAL APPROACH

- A. The Final, Selected Approach. The following discussion indicates the difficulties that have been faced in attempting to follow a "pure" totally unbiased research design for a valid national sample. A more realistic approach, the one finally decided upon, is an attempt to combine the possible methods into one study.
- B. Problems in Obtaining National Estimates. While the desired end result is a national estimate of the number of illegal aliens in the U.S., the methodology required is fraught with problems. National estimates require that the entire U.S. be included in the sampling universe. A simple random sample of all counties in the U.S. and a simple random sample of household addresses within each selected county is one possible procedure. Another possible procedure is a stratified sample in which random samples would be taken from (a) all cities of 250,000 or more, (b) cities of 100,000 to 249,999, (c) cities of 50,000 to 99,999, (d) cities of less than 50,000. A separate sampling frame would be established for non-urbanized areas based perhaps on density (i.e., rural areas with 10 persons per square mile or more, etc.) or a grid system.

The major problem with the sampling frameworks discussed above is the unproductiveness inherent in the procedure. The total U.S. population is approximately 215 million. Although lacking data, most estimates of the number of illegal aliens range from below 1 percent of the national total to 10 percent of the national total. For the sake of illustration, we can use these figures to note that in a study which utilizes a national sampling framework, for every 90 to 99 interviews with non-illegal aliens, we will obtain 10 to 1 interviews with illegal aliens.

The general consensus among representatives from INS and the Domestic Council Committee on Illegal Aliens is that while national estimates based on a national sample of households is desirable, this method offers too few usable interviews per one hundred interviews. In the long run, to obtain valid data, it is estimated by Current Population Surveys (CPS) that the absolute minimum number of cases needed in a national sample is 4,000 before the standard error would be within a range from which accurate estimates could be made. Moreover, to the extent that detailed information on characteristics is desired, the sample must be increased accordingly. On the basis of the proportions we have been using for illustrative purposes, to obtain 5,000 interviews with illegal alien households would require a sample size ranging from 50,000 to 500,000 households.

- C. Estimates by Selected Areas. Another possibility was to strive to obtain estimates of illegal aliens in selected areas. National estimates can be made from this method, but various assumptions would have to be made about the generalizability of patterns actually observed. In the end, this method would allow for statements such as "there are x number of illegal aliens in the large urban areas of the twelve most populous states."

It is currently believed that a study focusing upon the twelve most populous states would utilize resources more efficiently. The twelve states, California, New York, Pennsylvania, Texas, Illinois, Ohio, Michigan, New Jersey, Florida, Massachusetts, Indiana, and North Carolina, represent approximately 60 percent of the total U.S. population, a vast majority of the major metropolitan centers, and approximately 89 percent of the total U.S. legal alien population.

Within these twelve states, there are at least two possible approaches:

1. Simple random sampling. The first step would be to acquire as complete an address list as possible for the 12 selected states. This would probably necessitate combining available public lists (Address Coding Guides) and commercial compilations (Polk Street Directories). The Census Bureau uses the Post Office as a primary source and this is also a possibility. The second step is to take a random sample from the universe of addresses. To increase the sample size an initial interview could be used along with a few brief screening questions to avoid the cost of interviewing all the selected households. Interviews would then be concentrated on households with "possible illegals."

The simplicity of this unbiased procedure is its greatest advantage, but the cost of obtaining addresses for all the households in twelve states would be enormous.

2. Stratified Sampling. One way to avoid the cost of acquiring all the addresses is to first select sampling areas and then acquire address lists only for those areas selected. For example, large metropolitan areas (SMSAs) located in the twelve selected states would be treated separately from rural areas. (See Section IV. METHODOLOGY.)
- D. Judgmental Sampling Using Available Data. In some cases it would be possible to use available information to select the sampling areas in order to preserve resources and focus upon a particular population. This method would require that funds be utilized first of all to prepare the INS data for computer use and access. Once available for tabulations, information which could be used to identify areas where illegals are likely to reside include (a) the residence of registered aliens, (b) the intended residence of legal entrants, and (c) apprehension records. If this information could be tabulated by zip code, a sample could be taken of those zip codes where a significant number of legal aliens reside.

If the assumption that legally registered resident aliens and illegal aliens tend to concentrate in similar housing is correct, this method would yield high results. If the assumption is incorrect, the number of illegals could be greatly underestimated.

Common sense leads one to speculate that zip code areas located in major metropolitan areas, ports of entry, coastal states and border areas would predominate. Some method of sampling these areas according to their proportional representation to the total U.S. populations would be appropriate to assist in adjusting the figures.

VI. SCOPE OF WORK

- A. Period of Performance. The performance period for this contract is twelve months following date of award. All deliverables will be completed according to the schedule.
- B. Tasks. The methodology presented in Section IV. addresses the problem of site selection and sample plan. The following tasks relate specifically to how and what data is to be collected, verified and analyzed.
 - 1. Design Study Plan. The Study Plan should include finalized sampling procedures, a data analysis plan and a plan to ensure confidentiality of respondents and their answers. Key questions to consider in the data analysis plan are:
 - a. Do illegal aliens mainly cluster in urban or rural areas? Is there a variance by nationality? Mode of entry? Age? Sex?
 - b. Do illegal aliens have families in the U.S.? In their native country? How many dependents?
 - c. Do illegal aliens have difficulty finding employment? Do they change jobs frequently? Does upward mobility exist for illegal aliens? Nationality, mode of entry, sex variance? Which sectors of the labor market are illegal aliens in?
 - d. Do illegal aliens cluster where legal aliens reside? When they first come? Always? For how long? Do they cluster in nationality groups?
 - e. Do illegal aliens pay more taxes than the benefits they receive from social service programs?
 - f. Do illegal aliens intend to stay? How often do they go home?
 - 2. Develop Data Collection Instruments. Determine what information, identified in Task 1, will be gathered from screening questions, indepth questions, interviews with community and industry leaders, literature search, etc. The questions for interviews should include cross-check questions for response consistency. The instrument should be so designed as to be able to make a clear determination of an alien's illegality. To facilitate responses to the questions, the confidentiality method should be made clear, with particular attention on a mechanism to ensure that no law enforcement agency has access to the identity of the respondents.

The plan for confidentiality should provide a means to ensure the respondent confidentiality while maintaining the ability to validate results. A possible system might be to number the questionnaires, thus removing the identity of the respondent from the data collection instrument. The plan should also address the need to avoid breaking down data to easily identify the specific community where illegal aliens are found to reside.

3. Develop pretest. The pretest of the data collection instrument is essential to the success of obtaining useful information. Attention should be focused on:
 - a. Validation of results through records check or other means;
 - b. Test of "illegal alien" determination; and
 - c. Necessary modifications of interview instrument.
4. Prepare Office of Management and Budget Clearance Package. A thorough and comprehensive survey and form clearance procedure is required by OMB. The contractor will prepare a justification statement for OMB to include:
 - a. Statement of purpose and direction of study;
 - b. Methodological and analytical techniques planned; and
 - c. Expected purposes and use.
- Note: Clearance from OMB may take up to three months.
5. Recruit and Train Interviewers (Field Staff). Here again, the skill of the interviewers is crucial to useful results. Criteria for recruitment might include:
 - a. Languages: English, French, Spanish, Japanese, Chinese, Asiatic and African dialects, etc.
 - b. Background: Experience with other cultures, extensive travel, Peace Corps, present neighborhood, religion, etc.
 - c. Interview capability: Informal, conversational, friendly, etc.A training plan should be developed covering:
 - a. Unbiased house selection;
 - b. Interview techniques;
 - c. Physical appearance;
 - d. First impressions; and
 - e. Practice interviews.

If the pretest results are negative, further training may be necessary and the plan should reflect this possibility.

6. Conduct Survey. In close coordination with INS, the contractor will monitor data collection, interviewers, etc.
7. Prepare Comprehensive Report. Once the results have been collected, tabulated, and analyzed the final report will be prepared. The report should include chapters on:
 - a. Methodology used for data collection and analysis;
 - b. Discussion on results analysis answering questions outlined in Task 1;
 - c. Critique of original design and data collection requirement;
 - d. Recommendations for future partial or complete replication of the final approach;
 - e. Executive Summary; and
 - f. Graphics, diagrams, appendices of statistical and other technical discussions where appropriate.

INS reserves the right to request an oral briefing on the final report.

- C. Optional Tasks. Because of the strong implications of the presence of illegal aliens in the United States, other federal agencies have expressed a significant level of interest in this study and may enter into cost-sharing agreements with INS to support an expanded survey.

Specific interest has been expressed in the impact of illegal aliens on the labor market; the tax collection system, public housing, and social service programs.

Offerors are requested to address each of these areas of concern in their proposals and to provide a separate, detailed cost breakdown for each option. Proposals which do not provide this information for each option will be rejected as nonresponsive.

Therefore, the contract resulting from the procurement will be subject to modification to exercise any or all of these options at any time up to 12 weeks of the date of award.

OPTION 1: THE IMPACT OF ILLEGAL ALIENS ON THE LABOR MARKET

- a. The problem. Available data suggests that a large majority of illegal aliens are workers; they are in the U.S. because they want jobs and those jobs are not available in their country of origin or, if available at all, the disparity in wage rates is enormous.

The presence of aliens illegally in the workforce is by no means a new phenomenon, but it is one that is attracting increasing attention both because of its increasing dimensions and because it is occurring in an economy of increasing scarcity, rising unemployment, and inflation.

The characteristics as well as the number of illegal aliens affect the labor market. Some illegal aliens appear to have minimal occupational skills, little knowledge of English and, because of those two factors and their illegal status, they have little or no bargaining power in the employment sector. However, visa abusers appear to have a level of education akin to U.S. citizens and can therefore compete for high paying jobs.

Though no longer largely concentrated in Southwestern agricultural employment, illegals tend to concentrate not only in certain segments of the economy but also in certain areas of the country. They are increasingly locating in metropolitan areas, where 91% of the foreign-born residents live. Thus, the depressing effects of illegals are apparently concentrated and have particularly adverse affects on low-skilled members of minorities (blacks, Mexican-Americans, and Indians).

b. Objectives of a study of the problem. The objectives of a study of the impact of illegal aliens on the labor market are threefold:

- (1) Collection of reliable and relevant data on the number, characteristics, distribution, skills, employment and wages of illegally employed aliens;
- (2) Analysis of their impact upon the U.S. labor market; and
- (3) Recommendations, based on those data and their analysis for public policy.

c. Data collection. The illegal aliens covered in this particular study will be working-age, nonimmigrant aliens who either entered without inspection (EWI), entered with fraudulent or fraudulently obtained nonimmigrant visas, or who have worked in violation of the terms of their visas or border crossing cards. Data of the following nature should be collected:

- (1) Demographics: age, sex, marital status, place of birth, nation of citizenship;
- (2) Education and training, general and vocational;
- (3) Previous work experience in nation or origin, including occupation and wages;
- (4) Information about previous encounters with U.S. labor market, if any; wages, occupation, industry of employer;

(5) Social security number.

The contractor must identify the way(s) in which the relevant data will be collected. Among the possible methods are:

- (1) Review of INS apprehension data;
- (2) Review of INS employment surveys;
- (3) Personal interviews;
 - (a) At place of residence;
 - (b) At work site; and
 - (c) At other locations.

(4) Review of social security earnings data

d. Data Analysis. It is not intended that the labor market study (if the option is exercised) be a separate study but that it be integrated with the main study. Thus, the contractor must avoid duplication of effort between the two portions of the study and supplement the data and analyses of each. Questions to be answered with this analysis include the following:

- (1) Description of the extent and characteristics of the illegal alien work force;
- (2) Impact of illegal aliens on the U.S. and regional economies;
- (3) Impact of illegal aliens on legal aliens and minority groups in the work force; and
- (4) Mobility of illegal aliens within the work force.

e. Available policy alternatives and recommendations. Based on the analyses of all available data, the contractor will outline the findings, policy alternatives available to the Government, and any policy recommendations. This listing of policy recommendations is to be fully documented in a separate report on the impact of illegal aliens on the labor market.

OPTION 2: THE IMPACT OF ILLEGAL ALIENS ON THE TAX COLLECTION SYSTEM

a. Problem. Illegal aliens appear to come to the United States to work; many find work and there are questions as to whether or not they pay their "fair share" of income taxes. To the extent that they pay less in taxes than they receive in services, their presence in the country places a net burden on all other taxpayers. An investigation of this possibility would be valuable to INS and other agencies in making valid policy decisions concerning illegal aliens.

- b. Objectives of the study. There are two sets of objectives for this study.
- (1) Determine the size of the problem, and identify the tax payment/evasion patterns of different groups of illegals in order to provide strategies to cope with the situation within the framework of the tax system.
- (2) Determine to what extent the tax system should be used (apart from, and in addition to, revenue-raising purposes) as a part of a larger strategy to discourage illegal immigration.
- c. Data collection. Since different agencies have different roles, they tend to collect data along lines that are useful internally, which may or may not mesh with the needs of other agencies. INS, for instance, does not routinely collect information on tax payment activities of the people it apprehends, nor has the Internal Revenue Service (IRS) sorted out tax payments made by illegals. That both collect social security numbers in the course of their operations is only beginning to lead to any systematic exchange of information on this problem. Thus, a study on the impact of illegals on tax collection systems would appear to be useful. Among the data sources which might be utilized for this study are:
- (1) INS Form I-213 which is completed on apprehended illegal aliens and which contains demographic and economic information; and
- (2) Interviews with illegal aliens
- (a) At residences;
- (b) At place of business; and
- (c) At point of deportation (for apprehended illegals)
- d. Data Analysis. Once the data are collected, an analysis of the patterns of tax payment and evasion by various groups of illegals, in terms of their origins, their occupations and the industries in which they worked will be made. Similarly, geographic analyses are to be made.
- e. Alternative policies and recommendations. As suggested above, the alternative policies and recommendations should be expressed both in terms of the needs and priorities of the tax collection system, per se, and the other needs of the nation. The relative advantages and disadvantages, from both points of view, should be weighed for a variety of goals and strategies in this area.

OPTION 3: THE IMPACT OF ILLEGAL ALIENS ON PUBLIC HOUSING

a. Problem. As has been described previously, there is some belief that illegal aliens may cluster in the same states, cities, and neighborhoods as legal aliens. To the extent that illegal aliens are employed in low-wage industries or not at all, they may qualify on a financial basis for low income housing. If illegal aliens qualify for low income housing, they may displace legal aliens and others qualified for public housing from their otherwise legally entitled place. A study of the extent to which this is occurring is necessary if relevant federal agencies are to understand the existence of the problem and to revise their operational strategies in line with overall policy goals.

Objectives of the study. The basic objectives of the study are as follows:

- (1) Determine the number and characteristics of illegal aliens presently living in public housing;
- (2) Identify the number (and characteristics, if possible) of otherwise legally eligible persons who were displaced; and
- (3) Determine the economic cost of the provision of public housing for illegal aliens.

b. Data collection. The contractor is requested to identify the types of data that will be collected and the sources for such data. Again, the contractor is requested to show specifically how these data will be integrated with the data collected in the other portions of the study. Among the data sources that might be utilized for the study are:

- (1) Interviews with public housing officials at the local level; and
- (2) Interviews with illegal aliens
 - (a) At residence,
 - (b) At point of deportation, and
 - (c) At location of employment.

c. Data analysis. The analysis of the data on the impact of illegal aliens on public housing will be integrated with data from other portions of the study.

- d. Alternative policies and recommendations. Following the collect on and analysis of data, the contractor will delineate the set of alternative policies that are possible and will submit a list of recommended actions in a separate report. Offerors, therefore, are requested to indicate how the list of alternative policies will be developed, how the alternatives will be weighed against each other, and how the final set of recommendations will be made.

OPTION 4: THE IMPACT OF ILLEGAL ALIENS ON SOCIAL SERVICE PROGRAMS

- a. The problem. Presumably an illegal alien residing in the United States has social service needs similar to legal resident aliens or U.S. citizens. The extent of illegal alien participation in welfare programs, health programs and the school system is unknown. Also unknown is the extent to which illegal aliens contribute to these programs through taxes. Managers of tax supported services and programs in the areas of health, education and welfare need to know the extent of illegal alien contribution and participation to determine the burden on those legally entitled to such services and to thus modify eligibility regulations if appropriate.

b. Objectives of a study.

- (1) Collect reliable and relevant data on the number, characteristics, distribution, family size, of illegal aliens participating in social service programs;
- (2) Analyze their impact on social service programs; and
- (3) Make recommendations for public policy.

c. Data collection.

- (1) Data of the following nature should be collected:

- (a) Demographics: age, sex, marital status, place of birth, size of family, etc.;
- (b) Educational level of family members;
- (c) Health history of family members;
- (d) Source of livelihood; salary, etc.;
- (e) Participation in welfare, and other social service programs, funded by HEW; and
- (f) Social security number and employment record.

NO TO THE DOOR-TO-DOOR SURVEY

The latest law enforcement "door to door" national survey proposal sold to an inept Congress by the Immigration and Naturalization Service (INS) is one of the most ludicrous, insane, dangerous, and un-American proposals ever funded by the United States Congress.

This door-to-door survey funded in 1976 by the Law Enforcement Assistance Administration at a cost of 1 million dollars (paid to Linton & Co., Inc., and another \$750,000 to be paid to J. A. Reyes Associates) is supposed to determine the magnitude, characteristics and impact of the "illegal alien" population.

²⁰ The survey is being conducted in 12 states and it will affect the following ethnic groups: MEXICAN, CANADIAN, ITALIAN, PILIPINO, JAMAICAN, COLOMBIAN, IRISH, AND DUTCH.

According to the proposal, J. A. Reyes Associates hopes to financially recruit church related groups like the Catholic Migration Service, Model Cities Programs, ~~as~~ such as One Stop Immigration in Los Angeles, ~~and~~ farmworker's groups, and community based organizations and women's groups to do their "dirty work" by becoming interviewers for the survey in their respective communities. The data gathered through questions (i.e., "Could you please give me for everyone who slept here last night, their relationship to the head of the household, their marital status, their sex, age, and place of birth?") will supposedly determine the "illegal aliens" impact on welfare agencies, housing, public transportation, road use, and development of ghettos according to Verne Jervis, Public ~~as~~ Information Officer for the INS.

In reality, the current effort by the INS against the so-called "illegal alien" and its approval by the United States Congress symbolizes the Xenophobia prevalent in Congressional immigration policy and epitomizes the inability of Congress to formulate corrective legislative solutions that will deal with the causes of the immigration problem rather than the ~~as~~ - symptoms. The "door to door" survey is the end result of this Cor ~~gressional~~ attitude and the latest propaganda effort by the INS b to convince the American taxpaying public that if give enough

money for more manpower, sensors, helicopters, and barbedwire fences, this simplistic law enforcement solution will resolve the so-called "illegal alien" problem. Experts in the field of immigration understand that law enforcement is not the answer to what is basically a social, economic, and political problem. Because of this fact, ~~undocumented~~ one only has to review the record of the INS law enforcement activities like the "door to door" survey to see that repressive and oppressive measures have been a massive waste of money and a complete failure in resolving the so-called "illegal alien" problems in this country. These activities, together with unlawful searches and seizures and interrogations lead to the victimization of millions of U. S. citizens and other properly documented residents, especially those of Mexican descent.

Our organization is opposed to this type of procedure and is adamantly opposed to the upcoming "door to door" survey for the following reasons:

- 1) The survey is a waste of the taxpayers money by the INS, a self-serving bureaucracy, which is attempting to justify and enlarge its law enforcement budget. According to the League of California cities, the proposed survey will cost between \$12-\$14 per household interview. Conservative estimates place the cost at \$1,200,000.
- 2) The survey will not accomplish the objectives of identifying the number of ~~so-called~~ "illegal aliens" and their impact on social services. Experts on scientific surveys and experts in the field of immigration have raised serious questions about the survey's reliability, accuracy, appropriateness and validity. They point out, for example, that its methodology is totally unscientific, particularly in this case where the group being studied is virtually an "invisible population." Moreover, the survey is totally contingent and dependent on the full and honest cooperation of the respondents. A factor which will surely be missing considering the reluctance of undocumented residents, relatives, and friends to answer questions regarding immigration status--especially to a stranger knocking at their door. In essence, it is presumptuous and almost impossible to believe that a person who leads an underground covert existence will provide interviewers with information concerning his or her current immigration status. Additionally, the INS knows perfectly well that under the law there is no such thing as "illegal alien" but rather persons who are either deportable or undeporatable. This is determined by due process of law by either a Federal immigration referee or a Federal magistrate.
- 3) The survey smacks of Nazi tactics and it is unnecessary and uncalled for in a democratic society. It appears to be a scheme by the Immigration and Naturalization Service to further turn neighbor against neighbor, brother against brother and friend against friend.
4. The survey is a violation of the ~~undocumented~~ Federal Privacy Act.

We propose that, instead of wasting taxpayers monies on worthless surveys which intrude on people's private lives in violation of basic rights guaranteed under the Bill of Rights and the U. S. Constitution, Congress start seriously formulating a just and humane immigration policy by:

- a) Establishing a workable amnesty and family reunification program
- b) Abolishing the Walter-McCaran Act and similar legislation so that a new immigration policy can be formulated
- c) Holding national hearings in those areas (i.e., San Diego, L.A., San Antonio, Chicago, etc.) most affected by the present immigration policy.

The time has come for this nation of immigrants to extend the same consideration to this group of people which was given to their forefathers.

The time has come for this nation of immigrants to extend the same consideration

America as a nation of immigrants must now provide the same humanitarian considerations as was extended to its forefathers.

J. Jerman Baca
JERMAN BACA Baca

Proposed Survey!

APPENDIX

INSTRUMENT USED BY LINTON AND CO., INC. IN WASHINGTON, D.C. TO SURVEY LEGAL AND ILLEGAL ALIENS

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

First I would like to ask you where you were born.

- a. Is there anyone in this household who was born outside the United States (including The Virgin Islands and Puerto Rico)?

CIRCLE RESPONSE

YES

NO

IF NO, ASK:

Could you please tell me how many people are living in this household now?

WRITE NUMBER

Thank you very much for your help. CONCLUDE INTERVIEW

IF YES, ASK:

1. Let's talk about your household then. Could you please give me for every one who lives here or slept here last night their relationship to the head of the household, their marital status, their sex, age and place of birth? As you know, I do not need their names.
 2. Could you please tell me the dates when you and the other members of the household first arrived in the U.S.

← Complete Later →

ASK OF ALL MEMBERS OF THE HOUSEHOLD WHO ARRIVED BEFORE JULY 1, 1968

4. What kind of visa does he/she have at this time?

RECORD VISA IN MATRIX

IF THEY SAY PERMANENT RESIDENT VISA OR IMMIGRANT VISA TRY AND ENCOURAGE THEM TO SHOW YOU THEIR GREEN CARD.

ASK THE FOLLOWING QUESTIONS ONLY OF ALIENS WHO ARRIVED IN THE U.S. AFTER JULY 1, 1968. IF THERE ARE NO ADULTS WHO ARRIVED AFTER THAT DATE, CONCLUDE THE INTERVIEW.

5. Now I would like to ask some questions of all the members of your household who arrived after July 1, 1968. Is there anyone over the age 18 who is employed for wages?

CIRCLE RESPONSE

YES

NO

IF YES, RECORD RESPONSES IN MATRIX

Are they treated fairly on their jobs?

WRITE IN NARRATIVE FORM

6. Are there any people in this household, adults or children enrolled in school?

CIRCLE RESPONSE

YES

NO

IF YES, FILL RESPONSES IN MATRIX

7. Have you or anyone in your household had to go to the hospital or clinic in the past two years?

CIRCLE RESPONSE

YES

NO

IF YES, ASK:

How were the hospital bills paid?

WRITE IN NARRATIVE FORM

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

WRITE IN NARRATIVE FORM

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

CIRCLE RESPONSE YES

NO

IF YES, ASK:

For how many months? _____ months

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

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

	Year	Nation
A. Father	_____	_____
Mother	_____	_____

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

CIRCLE RESPONSE	Mother	YES	NO
	Father	YES	NO

IF NO, SKIP TO Q. 12.

IF YES, ASK:

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

Mother	From	To
Father	From	To

D. Are they alive now?

CIRCLE RESPONSE	Mother	YES	NO
	Father	YES	NO

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

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

CIRCLE RESPONSE	BEFORE
	AFTER

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

CIRCLE RESPONSE	YES
	NO

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

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

A.	Year	Nation
----	------	--------

Father _____

Mother _____

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

CIRCLE RESPONSE	Mother	YES	NO
	Father	YES	NO

IF NO, SKIP TO 15.

IF YES, ASK:

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

Mother	From	To
Father	From	To

D. Are they alive now?

CIRCLE RESPONSE	Mother	YES	NO
	Father	YES	NO

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

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

CIRCLE RESPONSE	BEFORE
	AFTER

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

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

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

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

→ IF YES, ASK Q. B

IF NO, ASK:

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

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

IF "OTHER", what? _____

IF PERMANENT RESIDENT, SKIP TO C.

IF OTHER THAN PERMANENT RESIDENT, ASK:

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

RECORD VISA IN MATRIX THEN ASK QUESTION 19

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

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

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

- D. What kind of work were you certified to do?
- E. If you did not have a labor certification when you arrived, how did you get a resident visa?

RECORD RESPONSE _____

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

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

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

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

RECORD RESPONSES IN MATRIX

THANK YOU VERY MUCH FOR YOUR COOPERATION!!

Date _____

December 2, 1976

FOR IMMEDIATE PRESS RELEASE

A Local, State and Nationwide educational and informational campaign has been launched by the Ad Hoc Committee On Chicano Rights to stop the Immigration and Naturalization Service door to door survey. The survey will be done by the consultant firm J.A. REYES & ASSOCIATES from Washington D.C. The campaign effort will be directed at:

- (1) Mexican, Canadian, Itilian, Pilipino, Jamacian,Columbian, Irish, and Dutch community, in the states of CALIFORNIA, TEXAS, NEW YORK, NEW JERSEY, ILLINOIS, OHIO, PENNSYLVANIA, MICHIGAN, FLORIDA, MASSACHUSETTES, INDIANA AND NORTH CAROLINA.
- (2) Civil libertarian groups.
- (3) Farmworker organizations.
- (4) Women's groups.
- (5) Social service agencies and Community organizations.

The above mentioned groups and organizations will be requested to (a) disseminate survey information (see enclosed packet) to there respective communities (b) endorse the Ad Hoc Committee's effort to stop the survey (c) not to participate as interviewers (d) apply political pressure and (e) initiate legal action.

Reasons outlined by the Ad Hoc Committee for stopping the INS survey are:

- (1) waste of money.
- (2) questions of the survey's reliability, appropriateness and validity.
- (3) the survey smacks of Nazi tactics and is uncalled for in a democratic society.
- (4) Civil and Constitutional questions raised by the survey (5th and 14th amendment).

For complete information of the survey please see enclosed packet or call the Ad Hoc Committee at 474-8195, National City, Ca 92050 (714).