

Immigrant Workers in New Jersey:
***A Preliminary Assessment of Available Statistics,
Issues and Policy Options***

Kusum W. Ketkar, Ph.D.
Professor of Economics
Stillman School of Business

Barrie A. Peterson, M.Div.
Associate Director
Seton Hall University Institute on Work

April 2000

Seton Hall University Institute on Work
400 South Orange Avenue
South Orange, NJ 07079
Phone: 973-313-6103
Fax: 973-313-6102
E-mail: workinsitute@shu.edu

Commissioned by
New Jersey Laborers'-Employers' Cooperative Education Trust

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PREFACE

America is a nation of immigrants, with our national myth, values and identity dramatically rising from this fact. The complication comes when the present realities hit:

- Which immigrants?
- Arriving when?
- Congregating where?
- Working in what jobs at what pay?
- Participating in which citizenship activities (paying taxes, receiving services, voting, serving in the military advocating for their rights)?

This paper will summarize the most current data to help answer these questions. We set out the broad national history and patterns since immigration is a federal issue and our economy is increasingly integrated internally and globally. We then focus on New Jersey, noting the significant differences that may call for unique responses and guide our federal lawmakers in Washington.

But the issues also hold emotional, sociological and political power that often has brought more heat than light to inter-group relations, public policy and rhetoric, discussion across backyard fences and workplace conflicts. Yet these passions both shape and reflect attitudes, behavior and policies toward immigrants.

We feel both perspectives are necessary:

- To inform the growing debate over the consequences of employer sanctions, the patchwork of laws and differential treatment of groups.
- Because when the current economy's demand for labor declines, the underlying question of who do we want to be as Americans will rise in importance, surpassing the current utilitarian arguments for cheap or specialized labor.

A clue to unlocking these controversies is, as the American Immigration Law Foundation's March 2000 *Immigration Policy Reports* stated " 'new' immigrants are viewed by the majority of the population as detrimental to the larger society, while the immigrants of the 'past' are seen as having contributed to society."

In late February, this report was commissioned by the New Jersey State Laborers'-Employers Cooperative Education Trust. It is not necessarily reflective of the opinions of either the Trust or Seton Hall University. We welcome responses and critiques, since no scholarship is final and New Jersey needs an informed discussion on these crucial issues. The Institute on Work at Seton Hall University has as its mission "to create constituencies of conscience that will generate fresh thinking, new partnerships and creative long-term strategies to insure full public access to family supporting jobs in New Jersey."

April, 2000

Kusum W. Ketkar, Ph.D.
Barrie A. Peterson, M.Div.

ACKNOWLEDGMENTS

Many thanks to the following people:

Seton Hall University

Graduate Assistants: Cindy Qing Li, John Crisafulli and Hongmei Li helped with research and graphics.

Work Institute Administrator Jean Papke first conducted internet research and then performed miracles in word processing, report design and editing in an impossible timeframe.

Public Sector

INS - Lynn Durko, Regional Information Officer provided statistics.

NJDOL - Mike Malloy and Frank Myers of Unemployment Insurance, Dr. Sen-Yuan Wu plus Vivian Shapiro, Assistant Commissioner - all gave valuable information.

Social Security Administration - Bob Kentelis and Larry Krieger described the "no match" procedures.

Non-Profit Sector

Denis Johnston of the American Friends Service Committee, Newark and Chuck Bergstresser, New Jersey Immigration Policy Network

Union Sources sharing their stories included:

Hector Ramos, UNITE NY-NJ Regional Joint Board; Dave Johnson of the Laborers' Eastern Region Organizing Fund; Lizette Delgado of HERE Local 54, Atlantic City; and Mike Doklia of the Bergen United Labor Agency.

Legal perspectives were shared by:

John Grogan, Camden Center for Law and Social Justice and Tim Block of Legal Services
New Jersey

Consuelo Aguirre of the United Immigrants Association and Amabel Clement of Caribbean Empowerment Program shared "real life" stories.



Office of the Bishop
Diocese of Camden

631 Market Street
Camden, New Jersey 08102

Phone: (856) 756-7900, Ext. 5213

Fax: (856) 963-5777

E-Mail: Di.Marzio@CamdenDiocesc.org

April 2000

It is with great pleasure that I am able to write this forward to the study of immigrant workers in New Jersey. I, myself, have long been interested in the social science approach to understanding immigrant workers in the State of New Jersey. I wrote my doctoral dissertation for my Ph.D. in social work research and policy at Rutgers University on this subject. I have also published, in conjunction with Demetrios G. Papademetriou and through the Center for Migration Studies of New York in 1986, *Undocumented Aliens in the New York Metropolitan Area, An Exploration into Their Society and Labor Market Incorporation*.

This study, which has been produced by the Seton Hall University Institute on Work, of which I was also privileged to be a board member, will shed light on the labor market integration of both documented and undocumented immigrants. They both work side-by-side in the service industries and factories. Immigrants in our state are involved in our construction industries, as well as some of our high tech research centers. New Jersey has been and for the foreseeable future will be home to immigrant workers.

The contribution of the Seton Hall University Institute on Work to understanding the integration of immigrant workers in our state will go a long way to bring us from the myths that are especially destructive to the understanding the position of the immigrant workers in our society.

I highly recommend this study to your reading, while at the same time I compliment its authors.

Sincerely,

Most Reverend Nicholas DiMarzio, Ph.D., D.D.
Bishop of Camden
Chairman, National Conference of Catholic Bishops
Committee on Migration

INTRODUCTION

The dark side of the vaunted wonders of the global technological age is beginning to be seen:

- With safe, fast, cheap worldwide air travel, Americans are vacationing at unprecedented levels. At the same time, immigrants (legal or not) can more readily fly here from all parts of the world.
- With computerized scanners we enjoy delightful graphics in our magazines and rapid accounting and credit card use, but the same technology has been used to produce millions of counterfeit ID's, whether for underage drinkers or undocumented workers.
- 30-year old billionaires pop up weekly in the Silicon Valleys of America. Their workforce, however, is feudally segmented with sharply lower pay and benefits as one gets away from the executive offices. It goes down to where undocumented workers from an outsourcing maintenance firm are approaching serfdom and huddle across town twenty to a room.
- Capital is invested in (or undermines) economies around the world with the press of a button with no friction or transparency or accountability. Labor, however being rooted to a place, a language, and a culture faces extensive impediments to move and finds itself in an unwanted race to the bottom.

These, and many other factors that experts could suggest, is the context for looking at undocumented workers in New Jersey. Ordinary citizens can, if they choose to look, go beyond past perceptions and examine what is often consciously hidden by both

employers and undocumented workers alike. They can tune in to local and daily manifestations of undocumented workers:

- The young man riding a bicycle early in the morning from our older cities' poor residential areas to a nearby industrial section is likely to be an undocumented worker going to a job.
- When we enjoy a restaurant meal (whether fast food or gourmet) and note the reasonable price, we should be thanking the possibly undocumented kitchen crew.
- The neighbor's son has left college and becomes a landscaper of the lawn that you no longer choose or are able to care for. You now can afford to hire someone else to do the job whose fee is reasonable because his partially undocumented crew is paid off the books.
- That sweet woman with the charming accent who is our house cleaner, Nanny, day care staffer or home health aide could be undocumented and thus unable to organize a union or negotiate a living wage or benefits.

We have yet to mention the usual stereotype of our fruits and vegetables harvested in Ocean County by Mexican workers or our clothes sewn in Hudson County by Chinese in sweatshops.

Most New Jerseyans benefit at the expense of these workers. Indeed, without these hands and legs and brains businesses would be losing output for want of workers. We want the benefits of cheap labor and maybe even immigrants' cultural contributions, but we don't want to pay fair wages, provide benefits, or workplace protections or to bring them into full citizenship. We want something for nothing. We prefer to keep

enjoying the meal "but don't look at the kitchen." Following is a preliminary look - first via facts and stories, then with suggested policy implications.

"The U.S. economy in this period of low unemployment has become very dependent on illegal alien workers...the peasant work of this postindustrial society." - Bishop Nicholas DiMarzio of Camden 2/21/00 to the 14th Annual Inter-Faith Brotherhood-Sisterhood Breakfast in Teaneck.

EXECUTIVE SUMMARY

- The foreign-born population of the United States stands at roughly 10% of total. It is about 15% of New Jersey's population. Over a third of the 1990s increase in the US and New Jersey populations can be attributed to the inflow of immigrants.
- The foreign-born population tends to be younger. Roughly 80% of foreign-born compared to some 60% of native-born are in working age groups. Some 10% of foreign-born compared to 24% of native-born are less than 18 years old.
- Foreign-born tend to be either highly educated or have less than high school education. Relatively more of the native-born population tends to have completed either high school or have some college education.
- Proportionately more foreign-born are employed in low paying and low-skill jobs either as laborers or in service occupations. Relatively more of native-born than foreign-born are employed as managers, professionals, technical, sales and administrative support persons. The labor-force participation rates, however, tend to be about the same for foreign-born and native-born.
- The foreign-born and native-born populations complement each other in age, education and occupation. Incomes of native-born are higher and the poverty rate and welfare dependence among foreign-born is higher.
- New Jersey is one of the six states in the Union that has been most impacted by the influx of recent immigrants.
- Immigrants of the 1990s have tended to settle in major metropolitan centers. A recent Hoover Institution reports that urban centers with higher proportion of foreign-born population have grown faster than the ones with smaller proportions of foreign-born.
- Over 50% of the immigrants to the US in the 1990s have been from Mexico, Central America and the Caribbean. New Jersey continues to attract immigrants from Europe and more recently also from Asia, Africa, Central America and the Caribbean.
- In general, Europeans and Asians possess greater education levels than Latin Americans.
- Relatively more of Europeans and Asians are employed in managerial and professional occupations and relatively more of Latin Americans are employed in service occupations and as laborers in factories and farms in New Jersey.
- In New Jersey, over 90% of recent immigrants live in four metropolitan areas: Newark, Jersey City, Bergen-Passaic and Middlesex-Somerset. These four metropolitan areas generate over 80% of jobs in the state. In the 1990s, these four areas have reversed the declining population trend of the 1980s.

- New Jersey's economy is a representative new economy. It creates jobs that require high education and skills levels. But over 30% of the jobs are also created in service occupations requiring low education and skills.
- The high unemployment rates of the 1980s have steadily declined to around 4% for the US as well as New Jersey. These declines in unemployment have been accompanied by a steady increase in foreign-born populations.
- In the 1990s, the foreign-born populations increased while the number of documented immigrants declined from a high of 1.8 million at the national level (New Jersey 56,164) in 1991 to 660,477 (New Jersey 35,091) in 1998. These are the lowest numbers since 1988, according to the INS.
- Our preliminary research suggests that the current recovery in New Jersey and the US have been supported by an unprecedented increase in the population of undocumented foreign-born. We estimate that currently there are between 6 and 7 million undocumented foreign-born in the US, of which over 200,000 live in New Jersey.
- Over one-half of the undocumented foreign-born in the country come from Mexico (but only 2% in New Jersey). Roughly a third of the undocumented in New Jersey come from Europe. Other undocumented hail from countries like Haiti, El Salvador, Guatemala, Colombia, the Philippines, India, China, former Soviet Union and Poland.
- The undocumented foreign-born population is even younger than the total foreign-born population. Roughly 66% of undocumented are between the ages of 15 and 30 years and only 2% are over 45 years.
- Economic opportunities offered by the sustained US expansion in the 1990s and the push factors like poor economic conditions, population pressures and civil strife in much of the rest of the world have contributed to the increase in the pool of those seeking to emigrate to the US. The decision of the US government to reduce legal immigration flows may have pushed the excess supply into illegal channels, raising the influx of undocumented workers.
- The economic contribution and fiscal burden of foreign-born, including undocumented foreign-born, is difficult to quantify. Some studies show that the foreign-born are a net burden on the society and a net drain to the US government to the tune of \$50 billion. We believe that the available evidence fails to confirm this.
- In 1997, the foreign-born income was \$390 billion (9 % of all reported income), equal to their 8.7% share in total population. Foreign-born paid \$133 billion in taxes that year. Adding the taxes paid by businesses which are owned by foreign-born brings this total to \$162 billion. Foreign-born received benefits worth \$130 to 135 billion that year, leaving a net benefit to the nation of \$30 billion.
- The share of taxes paid by foreign-born in New Jersey is proportional to their share in total population. Foreign-born paid a total of \$4,236 million in taxes to the federal, state and local governments in 1995. Of this total, about 52% (\$2,204 million) was paid towards federal income taxes, another 5% (\$222 million) in social security taxes

and unemployment insurance, and the remaining \$1,809 million (42%) in state income and sales taxes and local property taxes.

- The share of taxes paid by the undocumented foreign-born is estimated to be 5% compared to their share in total foreign-born population of 15% in 1995. Undocumented foreign-born paid a total of \$223 million in taxes in 1995. Of this total, roughly \$106 million (47%) were paid towards federal income and social security taxes and unemployment insurance, \$28 million (12.6%) in state income taxes, \$45 million (20%) in sales taxes and another \$45 million (19.7%) in local property taxes.
- The per capita tax burden of a foreign-born in New Jersey is estimated at \$3,823 compared to \$1,650 for undocumented foreign-born in 1995.
- The total cost of schooling undocumented children in New Jersey is estimated at \$152.1 million. The cost of incarcerating undocumented foreign-born at the state level is estimated at \$3.1 million. A part of this cost is now borne by the federal government.
- Foreign-born like the native-born are in deficit at the federal level, paying more in taxes than the benefits they receive. The two groups are about even at the state level but in surplus at the local level in New Jersey. The deficit of state and local governments is more than offset by the savings that have accrued to the US by not having to pay for the education and upbringing of foreign-born. Furthermore, foreign-born workers' contributions to social security pay for the retired parents of native-born.
- Recent regulations on immigration, increasingly stringent eligibility requirements for social programs and declining union membership have adversely impacted the welfare, wages and working conditions of all workers. Employers have succeeded in depressing wages and adopting unfair work practices. Despite many years of strong growth and falling unemployment in New Jersey, the hourly wage rate of low-wage workers has declined from a high of \$8.47 in 1991 to \$7.89 in 1998.
- Our informal surveys and interviews with undocumented workers suggest that they are underpaid for their work. They work overtime (60+ hours, 6 days a week) without overtime pay and receive few benefits. They work under conditions of servitude as food preparers, janitors, cleaners, landscapers, packers, helpers and laborers at construction sites and factories with no rights and benefits. They are under constant employer threat of being fired or reported to the INS if they dare to exert their worker rights.
- Further research is needed to study the workings of the growing informal economy, its relationship to the formal economy and the nature of the interdependence between the formal and the informal sectors.
- Proposals for "amnesty" are receiving support but crucial questions, which must be answered, are suggested.

- New Jersey leaders have the responsibility, by acting on the 1997 SCI report and the opportunity, via the Council on Undocumented Aliens to develop sound policies, using models from around the world.
- Community Based Organizations and Unions can play very helpful roles to welcome all immigrants but need fiscal support and governmental leadership.

***"Once I started to write of the history of immigration in America.
Then I discovered immigrants were America"***
Oscar Handlin

I. HISTORICAL TRENDS: THE UNITED STATES

A. U.S. and Foreign-born Population Trends

Immigration has played an important role since the birth of the nation except for the depression and the inter-war years in the 20th century. Early English colonists imported Italian glass manufacturers and brought peoples of Africa as slaves. In the 1850s, roughly 10% of the U.S. population was foreign-born when 2.6 million immigrants, largely from Ireland and Germany, entered the country. Some 9 million immigrants came to the U.S. during last decade of the 19th century and by 1900 raised the share of foreign-born to 14.8% of the total population. But as the 20th century progressed, the share of foreign-born in the total population steadily declined, to below 5% in 1970. During the 1970s, “the second great wave” of 7 million immigrants entered the country, reversing the downward trend for the first time in the century. This reversal is attributed to the Immigration and Nationality Act Amendments of October 3, 1965. During the 1980s, an influx of another 10 million immigrants raised the share of foreign-born in total population to 8.5% [22]. This increase is attributed to increased flow of refugees and asylum seekers under the auspices of the Refugee Act of 1980 and the general amnesty for undocumented foreign-born and agricultural workers who had been in U.S. since 1982 under the Immigration Reform and Control Act of 1986. The 1990 census counted 19.7 million foreign-born and by 1998, another

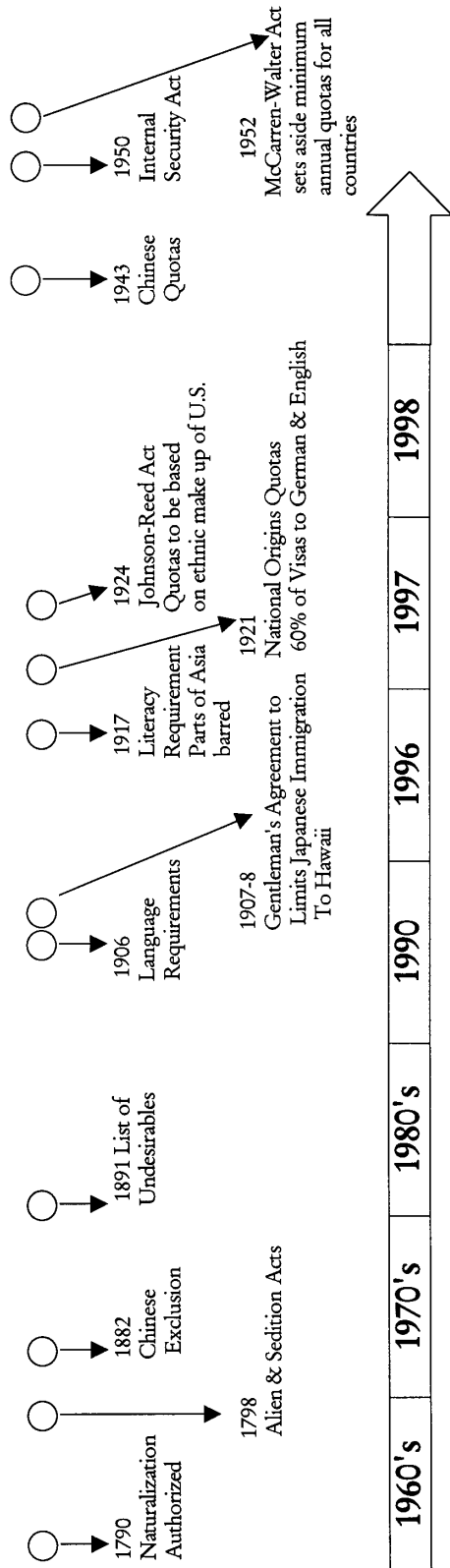
10 to 11 million persons had immigrated to the US. Our estimate of foreign-born population in the US ranges between 26.3 million and 27.1 million for 1998.¹

¹ INS estimates that foreign-born population of undocumented persons annually increases roughly by 275,000 persons. Passel (1998) estimates that this number is about 300,000 and Immigration Policy Studies (1999) estimates this number to be 400,000 annually. In this study, we assume that 300,000 to 400,000 undocumented persons are added to the population of foreign-born each year.

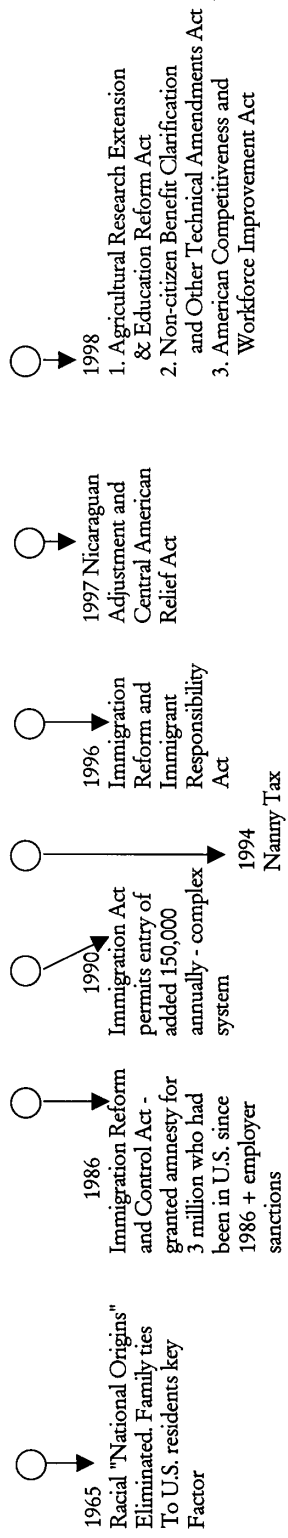
CHRONOLOGY OF U.S. IMMIGRATION

1790's	1880's	1890's	1900's	1910's	1920's	1930's	1940's	1950's
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[FIRST GREAT MIGRATION 1881-1924 25.8 MILLION PEOPLE]

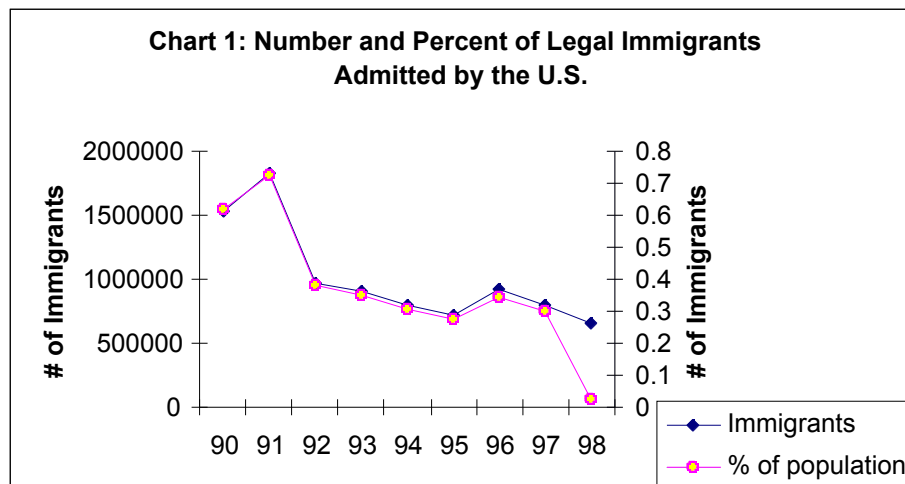


..... SECOND GREAT MIGRATION 1965 - TO PRESENT



C. Immigration Trends in the 1990s

- The share of foreign-born population thus rose to about 10% of the population in 1998, rising from 6.2% in 1980. In the 1970s and 1980s, the annual number of immigrants was about 0.2% of the population. In 1990, the immigration rate jumped to about 0.75% of the total population but since then, the rate of immigration has again dropped to historical levels of 0.2 to 0.3% of total



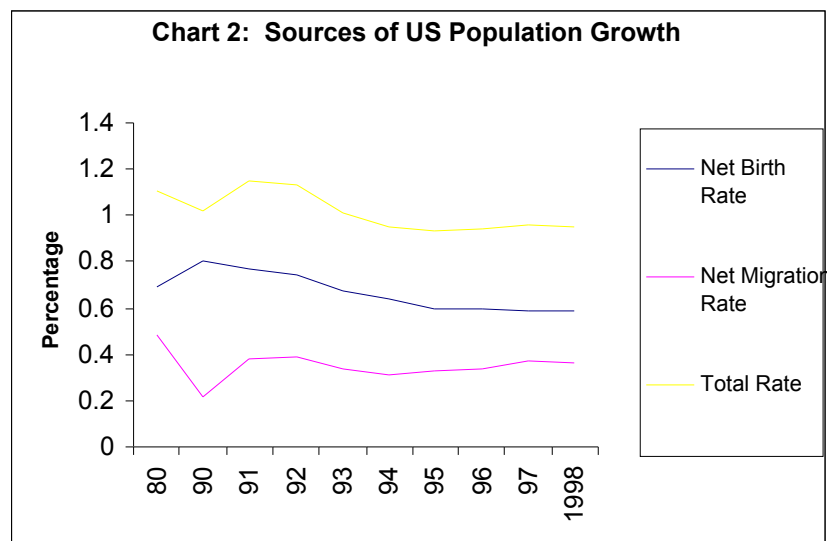
population.

Source: U.S. Department of Justice, Immigration Statistical Yearbooks.

D. Sources of Population Growth in the 1990s

- There has been a steady decline in the rate of growth of US population since 1970. The annual rate of growth of population declined from 1.17% in 1970 to 1.11% by 1980 to 1.02% by 1990. The rate had further dropped to 0.95% by 1998. Over a third of the total increase in population in the 1990s has been due to immigration and the remaining two-thirds has been on account of natural increase with birth rate averaging around 1.51% but declining. The death rate is stable, averaging 0.87% (Chart 2).

- Foreign-born population estimates include immigrants, legal non-immigrants (i.e., refugees and persons on student or work visas), and persons residing in the US illegally (undocumented aliens). The Immigration and Naturalization Service (INS) defines immigrants as aliens admitted to the United States for lawful permanent residence. Native-born are those born in the U.S., its territories including Puerto Rico and those born overseas with at least one citizen parent.
- In 1990, of the total foreign-born population in the U.S., 33% were naturalized citizens, 45% were legal permanent residents, 6% were refugees and asylees, 4% were other legal residents and 13% were undocumented foreign-born [18]. Thus, over 85% of the foreign-born in the U.S. in 1990 were legal or



documented foreign-born.

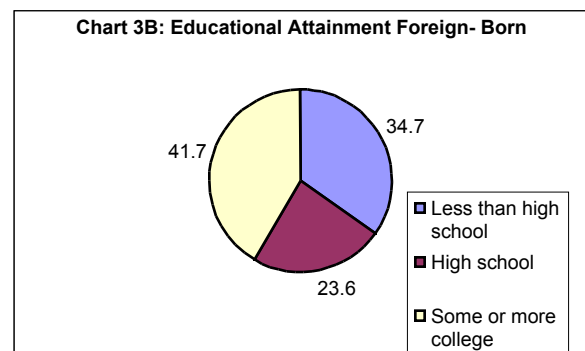
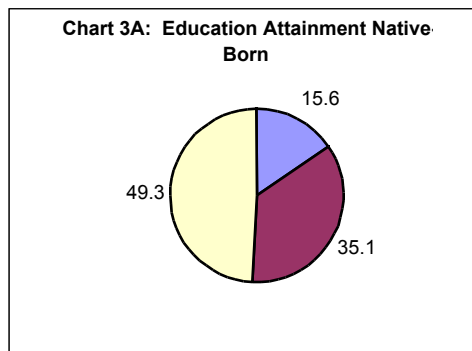
Source: U.S. Bureau of Census: Statistical Abstract, 1999 and NJ Department of Health, Health Statistics, 1999.

II. STATISTICAL ANALYSIS

A. Socioeconomic and Demographic Characteristics of Native-born and Foreign-born in the United States

Educational Attainment

- The educational attainment of foreign-born is less than the native-born (Chart 3). In 1997, 15.6% of native-born had less than high school education compared to 34.7% of foreign-born whereas 49.3% of native-born had at least some college education compared to only 41.7% of foreign-born. The proportion of native-born and foreign-born with educational attainment of four or more years of college is about the same (23.8 % and 24.5% respectively). Low educational attainment levels among foreign-born is primarily due to low educational attainment of foreign-born population from Mexico (not concentrated in New Jersey), more recent immigrants, and those who are not

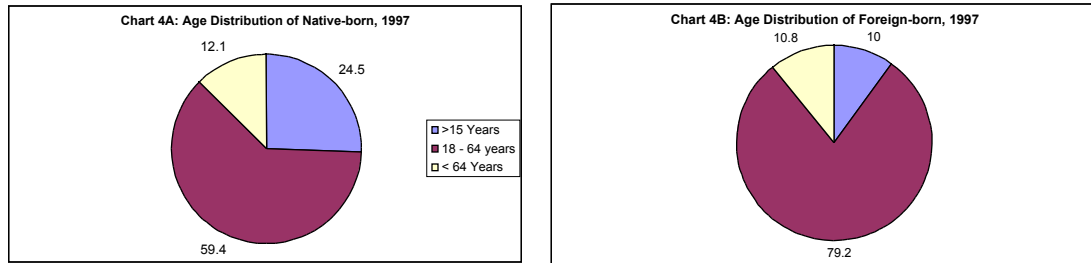


citizens[50].

Source Bureau of Census Current Population Survey 1997

Age Distribution

- Foreign-born population is younger than native-born. In 1997, 59.4% of native born and 79% of foreign-born were between the ages of 18 and 64 years and 12.1% of native-born and only 10.8% of foreign-born were more than 65 years old. Roughly 90% of foreign-born who have been in the country for less than



20 years were between the ages of 18 and 64 years. There are relatively more males than females among the younger group. [50].

Source: Bureau of Census, Current Population Survey, 1997

Occupational Distribution

- Proportionately more foreign-born are employed in low paying and low-skill jobs compared to native-born. Foreign-born are employed as operators, fabricators and laborers and also work in service occupations, whereas proportionately more of native-born are employed as managers, professionals, technical, sales and administrative support persons. In 1997, 30.1% of native-born but only 23.7% of foreign-born were employed as managers. On the other hand, only 12.9% of native-born but 19.1% of foreign-born were employed in service occupations. Among the naturalized citizens and those who have been in the country for twenty or more years, the proportion of managers and professional is, however, roughly the same as among the native-born [50].
- Among foreign-born, those from Europe and Asia employed as managers and professionals is higher than among native born; 37.8% and 35.8% respectively

compared to 30% among native-born. It is also noted that the Caribbean-born workers compared to other groups from Latin America included the highest percentage of managers and professionals in 1997 [44].

Labor Force Participation

- Labor force participation of native and foreign-born in 1997 was roughly the same, two-thirds. However, the labor-force participation among foreign-born males is higher than that among females. Furthermore, foreign-born females who are either naturalized or those who have been in the United States for more than 20 years have higher labor-force participation rates than alien or more recently arrived foreign-born females. Labor force participation rates among females from Europe and the Caribbean are the highest among all foreign-born females [50].

Median Income

- Median household income of native-born tends to be higher than foreign-born, \$36,100 in 1997 compared to \$30,000 for a foreign-born household. Furthermore, income of households headed by naturalized citizens and those who have been in the U.S. for over 20 years tends to be higher than those who are not citizens and/or are recent arrivals (having lived for less than 20 years in the U.S.) [50].
- In 1996, the median income of households headed by Asians was the highest, \$42,900 and income of households headed by Mexicans was the lowest, \$22,400, among all foreign-born.

Poverty

- The poverty rate among foreign-born is higher than among native-born population, 21% compared to 12% in 1996.² The poverty rate is higher among those who are not citizens and those who have been in the United States for less than 10 years.
- Furthermore, the poverty rates among those from Mexico and Central America are the highest, 31.9% and 33.9% respectively. Poverty is lowest among foreign-born from Europe and Asia.
- The poverty rate among foreign-born females under 18 years of age, families with more than three children and female-headed households is higher than other groups.
- The poverty rate among foreign-born females under 18 years of age, families with more than three children and female-headed households is higher than other groups.
- More foreign-born households that are headed by non-citizens and living in the US for less than 20 years are in poverty compared to households headed by either naturalized citizens or those that have been in the United States for over 20 years [50].

Why Are Poverty Estimates for Foreign-born Higher?

- A number of reasons are present: First, the total number of foreign-born includes refugees and those seeking asylum and are expected to be poor as it is assumed that they have to flee their home country, leaving all their assets behind. Their participation in welfare programs is also to be expected to be high. If this group is excluded from foreign-born population then the gap in

² Poverty rate is defined as percent of poor in the population. A person is considered in poverty if his or her pretax income is below the threshold determined by the federal government, \$16,400 for a typical family of four in 1997.

poverty rates and welfare participation among foreign-born and native-born narrows.

- Foreign-born students and work visa holders who are in the U.S. on a temporary basis are not likely to have assets or income outside of scholarship awards and/or limited hours of (part-time) work permitted by the INS. Their spouses on F-2, H-2 or J-2 visas are also not permitted to work. If their numbers are excluded from poverty estimates, then poverty rate among foreign-born will fall further.
- The total foreign-born population also includes undocumented foreign-born (illegal immigrants). They should also be excluded from foreign-born population to estimate poverty rate among foreign-born. Incomes of undocumented workers are difficult to estimate. However, their illegal status by itself depresses their earnings irrespective of their education, facility with English language and job related skills because of their weak bargaining power and constant threat of being reported to the INS by their employers.
- Camarota's [10] findings show that the poverty rate is not higher either among illegal immigrants or among those who have arrived in recent years. Low levels of education, high unemployment and larger family size among the foreign-born explain their higher poverty rate versus the native born.

Welfare Dependence

- A larger proportions of foreign-born households receive non-cash benefits (food stamps, housing assistance, Medicaid) than native-born households, 24.1% versus 17%, respectively.

- A larger proportion of foreign-born households receives cash benefits like welfare, general assistance and supplemental security income than native-born, 10.6% versus 7.5%, respectively.
- Approximately one-third of foreign-born households from Latin America (including the Caribbean, Central America and Mexico) receive non-cash benefits and about 14% receive cash benefits in comparison to 14% to 17 % of Europeans and 6% to 8% of Asians [50].

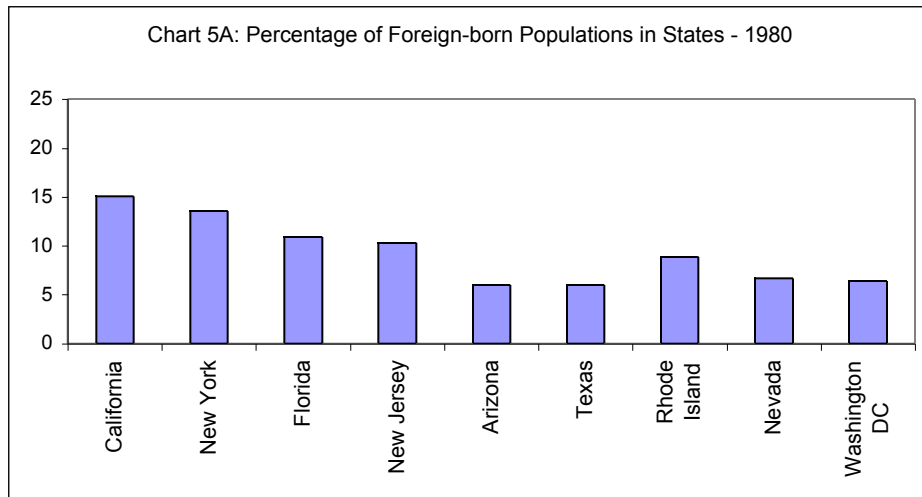
Welfare Reform and Fiscal Burden

- Under the 1996 Welfare Reform Act, recent immigrants are barred from participation in various cash and non-cash benefit programs and the automatic verification system has made it more difficult for the undocumented foreign-born to participate in various cash and non-cash benefit programs [19]. Under the U.S. law all children irrespective of whether they are undocumented foreign-born or native-born have a right to education in the public school system. Proposition 187 took away even that right from the undocumented in California until the Supreme Court stepped in to protect it. The 1996 Welfare Reform Act also created problems for the rights of those families in which one of the spouses is undocumented [20].

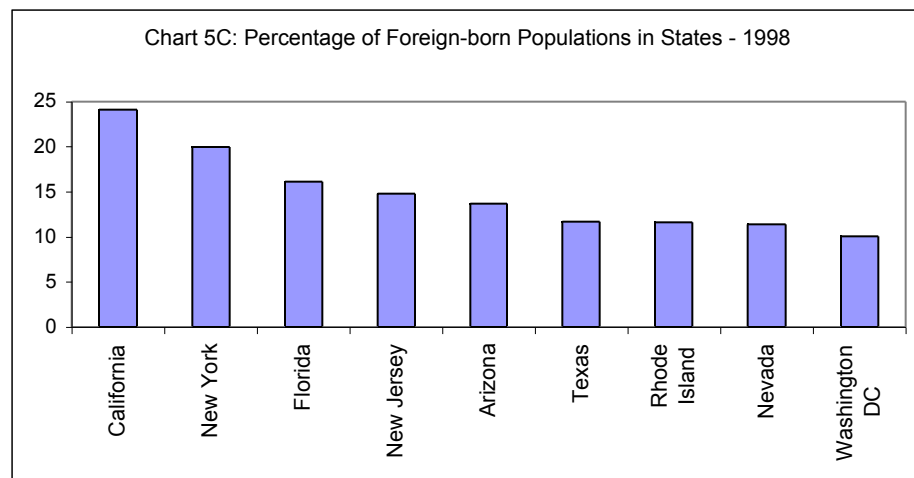
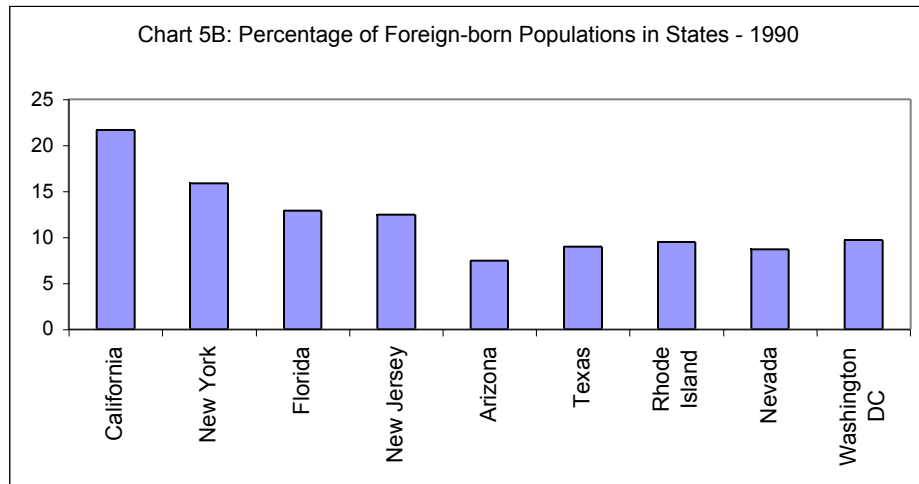
B. Socio-Economic and Demographic Characteristics of the Foreign-born in the United States

Immigration Impacted States

- In the last two decades, roughly two-thirds of new foreign-born have made the states of California, New York, Florida, Texas, Illinois and New Jersey their place of residence. Within these six states a greater proportion of all foreign-born have been attracted to California, Florida and Texas than in the past and relatively smaller proportion have been attracted to Illinois, New York and New Jersey. By 1998, over 30% of all foreign-born lived in California and only 9% of all foreign-born resided in the states of Illinois and New Jersey together



(4.5% in each state).



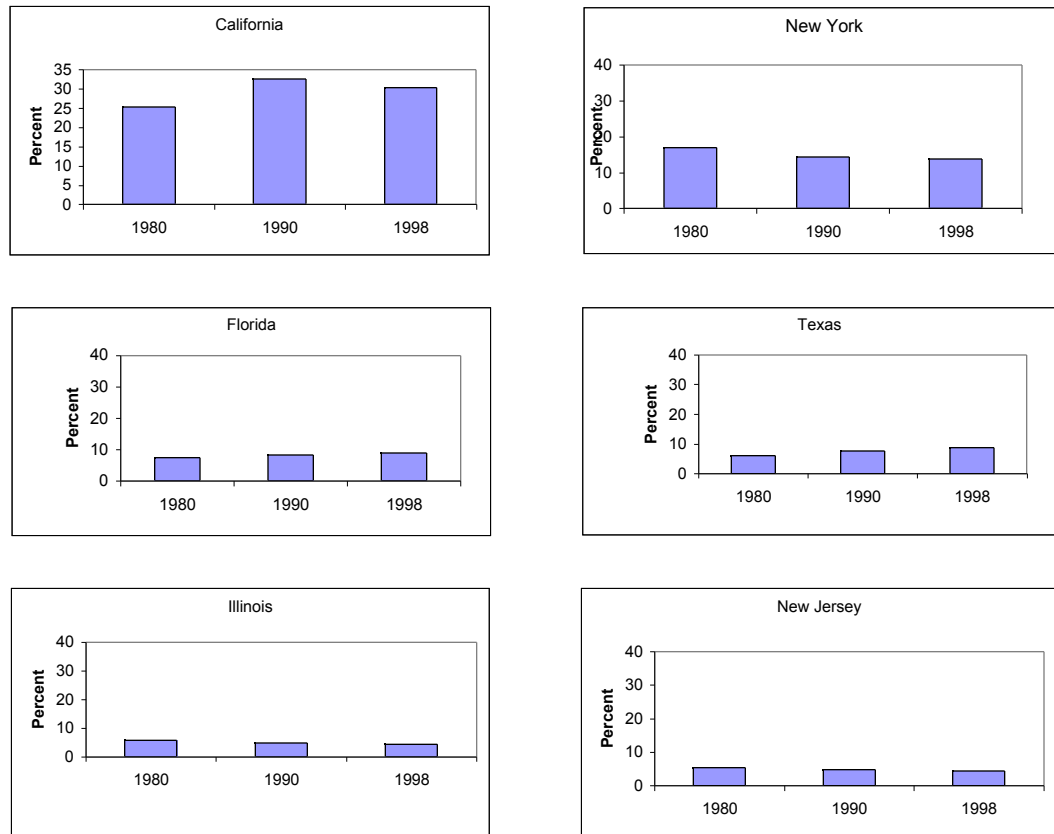
Source: Bureau of Census. Census 1980, 1990 and Current Population Survey 1998

Trends in Foreign-born Population by State

- As observed from Chart 6, the rapid increase in foreign-born population has not been uniformly distributed across all the fifty states. Historically, the foreign-born population has been attracted to the northern and the mid-western states like New York, New Jersey, Pennsylvania and Illinois. In the 1990s, however, states bordering Mexico and closer to Latin America such as Arizona, California, Florida and Texas have attracted increasing numbers of foreign-born populations. As a result, the foreign-born population of California was close to a quarter (24.1%) of its total

population. It was a fifth of New York's population and 15% of New Jersey's population in 1997.

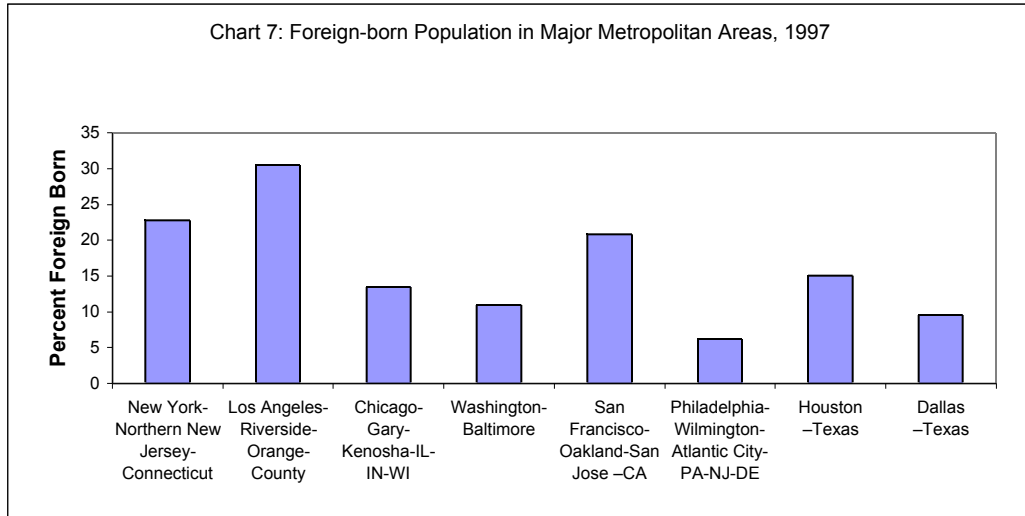
Chart 6: Foreign-born as Percent of Total Population in States



Source: Bureau of Census, Census 1980 and 1990 and Bureau of Census, Current Population Survey, 1997

Foreign-born in the Metropolitan Areas

- Foreign-born populations are largely concentrated in urban areas. From Chart 7 we see that the major metropolitan areas of the country have attracted foreign-born people in large numbers.

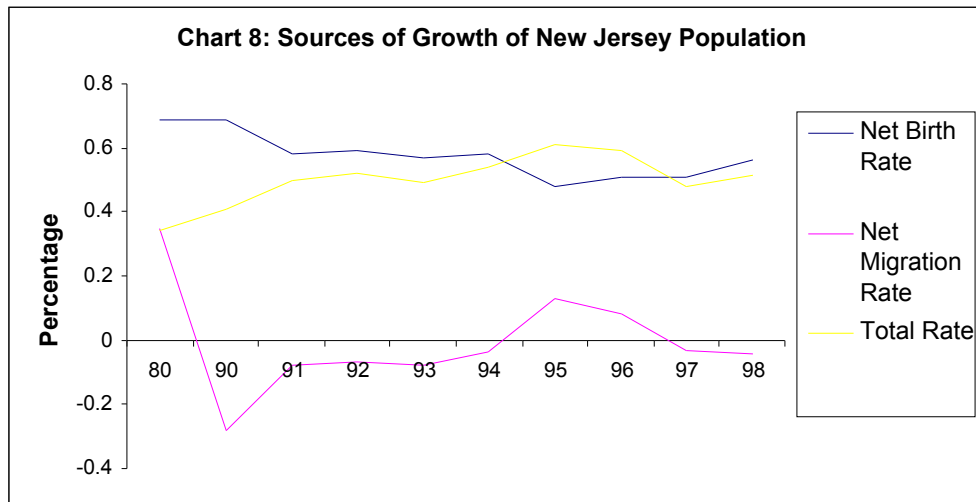


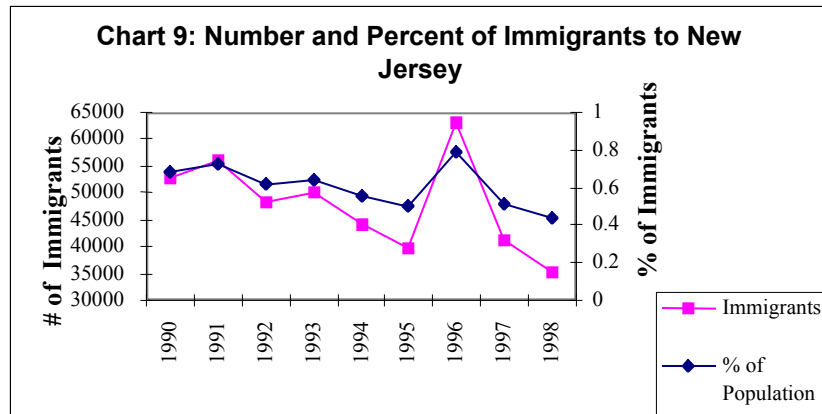
Source: Bureau of Census, Current Population Survey, 1997

C. Socio-Economic and Demographic Characteristics of Foreign-Born Population: New Jersey and U.S.

Immigration Trends in New Jersey

- Immigrants as a percent of the total population of New Jersey also steadily declined from 0.72% in 1991 to 0.43% in 1998 with the exception of 1996 when this percentage climbed to 0.79% (Chart 8). This declining trend is similar to the trend at the national level (see Chart 1).





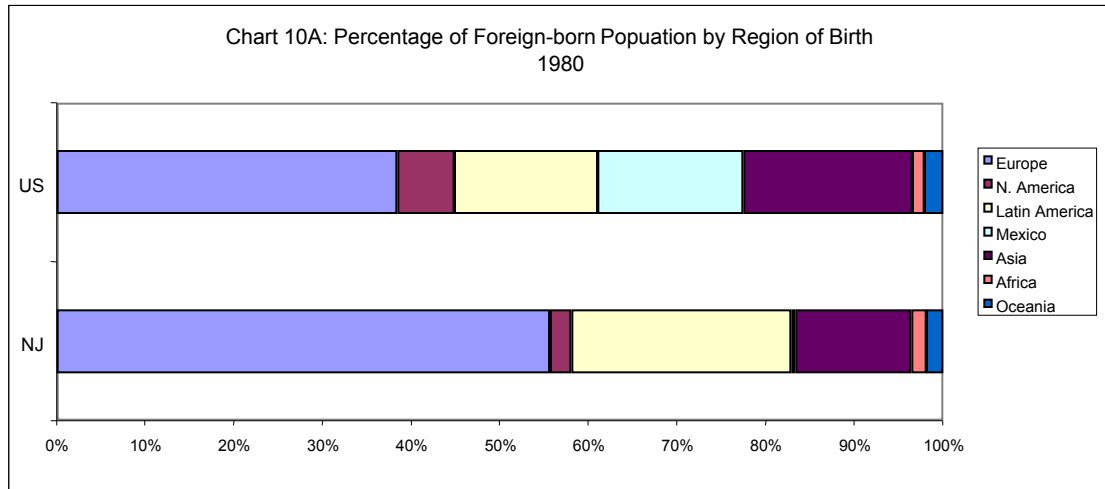
Department of Justice, Immigration Statistical Yearbooks, INS

- The total number of foreign-born has risen in the 1990's. However, the number of immigrants coming to the state steadily declined during this period from 56,167 in 1991 to 35,091 in 1998 with the exception of 1996, when 63,303 persons immigrated to New Jersey.

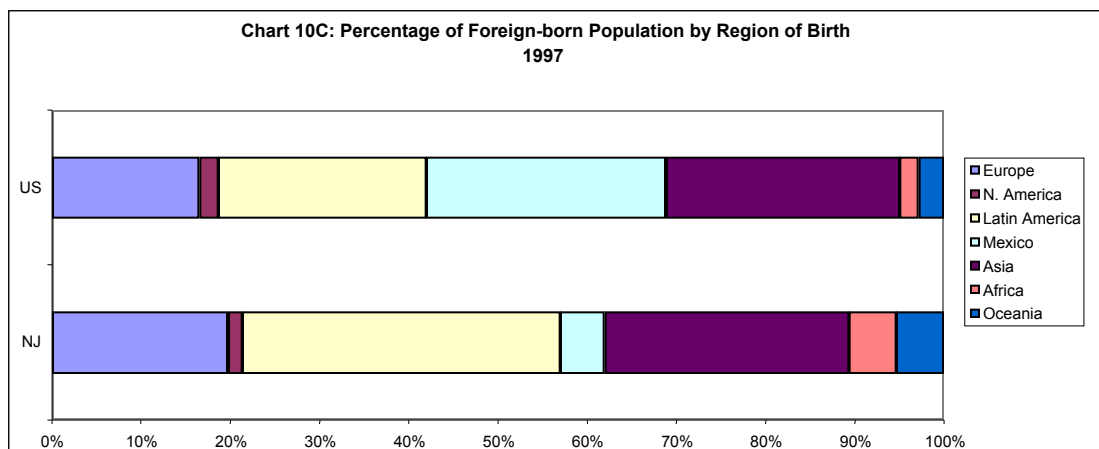
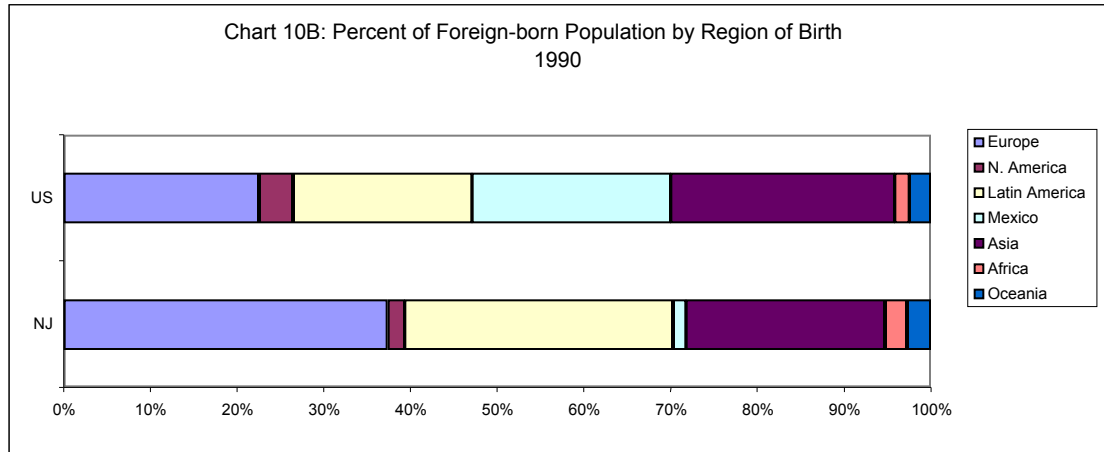
Regional Origin of Foreign Born

- The home (sending) regions for immigrants have also changed both at the national level and in New Jersey. Europeans dominated the influx of immigrants, counting for about 50% of all immigrants in the first half of the twentieth century. Since then, however, people from developing and former Soviet bloc countries have dominated the influx of immigrants. The share of European immigrants in the U.S. declined from 39% in 1980 to 7% by 1985 but then rose to 16.9% in 1997. Recent European immigrants are from Eastern Europe, Russia and its republics. The largest gain has been in the share of Latin immigrants, rising from 33.1% in 1980 to 44.3 in 1990 and 51.3% in 1997. Out of this total for Latin America, Mexicans immigrants alone accounted for 27.5% and the Caribbean immigrants accounted for another 11.6% of the total.

Immigrants from Asia accounted for 19.3% in 1980, 26.3% in 1990 and 26.8% of the total by 1997. Immigration from Africa has also accelerated in the 1990s, accounting for 6.2% of the total in 1997.



Source Bureau of Census, Census 1980, 1990 and Current Population Survey, 1997



- The share of European immigrants has fallen even faster in New Jersey from 56.7% in 1980 to 20.6% in 1997. At the same time, the proportion of Latin American and Asian-born has increased significantly. Note that the share of Mexico-born continues to remain relatively small in New Jersey compared to the national trend but the share of foreign-born from Asia in New Jersey has outstripped the national rate.

Educational Attainment of Foreign-born by Region

- The educational attainment of Asians is the highest at the national level and also in New Jersey. From Chart 11, we observe that over 70% of Asian immigrants in New Jersey had some college or higher education in 1980 and 1990. The “other” region includes Africa. In 1997, the educational attainment of foreign-born population from Africa was the highest at 48.6% with bachelors or higher degree [50]. It was 44.6% for Asians and 10.1% for Latin Americans. The Current Population Survey estimates that in New Jersey in 1997 only 17.5 % of foreign-born had less than high school education, 37.8% had high school or some college education, and 44.6% had completed four or more years of college compared to the native-born percentages of 9%, 64% and 27%, respectively. Foreign born living in New Jersey, thus, are more likely to have completed college than native born.

Chart 11A: Educational Attainment of Foreign-born Population over 25 Years Old by Region - EUROPE - 1980

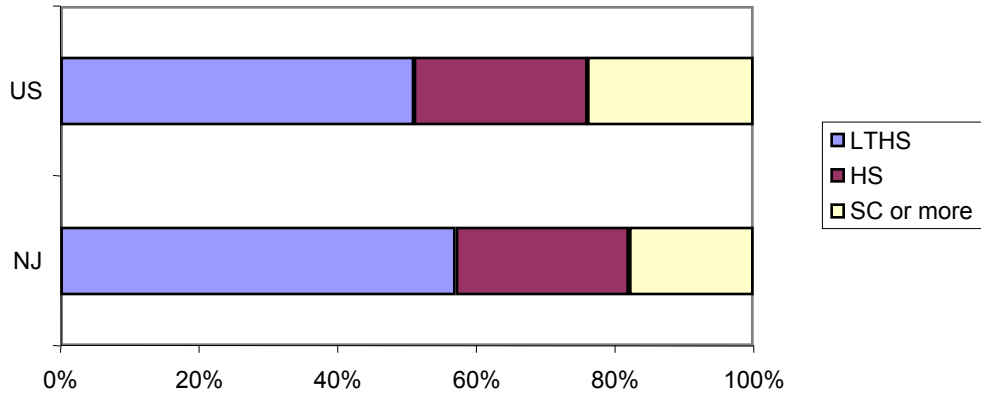


Chart 11B: Educational Attainment of Foreign-born Population over 25 Years Old by Region - EUROPE - 1990

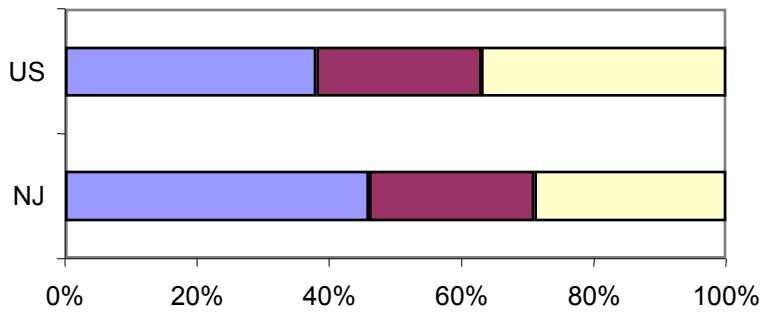


Chart 11C: Educational Attainment of Foreign-born Population over 25 Years Old by Region - ASIA - 1980

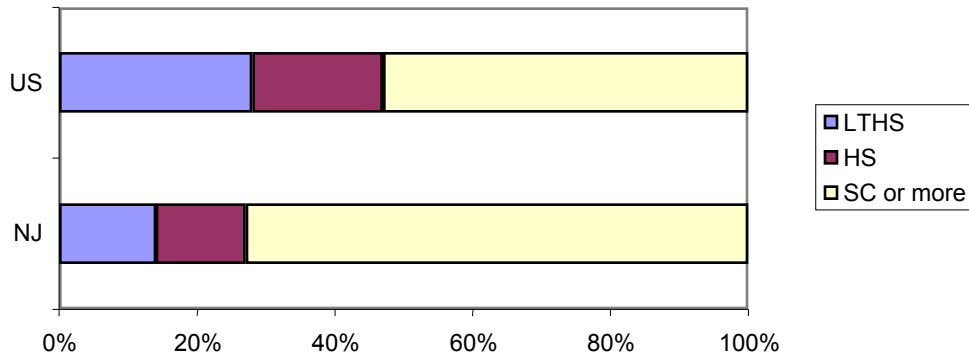
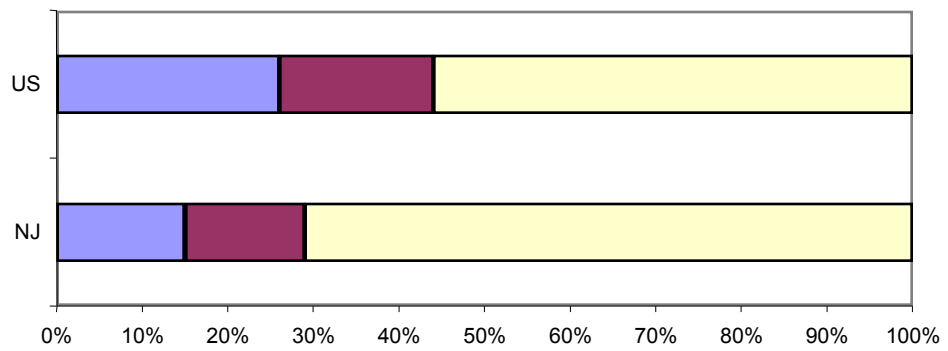
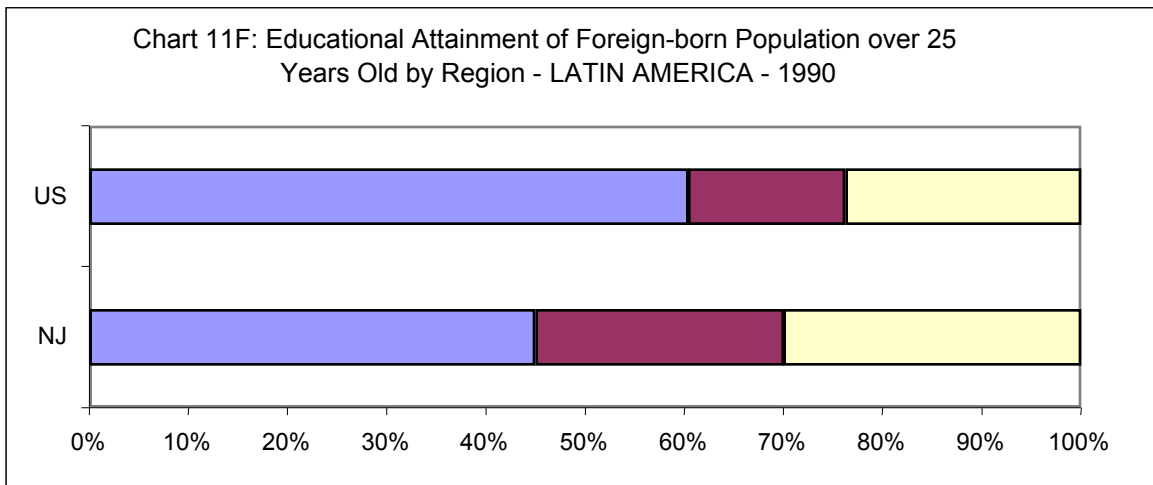
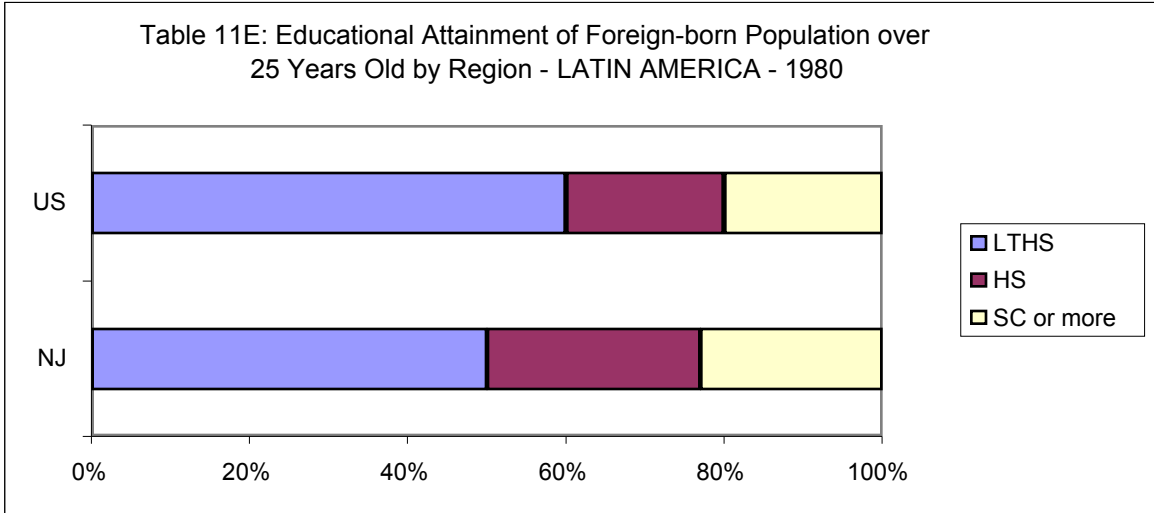
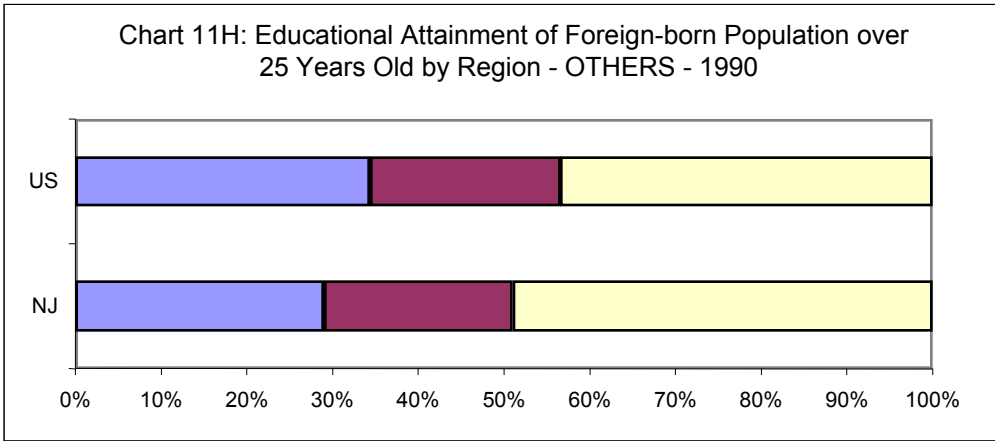
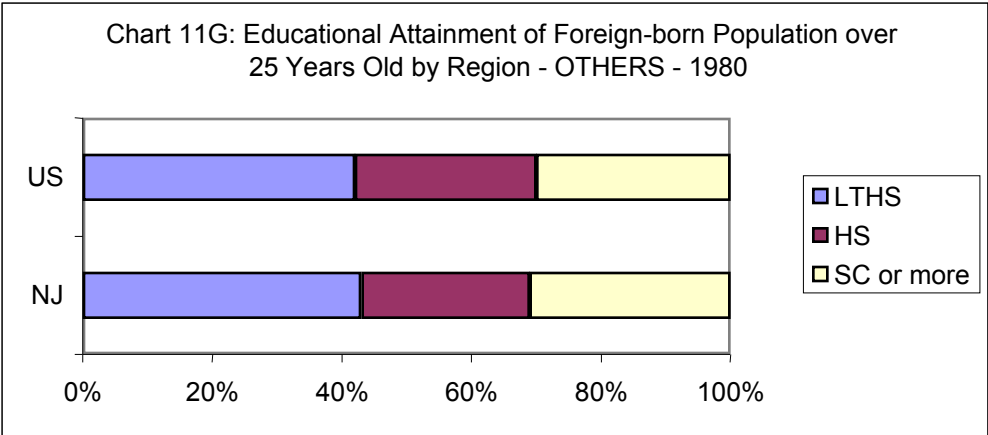


Chart 11D: Educational Attainment of Foreign-born Population over 25 Years Old by Region - ASIA - 1990





Source U.S. Bureau of Census, Census 1980 and 1990



Source U.S. Bureau of Census, Census 1980 and 1990

LTHS = Less than high school

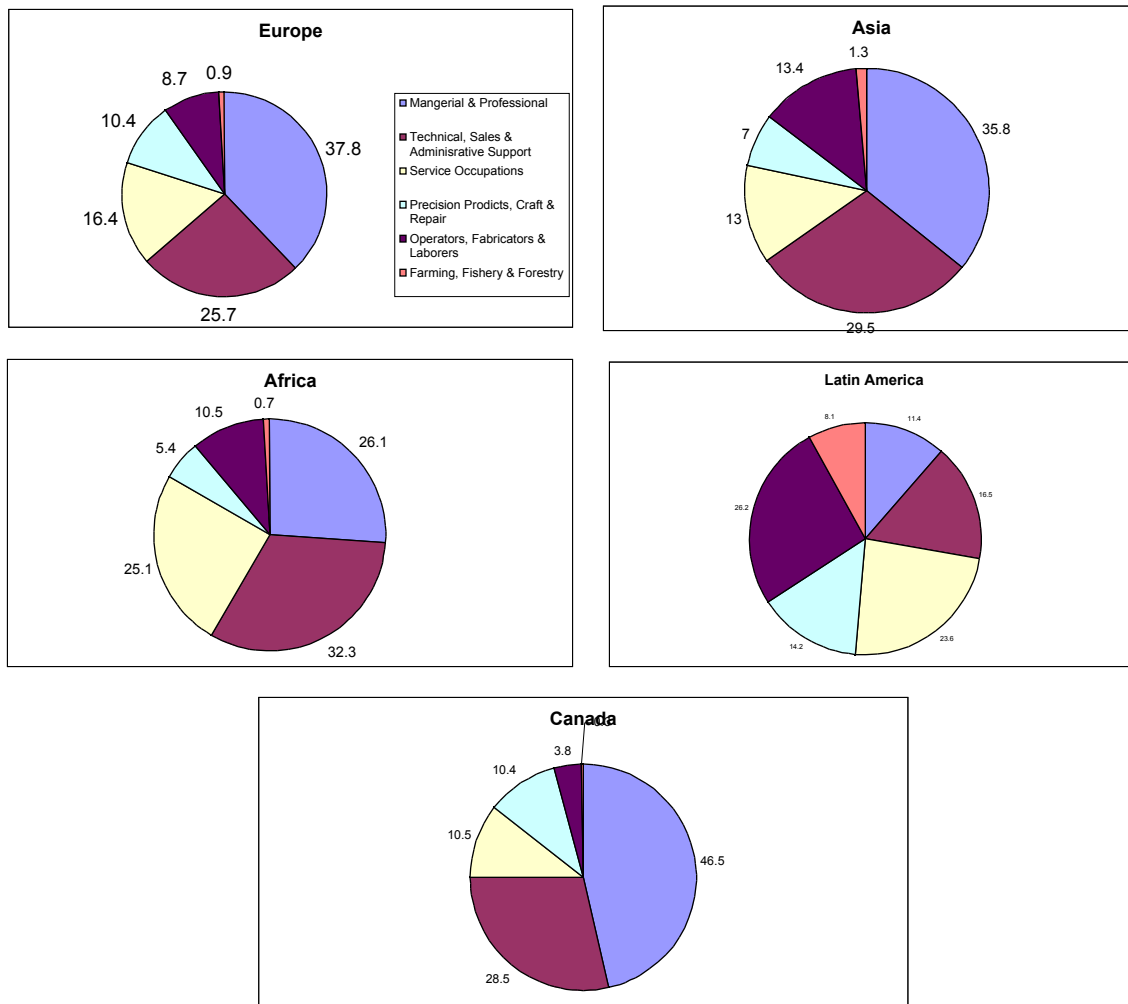
HS = High school completed

SC or more - Some college, bachelors and more including professional training.

Occupational Distribution by Region of Origin

- Chart 12 reports the occupational breakdown by region of origin of the foreign-born population for 1997 in the US. It is observed that 37.8 % of Europeans and 35.8% of Asians were employed as managers and professionals. Also note that 23.6% of Latin Americans and 25.1% of Africans were employed in service occupations and another 26.2% of Latin American worked as operators, fabricators and laborers.

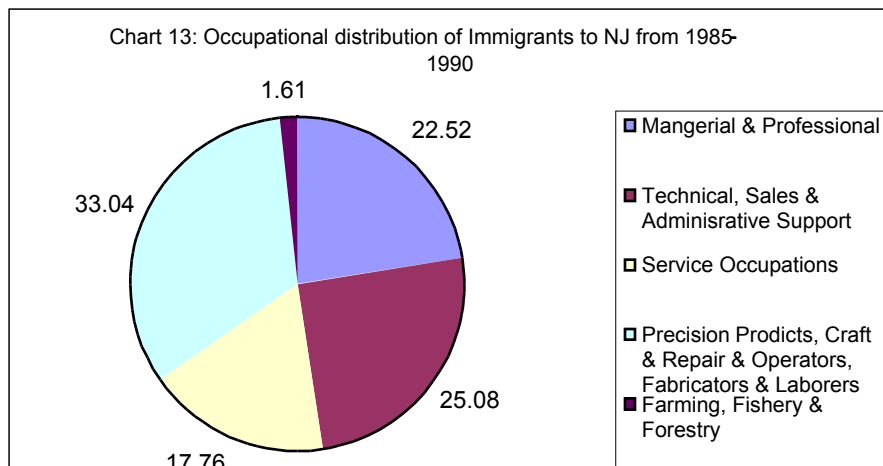
Chart 12: Occupational Distribution of Foreign-born in U.S. by Region of Origin, 1997



Source: Bureau of Census, Profile of the Foreign-born Population in the United States: 1997

- Distribution of foreign-born of different region of origin by occupations for

New Jersey is not available. The New Jersey Department of Labor has, however, estimated the distribution of foreign-born by occupations for recent arrivals (1985-1990).



Source: New Jersey Department of Labor, New Jersey Economic Indicators, April 1997.

Foreign-born in the Metropolitan Areas of New Jersey

- The Current Population Survey estimates that in 1997 approximately 90% of immigrants to New Jersey settled in four large metropolitan areas: Newark (+77,200), Bergen-Passaic (+73,000), Jersey City (52,000) and Middlesex-Somerset-Hunterdon (+43,600).

City	1992	1995	1996	1997	1998
Newark	12,980	11,162	17,939	10,801	9,553
Bergen-Passaic	12,126	9,385	15,682	9,788	8597
Jersey City	7,439	7,032	11,399	7,529	N/A
Philadelphia-Camden	11,692	11,440	13,034	10,858	9129
Middlesex-Somerset	6,517	6,362*	9,286	N/A	N/A

Others	N/A	710	5,249	2,208	N/A
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*Latest number available is for 1994.

Source: Bureau of Census, Current Population Surveys

- Table 1 illustrates the pattern of intended area of residence for immigrants in the 1990s. Newark and Camden regions have attracted the largest number of immigrants. In 1996, Newark (17, 939 immigrants) ranked 10th nationally among the most impacted metropolitan areas due to immigration. The most impacted area nationally was New York (133, 168 immigrants). Bergen-Passaic area ranked 14th, Jersey City 18th and Middlesex-Somerset-Hunterdon area 24 out of 25 metropolitan areas.
- It is not surprising that these areas of the state have attracted the majority of immigrants because Bergen-Passaic, Newark, Jersey City, Middlesex and Camden are the major business centers in the state. Out of a total of 3.7 million employed persons in the private sector in the state in 1999, over 80% of the jobs originated in these four markets. For instance, 25% of private sector jobs originated in Newark and another 17% to 18% of the workers were employed by businesses in Bergen-Passaic market and roughly the same percentage of workers were employed by businesses in the Middlesex-Somerset region [38].
- In the 1990s, Bergen-Passaic, Jersey City and Newark metropolitan centers succeeded in reversing the 1980s declining trends in population. This is clearly attributable to the influx of immigrants to these areas. Newark, the largest city in New Jersey, had been depressed since the 1960s, but now developers court it.

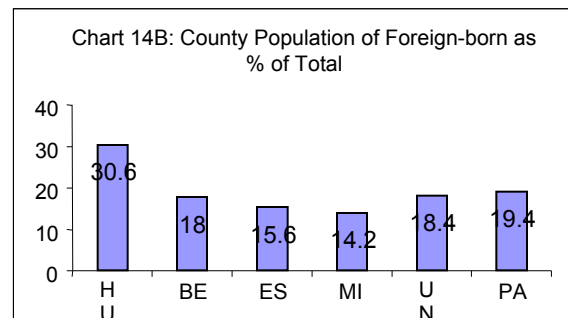
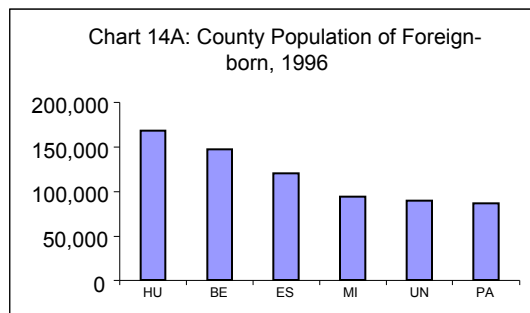
Table 2: Metropolitan Population in New Jersey.		
Metropolitan Area	% change 1980-1990	% Change 1990-1996

Bergen-Passaic	-1.1	2.6
Jersey City	-0.7	-0.4
Middlesex-Somerset-	15.1	7.0
Newark	-2.4	1.3
Trenton	5.8	1.4
Atlantic-Cape May	15.6	4.5

Source: U.S. Census Bureau, Statistical Abstract of the United States: 1999.

Impact of Foreign-born Settlement on Urban County Populations

- In 1990, nearly three-quarters of foreign-born in New Jersey lived in six of its 21 counties. Three counties – Hudson, Bergen and Essex – hosted over 100,000 foreign-born each and accounted for about 45% of the total. Hudson and Passaic have the highest percentage of foreign born.



Source: US Census Bureau, 1996 Current Population Survey.

- In the 1980s, the foreign-born population was primarily attracted to counties that were losing populations. In spite of the influx of foreign-born in the six counties, four counties – Bergen, Essex, Hudson and Union -- lost population due to out-migration to other counties or states by the 1990 census. Passaic and Middlesex counties experienced a small net gain in population of 0.12% and 1.21%, respectively.

D. Structure of New Jersey Economy and the Foreign-born

- We observe from Table 3 that the service sector creates over 80% of jobs in the State. Of this total, over 30% are in services like agricultural services, hotels and lodging, personal services, health services, hospitals, child day care services and business services.

Industry	Employment	Percent of Total
Total Non-Farm	3,639,900	100.0
Mining	1,900	0.0
Construction	123,400	3.4
Manufacturing	485,300	13.3
Non-Durable	292,200	8.0
Durable	193,000	5.3
Service-Producing	3,029,400	83.2
Transport, Communication & Utilities	249,000	6.8
Wholesale Trade	268,700	7.4
Retail Trade	586,600	16.1
Finance, Insurance & Real Estate	231,600	6.4
Services	1,121,800	30.8
Public Sector, Public Education	571,700	15.7

Source: New Jersey Department of Labor, Economic Indicators, 1999

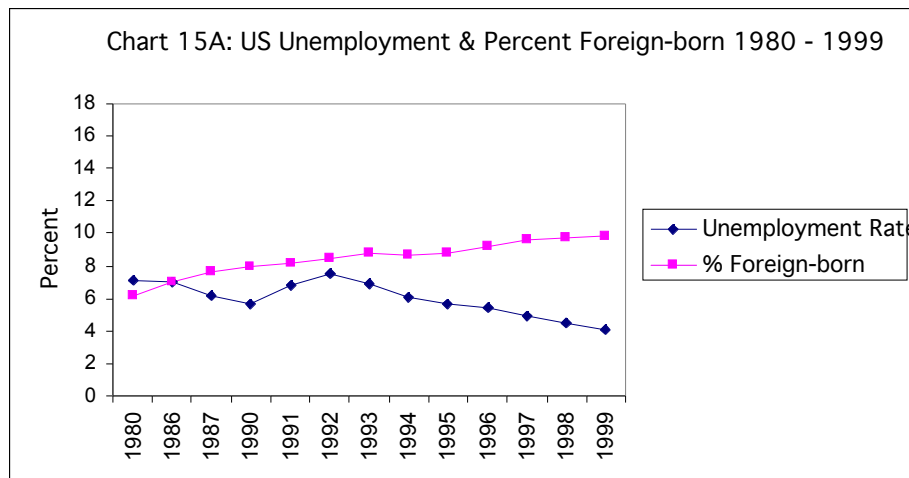
- Retail trade created another 16.1% of jobs in the State. General merchandise stores, food stores, grocery stores, eating and drinking places are among the major sources of jobs.
- Manufacturing creates 13.3% of the jobs. Food and kindred products, printing and publishing, chemicals and allied products, and drug manufacturing are also among the major sources of jobs in the State [40].

E. Immigration, Foreign-born and Unemployment Rate in the U.S and New Jersey

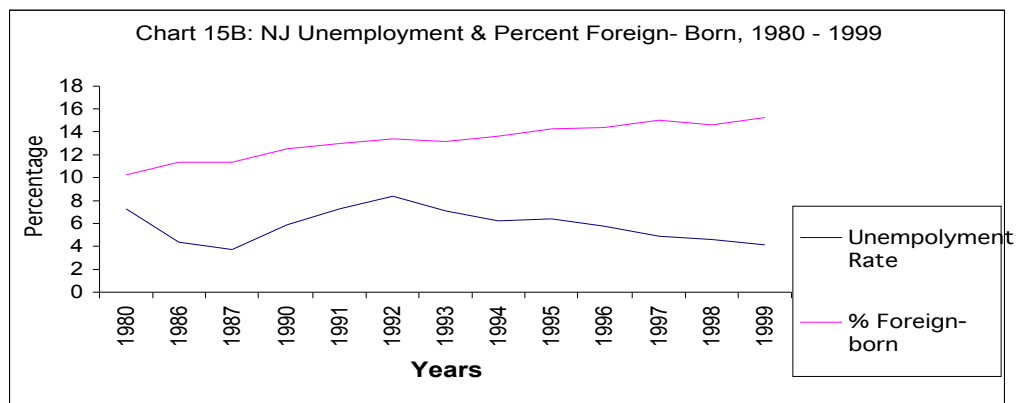
- As the unemployment rate has declined at the national and state levels, annual legal immigration flow as a percentage of population has also declined. The

total foreign-born population as a percentage of total population, however, has increased. This inconsistency is explained by an increase in the undocumented foreign-born population in the state of New Jersey as well as the nation.

- We observe that the decline in the unemployment rate at the national and the state levels has been accompanied by an increase in the percentage of foreign-born population in the 1990s. The rapid growth of the U.S. economy, averaging 3.9% per year since 1993, has been partly supported by the documented and undocumented immigrant flows [23]. The Federal Reserve would have been compelled to raise interest rates much sooner in the absence of these workers.



Source: Economic Report of the President, 2000



- Charts 15A and B confirm the long-term inverse relationship between the unemployment rate and the percentage of foreign-born in the U.S. and New Jersey. Gross [24] observes similar negative relationship between the unemployment rate and percentage of immigration to Canada and Ontario. However, for the U.S. and New Jersey, we observe that as the unemployment rate declined, the percentage of foreign born population increased, but that of immigrants declined. (See Charts 3 and 11) This increase in foreign-born population is attributed to an increase in undocumented foreign born population during the 1990s.

F. Undocumented Foreign-born: New Jersey and the U.S.

Estimates of Undocumented Foreign-born in New Jersey and the U.S.

- Warren [56] estimated that at the beginning of the 1986 Immigration Reform and Control Act (IRCA), there were 4.7 million undocumented foreign-born in the United States. By October 1988, near the end of the cut-off period for applying for IRCA legalization, their number had dropped to 2.2 million. By April 1990, the number of undocumented foreign-born had increased to 2.6 million. By 1995, the number of undocumented foreign-born had increased further to an estimated range of 4.5 to 5.1 million [44]. Assuming that annually 300,000 (INS estimate) to 400, 000 [9] undocumented foreign-born entered the country, between 1.2 to 1.6 million additional undocumented foreign-born entered the county between 1995 and 1999, raising their total to 5.7 to 6.7 million (see Table 4). According to INS estimates roughly 40% of undocumented foreign-born are visa-overstays and the

rest enter surreptitiously across land borders, usually between official ports of entry [18].

Year	United States		New Jersey	
	Total	Undocumented	Total	Undocumented
1980	10,307	4,493 (43.6%)	721	37 (5.1%)
1990	16,267	3,500* (21.5%)	967	106 (11.0%)
1992	21,170	4,200 (19.8%)	1,043	116 (11.1%)
1995	17,889	5,100** (28.5%)	1,108	166 (15.0%)
1998	20,310	5,999*** (29.6%)	1,181	193 (16.3%)
1999	27,310	6,700 (24.5%)	1,241	203 (16.4%)

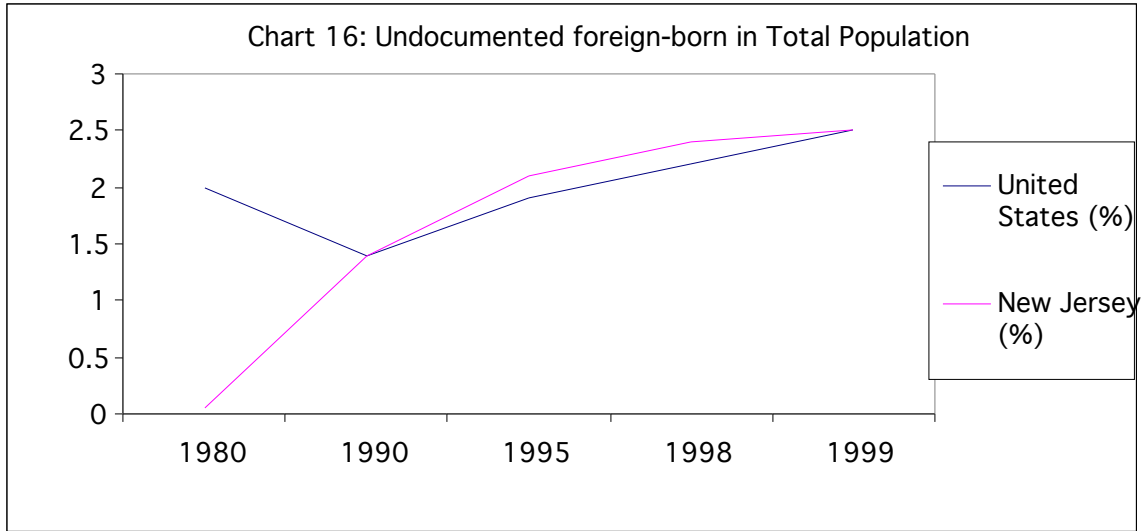
* Estimates for the US and NJ based on residual method used by Passel [44]

**Estimated by Passel [44] for US and NJ. These numbers are higher than INS estimates.

***Estimated by authors for US and NJ.

- We observe from Table 4 that for the U.S. the percentage of undocumented foreign-born in the total foreign-born population declined from a high of 43.6% in 1980 to 21.5% by 1990 due to the 1986 IRCA. In the 1990's however, the total population of undocumented foreign-born increased in absolute numbers but their share in the total foreign-born population increased by only 3 percentage points by 1999, rising from 21.5% in 1990 to 24.5% in 1999.

- The population of foreign-born in the US increased by 68% and population of undocumented foreign-born increased by 91% from 1990 to 1999.
- The population of undocumented foreign-born in New Jersey, however, increased by 186% between 1980 and 1990 despite 1986 IRCA, whereas foreign-born population increased by only 34% over the same period. The share of undocumented foreign-born in total foreign-born population more than doubled during this period, rising from 5.1% to 11.0%.
- The percentage of undocumented foreign-born in New Jersey increased by 91.5% between 1990 and 1999, mirroring national trend. The total foreign-born population increased by 28% over the same time period, below the national trend.
- The share of undocumented foreign-born in New Jersey increased from 11% in 1990 to 16.4% in 1999, reverse of the national trend.
- Llovente of Bergen Record reported on February 22, 1997 [29A] that New Jersey State officials put the number of undocumented foreign-born between 125,000 and 300,000 in 1997 and we estimate that there are roughly 200,000 undocumented foreign-born in the state.



Source: Based on authors' estimates

- From Chart 16, we observe that the share of undocumented foreign-born population has increased both at the national level and at the State level. In 1980, the share of undocumented foreign-born was 0.5% of New Jersey's population, whereas at the national level it was 2% of total population. The 1986 IRCA legalization brought the undocumented foreign-born down to 1.4% of the total population by 1990. However, the share of undocumented foreign-born in New Jersey increased to 1.4% of the State's population in 1995. In the 1990s, the proportion of foreign-born has increased at the State as well as the national level. New Jersey has no flood of Mexicans and has experienced nowhere near the magnitude of foreign-born influx experienced by border states like California, Florida or New York.

Country of Origin of Undocumented Foreign-born

- According to Warren's [56] estimates for 1992, the major sources of undocumented foreign-born for the US were from Canada and countries in Latin America (70%).

Country	El Salvador	Haiti	Mexico	Guatemala	Honduras	Bahamas	Nicaragua	Canada	Others
%	10.0	3.0	39.0	4.0	2.0	2.0	2.0	3.0	7.0

- The undocumented foreign-born in New Jersey came principally from European countries (30%).

Country	Portugal	Poland	Italy	Yugoslavia	Canada	Philippines	Columbia	Ecuador	Mexico
%	12.0	8.0	7.0	3.0	3.0	5.0	7.0	5.0	2.0

The Undocumented Foreign-born by Regions in the 1990s

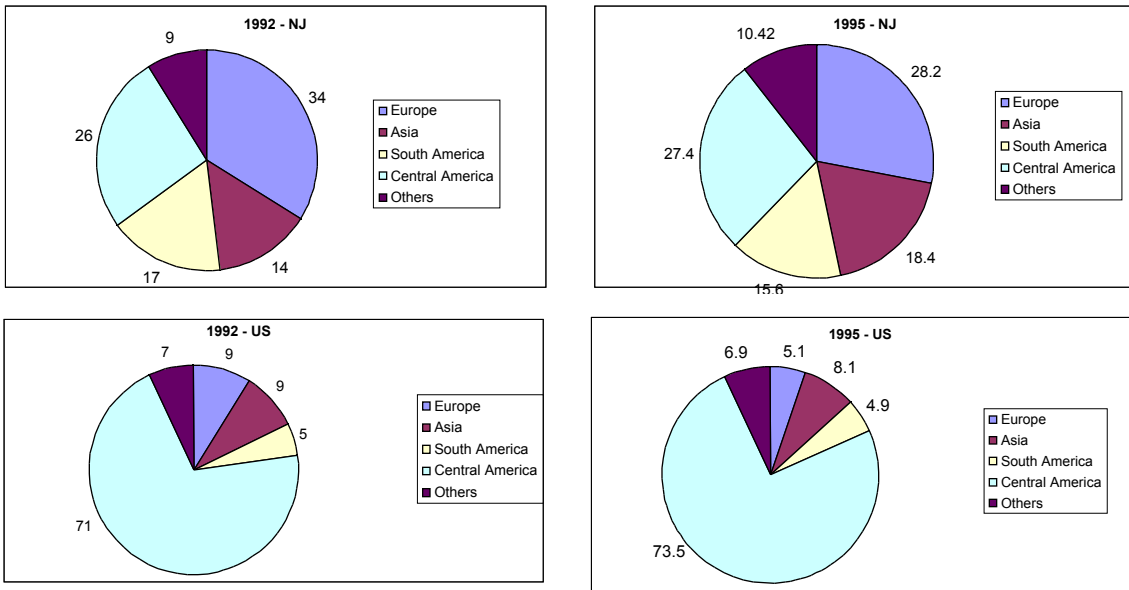
- By 1995, the estimated number of undocumented foreign-born had again climbed to 5 million nationally and the unabated flow of undocumented foreign-born from Mexico had raised their contribution to 2.7 million (53.5 %). The remaining 2.3 million undocumented foreign-born came from a much diverse and non-traditional group of countries [44].

• El Salvador	282,000	(5.5%)
• Haiti	138,000	(2.7%)
• India	126,000	(2.5%)
• China	124,000	(2.4%)
• Former Soviet Union	81,000	(1.6%)
• Africa	77,000	(1.5%)
• Poland	74,000	(1.5%)
• Colombia	60,000	(1.2%)
• Peru	57,000	(1.1%)

- Jamaica 57,000 (1.1%)
- Philippines 44,000 (0.9%)
- United Kingdom 41,000 (0.8%)
- Dominican Republic 39,000 (0.8%)
- Cuba 24,000 (0.5%)
- Iran 23,000 (0.5%)

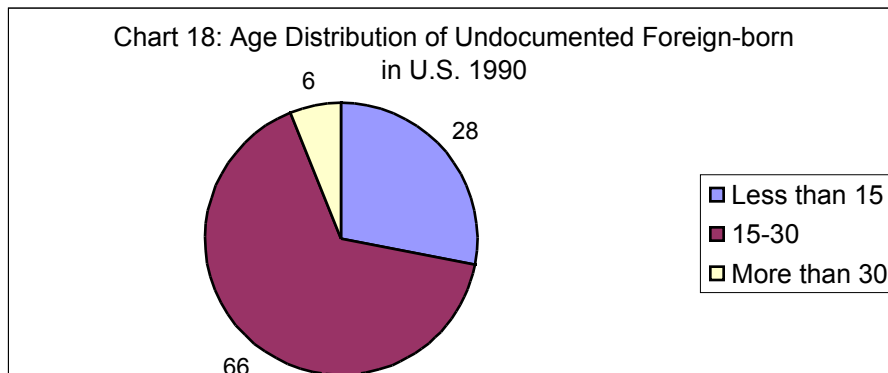
- By 1995, we observe that the immigration of undocumented increased from Asian countries such as China, India, Iran and the Philippines, European countries like former Russia, Poland and the United Kingdom, the Caribbean countries like Jamaica, the Central American countries of Haiti, El Salvador, Dominican Republic and Cuba and the continent of Africa.
- Chart 17 shows the distribution of undocumented foreign-born by regions for the U.S. and New Jersey for 1992 and 1995. New Jersey's undocumented immigrant population is more diverse than the nation's.

Chart 17: Undocumented Foreign-born by Regions—US and New Jersey



Sources Passel [38] estimates for US 1995; Espenshade [14] for US and NJ 1992; Current Population Survey, New Jersey, 1995. Assumed that undocumented are a third of foreign-born. Central America includes Mexico, Canada and the Caribbean

Age Distribution of Undocumented Foreign-born



Source: Passel [44]

- In 1990, 66% of undocumented foreign-born were between the ages of 15 and 30 years, 6% above 30 years of age and only about 2% over the age of 45

years. It seems that the 1986 IRCA legalized mainly adults and that the legalized population was joined by undocumented children by the 1990 census [36].

- Moore [33], observes that in 1996 more than 70% of all immigrants (documented and undocumented) were over the age of 18 when they arrived in the US. Between 1990 and 1996, 25.4% of the recent arrivals were under the age of 18 years, 61.3% were between the ages of 18 – 64 and 3.3% were over 65 years. Passel and Clark [43] make a similar observation for New York.
- The foreign-born population in New Jersey is younger than at the national level. In 1990, 35.6% of foreign-born in the U.S. were over the age of 45 compared to 30.3% in New Jersey. In 1990, 7.5% at the national level were less than 15 years of age compared to 15.9% in New Jersey [40].
- The data on foreign-born in the Current Population Surveys is not separated between documented and undocumented foreign-born. Therefore, no reliable data on the undocumented foreign-born is available. Furthermore, the INS also reports immigration data only for legal immigrants - permanent residents, refugees, students, work permit holders, and visitors.

Undocumented Foreign-Born in Metropolitan Areas

The preference for intended state and metropolitan area of residence of legal immigrants can perhaps shed light on the intended residence of undocumented foreign-born as well. There are two reasons to support this reasoning. One, people from the same nationality tend to congregate together. Second, over 50% of undocumented foreign-born in the State are visa-over-stayers. From Table 1, we observe that Newark, Jersey City, and Bergen-Passaic and Camden metropolitan hubs are the intended residences for the newly

arriving foreign-born in the state. We suspect that these urban areas are also home for undocumented foreign-born.

III. ECONOMIC IMPACT OF UNDOCUMENTED FOREIGN-BORN ON NEW JERSEY'S ECONOMY

- Espenshade [14] states that “Foreign-born individuals in New Jersey are better educated and more heterogeneous than immigrants nationwide.” However, his next statement that, “Moreover, illegal immigrants are a relatively insignificant component of New Jersey’s overall foreign-born population” is perhaps no longer true. As the unemployment rate in the State dipped below 5.5% in 1997, hovered at 4% in 1999 and fell below the national unemployment rate in March 2000 to 3.7%, the inflow of undocumented persons seems to have accelerated. According to our conservative estimate, the percentage of undocumented foreign-born population had risen to the national level of 2.5% of population by 1999.

A. Reasons for Increased Influx of Undocumented Foreign-born

- An increase in the influx of undocumented foreign-born seems to be the result of both pull and push factors. The principal pull factor is the abundance of economic opportunity available in the United States. A number of push factors can be listed:
 1. Economic conditions at home in terms of inflation and unemployment.
 2. Population pressure at home.
 3. Increase in the waiting period to immigrate legally.
- There are costs associated with illegal immigration. The costs include monetary costs of travel and job search and the risk of being apprehended and deported.

- The INS has increased border surveillance along the Mexican border. The benefit of illegal migration is a better economic future if not apprehended and deported. It seems that for illegal immigrants the benefits far exceed the costs.
- If we look at the global economy in the 1990s, there were many push factors at work – the fall of the Soviet Union and the eastern bloc countries, the Asian crisis in the late 1990s, and recessions in Mexico, and political upheaval in other Latin American countries. In addition, the INS slowed the processing of family related immigration. For some countries like the Philippines the waiting period for relatives under the 4th preference is close to thirty years; for India it is twelve plus years; for Poland it is close to 10 years. Adult unmarried children of citizens (1st preference) from Mexico have to wait seven years to join their parents in the U.S. Adult unmarried children of permanent residents (2nd preference) from China, India, Mexico and the Philippines have to wait seven to ten years for legal immigration. Spouses and younger children of permanent residents from these four countries must wait for four or more years. This probably is another push factor responsible for illegal immigration. Note that in 1990, the INS issued over 1.5 million legal visas; it issued only 660,477 visas in 1998. In 1998 the INS issued 220,000 family visas whereas the minimum family-sponsored preference limit is 226,000.
 - The INS [55] reports that between 1994 and 1998, the number of immigrants admitted for legal permanent residence has been less than expected (1,992,000) and as a result the number of pending applications increased (2,387,000). The number of applications received by the INS totaled 2,829,000 during this period. Legal immigration was at its lowest in 1998 (660,477) since 1988 (643,025).

- For 1995-1997, the INS estimated that legal immigration would have been 450,000 –550,000 higher had pending applications not increased. The increase in pending applications is attributed to enforcement of the 1996 Immigration Reform and Immigrant Responsibility Act. This Act requires additional information (affidavit of support) from U.S. citizens and imposes per country limits.
- A recent study by Hanson and Spilimbergo [25] examines the relationship between border apprehensions of illegal Mexican entrants to the U.S. and economic conditions in Mexico. Using INS data from 1960-1996, they find that as conditions in Mexico worsen illegal immigrant apprehensions rise at the border as illegal immigrant flows increase. They also find that the deterioration in Mexican economic conditions has a contemporaneous impact on Mexican border apprehensions. This is hardly surprising given that Mexican workers have little savings to fall back on and lack a safety net provided by the state.
- Attorney General Janet Reno in late 1993 admitted: "We will not reduce the flow of illegal immigration until these immigrants can find decent jobs at decent wages in Mexico." [28]

B. Fiscal Impact on the Federal, State and Local Governments

- Various attempts have been made to estimate the share of cost of government services that foreign-born bear. Some studies like Huddle [26], Camarota [8] and others conclude that the monetary value of the benefits received by foreign-born exceeds their tax contributions. Others like the National Research Council [37], Fix and Passel [18], Passel and Clark [43], Garvey and Espenshade [14] and Moore [33] have argued that one needs to look at taxes paid and benefits

received at different levels of government and also take an inter-generational accounting approach.

C. Estimate of Taxes Paid and Benefits Received by Foreign-born in New

Jersey

- Garvey and Espenshade [14] estimated the state and local taxes paid by all foreign-born by age and region of origin. In 1990, foreign-born households paid \$753 million in all state taxes and native-born paid roughly \$5,134 million. Foreign-born households were 13.5% of all households and they paid 13% of the total state taxes and received benefits worth 14% of total state expenditures. Native-born households on the other hand paid 87% of the state taxes and received benefits worth 86% of total state expenditures. Thus, overall both foreign-born and native-born households are about even.
- We observe from Table 8 that foreign-born households' share in major state and local taxes was proportional to their share in the total number of households (2.9 million) in 1990.
- Foreign-born households paid in three taxes, i.e. state income tax, sales tax and local property taxes, \$1.6 billion in 1990.

Taxes	Native-born	Foreign-born
State Income Tax	\$2, 848.2 (87.0%)	430.9 (13.1%)
Sales Tax	\$1,151.4 (87.0%)	174.0 (13.1%)
Local Property Tax	\$5,946.0 (86.0%)	995.0 (14.3%)

Source: Calculated by authors using Garvey and Espenshade [14]

- Average income of foreign-born households was \$17,557 compared to \$ 21,477 for native-born households in 1990. Average incomes of European and Asian headed foreign-born households (\$19,335 and 19,941) were higher than for Latin American households (\$13,144).
- In 1990, Europeans headed 46.5% of foreign-born households, Asians headed 19.7% and Latin Americans headed 28.4%.
- Europeans and Asians pay greater proportions in taxes than Latin American households as their incomes are higher and they headed 66% of foreign-born households in the State.
- We use Passel and Clark [43] methodology to estimate federal income taxes paid by foreign-born in New Jersey. For the first time, they have separated foreign-born population for the state of New York by citizenship and by status – documented, undocumented and refugees. We assume that the profile of New Jersey's foreign-born population is similar to the state of New York. In 1995, 15% of New Jersey's and 17.7% of New York's populations were foreign-born. The relative shares of foreign-born populations are thus more or less the same.
- In 1995, the per capita incomes of native-born and foreign-born residents in New York were \$18,100 and 18,000 respectively. The foreign-born population paid 14.5% of the total federal income taxes paid by all New Yorkers though they were 17.7% of the state's population. In other words, foreign-born paid 82% of their share.
- We are assuming that foreign-born in New Jersey also paid roughly 82% of their share of federal income taxes.

- Thus, a foreign-born person paid \$1,954 on average in federal income taxes, totaling \$2,165 million for all foreign-born in 1995.
- Additionally, a foreign-born person paid \$197 in social security and unemployment insurance, totaling \$218.3 million by all foreign-born in 1995
- At 1996 prices, foreign-born households paid \$2,204.9 million in federal income taxes, \$222.32 million in social security taxes and unemployment insurance and \$1,809.3 million in state income taxes, sales taxes and property taxes for a total of \$4,236.5 million to federal, state and local governments in 1995.
- The per capita 1995-tax burden on a foreign-born is estimated at \$3,823.5 at 1996 prices
- Foreign-born and native-born pay more in taxes to the federal government than they receive in benefits. At the state level the taxes paid and benefits received are about even. It is only at the local level that the cost exceeds tax revenues collected for all households [14, 19].

Estimates of federal income tax, social security tax and unemployment insurance

- Assuming that the per capita income of undocumented foreign-born in New Jersey was the same as in New York; i.e., \$12,100 in 1995 and that the compliance rate is 50%, the total federal income taxes, social security taxes and unemployment insurance contributions in 1995 are estimated at \$104.3 million and \$106.2 million at 1996 prices.

Estimate of state income tax, sales tax, and local property taxes

- State income tax contributions by undocumented foreign-born in 1995 are estimated at \$27.5 million; \$28 million at 1996 prices.
- Sales taxes paid by undocumented foreign-born in 1995 are estimated at \$43.6 million; \$44.6 million at 1996 prices.
- Local property taxes paid by undocumented foreign-born in 1995 are estimated at \$43.9 million; \$44.0 million at 1996 prices.

Total Tax Amount Paid

- In 1995, undocumented foreign-born paid a total of \$219.3 million in all taxes; \$222.8 million at 1996 prices.
- Given that there were 135,000 undocumented foreign-born in New Jersey in 1995, the per capita tax payments were \$1624.4 that year or \$1650 at 1996 prices. This amount compares favorably with the per capita taxes of \$2,400 paid by undocumented foreign-born in New York [44].
- Undocumented foreign-born pay 5.3% of taxes paid by all foreign-born, however, they are 15% of the total foreign-born population in New Jersey.

D. Estimates of the Cost of Incarceration of Undocumented foreign-born

- Clark and Zimmerman in Espenshade [14] estimated that in 1994, New Jersey had the lowest number of undocumented foreign-born in the state prison system. Out of a total of 21,395 undocumented foreign-born prisoners in seven most impacted states, only 285 (1.5% of total) were incarcerated in New Jersey. At an annual cost of \$23,095 for maintaining a prisoner in New Jersey, the total cost to the state was \$6.6 million, compared to \$367.7 million for California and \$44.9 million for New York. According to INS estimates there were 98 undocumented foreign-born incarcerated in 1997, 125 in 1998 and 151 in 1999.

In 1996, the annual cost of maintaining a prisoner was \$30,773 [54]. The annual total cost of incarceration at \$30,773 was \$3.1 million in 1997, \$3.85 million in 1998 and \$4.6 million in 1999 at 1996 prices. The fiscal burden of incarcerating undocumented foreign-born is, however, shared by the federal government.

E. Cost of Children of Undocumented in Public Schools

- It is difficult to directly count the number of undocumented children in public schools. Clark and Zimmerman [14] used an indirect technique to estimate the number of undocumented foreign-born in public schools. The proportion of undocumented foreign-born in public schools in New Jersey was 2.5% of the total number of undocumented foreign-born in public schools in the seven maximum impacted states in the country. For instance, the state of California had 48% of all undocumented foreign-born public school children in the nation. The states of New York and Texas had roughly 15% each.
- According to their estimates, there were 16,343 undocumented foreign-born in New Jersey public schools in 1994 and at 1996 prices, the cost is estimated at \$152.1 million. The deficit due to educational costs of undocumented is \$108.1 million.

F. Dislocation Impact of Foreign-born on the Native-born Population

- One of the popular argument against foreign-born is that they take away jobs from native-born workers. Various studies including Fix and Passel [19], Espenshade [14] and others find no significant evidence of adverse effects of immigration on the wages or employment of native born in either New Jersey

or at the national level. There is evidence in Camarota [8, 9] of market segmentation in jobs available to native-born versus foreign-born workers. Wilson [57] finds that there are ethnic niches in occupations with professional/managerial and technical occupations dominated by European, Middle Eastern and selected Asian groups. Market segmentation by native vs. foreign born probably has encouraged wage depression for undocumented. The following section on worker rights documents employers structuring jobs and recruiting efforts aimed at not just undocumented workers, but particular nationalities.

- Fix and Passel [19] argue that contributions of immigrants to the U.S. economy are substantial. Immigrants create more jobs than they themselves fill and recent foreign-born create as much employment as internal migrants from other areas of the country. Furthermore, entrepreneurial activities of foreign-born themselves have created jobs for the natives. In 1990, 1.3 million (7.2%) were self-employed, a rate surpassing native-born (7.0%) [16]. Finally, immigrants buy goods and services like the natives. Also, they rent and own properties like the natives. The gross economic contribution of foreign-born when backward and forward linkages are taken into account will be a multiple of their direct contribution. Their contribution to GDP is proportional to their share in the total population. [18]. According to the 1990 census, the total foreign-born income was \$285 billion (8% of all reported income), equal to foreign-born share of the population (7.9%). Foreign-born paid \$90 billion in taxes and received \$5 billion in welfare. The higher educated pay more taxes while refugees and low skill/education persons are more likely to receive benefits.

- In 1997, the foreign-born income was \$390 billion (9 % of all reported income), equal to their 8.7% share in total population. Foreign-born paid \$133 billion in taxes that year. Adding the taxes paid by businesses which are owned by foreign-born brings this total to \$162 billion. Foreign-born received benefits worth \$130 to 135 billion that year, leaving a net benefit to the nation of \$30 billion.
- The foreign-born in New Jersey have transformed many formerly depressed urban areas into thriving ethnic communities and have created booming real estate markets. Some of the examples are Fort Lee (Japanese), Edison (Indian, Pakistani, Chinese) Palisades Park (Korean), Iron-bound section of Newark (Brazilian and Portuguese), Jersey City (Central American, Indian), Elizabeth (Latinos), Parsippany, Paterson (Arabs), Piscataway (Chinese), Highland Park (Chinese), Union City (Cuban), West New York and North Bergen (Latino).
- Hoover Institute found that in the 10 fastest growing cities including San Diego, Anaheim, Las Vegas and San Jose – foreign-born constitute 17.9% of the resident population [Moore 33]. In the 10 slowest growing cities – including Detroit, Cleveland, Philadelphia, Buffalo and St. Louis – foreign-born constitute 6.8% of the population.
- Newspapers, magazines, movie theaters, radio and TV stations are serving foreign-born communities and thriving in New Jersey. Foreign-born have enriched natives by opening ethnic restaurants and shops in the suburban communities. The children of foreign-born in the schools, colleges and universities enrich cultural lives of the institutions and bring the dream of world as a global village closer to reality. The children of foreign-born create jobs for teachers, university professors and administrators in the State.

- The economic revival of these urban hubs is not only due to the enterprise of documented foreign-born; it is also built on the backs of hard-working undocumented foreign-born. Thus, the undocumented persons have not only provided a steady stream of labor to sustain economic expansion of the state, they have also contributed by generating demand for goods and services produced in the State and the nation. This has happened despite the fact that the 1996 Welfare Reform Act prohibited the recent documented and all undocumented persons from various benefits like food stamps and Medicare (except emergencies). The only benefit that has not been revoked by the state of New Jersey for undocumented foreign-born is education of their children in public schools.
- Borjas [5, 6], Huddle [26] and others underestimate benefits and over-estimate costs of foreign-born to the U.S. government and the workforce because they fail to quantify all the benefits and over-estimate costs by including business transfers, refugees, asylees and student population in the total number of foreign-born.
- The National Research Council [37] estimates that \$10 billion worth of net benefits accrue to natives from having foreign-born in the labor market. Instead of being a fiscal drain to the tune of \$42 billion as estimated by Huddle, Moore [33] estimates that foreign-born generate a surplus of \$25-30 billion. The Huddle estimate does not include the impact of foreign-born owned businesses or the impact of highly skilled immigrants on overall productivity.
- Finally, the majority of foreign-born (documented or undocumented) arrive in the U.S. at the prime of their life. Their education is already paid for by the home (sending) country. The median educational attainment for all foreign-

born is 10 years. Providing that much education in New Jersey would have cost local governments a sizable amount. Foreign-born contribute to social security but they do not have their parents in the system as retirees, therefore their contributions help pay for the retirement of natives. Thus, saving in education costs and the contribution towards social security are a windfall gain for the US. This windfall gain due to savings in education and upbringing is estimated at \$1.43 trillion. The total net benefit to the social security system in current dollars is estimated at \$500 billion for the 1998-2022 period [33].

G. Wages of Undocumented Immigrants

- Rivera-Batiz [45] finds that the hourly wage rate of male Mexican legal immigrants in the U.S. was 41.8 % higher than that of undocumented Mexican workers, while female legal immigrants from Mexico earned 40.8% more. Our informal survey of undocumented foreign-born workers suggests that they earn an average wage of \$5.05/hour. In contrast, the average hourly wage in 1998 for low-wage workers in New Jersey was \$7.89/hour. Thus the hourly rate differential between undocumented foreign-born and all low-wage workers was \$2.84/hour (56% lower for undocumented foreign-born). At 40 hours per week, the yearly differential is \$5,907. Assuming a total of 160,000 undocumented workers in 1999 in New Jersey, the estimated income loss of those workers was \$945 million. In all likelihood, this is an underestimate of the total income loss for undocumented workers since our informal survey again suggests that undocumented workers from the Caribbean, South America, Asia and Africa are performing jobs below their education and skill levels. The

loss in income resulting from this source is not only the workers' loss, it is also a loss for New Jersey as a whole.

- The New Jersey Department of Labor, using labor market data for 1996, projected that service occupations like food preparation workers, janitors and cleaners will experience the highest number of annual job openings and service occupations like janitors and cleaners and health workers will create the largest employment during 1996-2006.
- Camarota [8] notes that nationally, high immigrant occupations are operators, fabricators and laborers, service occupations, farming (except managerial) and private household workers. The average wage in high immigrant occupations is \$21,598 compared to the average wage of \$35,564 in low immigrant occupations at the national level. The top 5 industries for undocumented workers according to the INS in New Jersey are: garment manufacturing, eating/drinking establishments, miscellaneous food preparation, janitorial and landscaping/horticulture.
- According to the State of New Jersey Commission of Investigation [46], agricultural and manufacturing industries in South Jersey used contract-labor providers to hire undocumented aliens and workers on welfare/unemployment. These workers performed menial jobs such as removing bones from poultry, shelling clams, sorting and packing produce, assembling parts, and readying finished products and materials for shipment to customers. This labor pool was made up of immigrants primarily from South and Central America and Southeast Asia. These workers were paid a minimum wage of \$5.05/hour or less and made to work 60 hours a week with no benefits or workers' rights.

IV. WAGES, BENEFITS AND WORKER RIGHTS

- The discriminatory treatment of undocumented workers imposes costs on those who are being discriminated against as well as on all workers generally. The absence of good employment practices vis a vis undocumented workers ends up diluting employment practices for all workers. Those who don't undercut employers who play by the rules. The undocumented workers are adversely affected because they receive lower wages and fewer benefits. The state hourly wage rate for low-wage workers declined from a high of \$8.47 in 1991 to \$7.89 in 1998 (-6.8%) [40]. Furthermore, their on the job safety is jeopardized and their rights as workers are compromised.

A. WORKER RIGHTS

1. Government workplace protections

Occupational Safety and Health Administration

All workers on site may be threatened with unsafe conditions if undocumented workers are not trained in prevention or afraid to report concerns promptly to the proper authority. Another barrier to equipping immigrant workers to play their role in assuring safe workplaces is that OSHA instructions are too often only printed in English. The management, similarly has its risks increased if essential feedback from especially the lowest levels and vital operations is curtailed by worker fear of drawing attention. This threat cuts especially hard for non-unionized sites with less likelihood of a secure, English-speaking co-worker being present and able to help communicate the concern. Since many undocumented workers are employed in entry-level jobs in industries with

high risk for injuries (construction, food service support, manufacturing, chemical processing, agriculture), and are not usually covered by employer-provided health insurance, the risk of disability and lost income is multiplied. Undocumented workers, though possibly having employers making the proper workmen's compensation contributions, again fear applying if injured and out of work.

Another contributing difficulty is that too many employers, especially the growing number of temp agencies, do not provide personal protective equipment, i.e. eye goggles, gloves, back braces, ear plugs. Or they do, but charge. (A sign at one Middlesex County agency lists rental of a safety helmet for \$4 a day). "Charging you for what the employer is responsible for providing isn't right", comments Rich Cunningham, a New Brunswick-based OSHA specialist.

John Ballantine of Carpenters Local 15 witnessed the aftermath of a scaffolding collapse last fall at the Little Falls Post Office. "a non-unionized laborer of a subcontractor was injured and a friend took him away in a van for he refused to let anyone call an ambulance or go to a hospital, fearing his immigration status would be exposed and he'd be fired or deported."

Anti-Discriminatory Laws

The October 26, 1999, ruling that undocumented workers are entitled to the same remedies for unlawful discrimination available to any other worker (for workplaces of at least 15) is positive, but because of the above-mentioned factors, and since resources to enforce the ruling are woefully inadequate is of little import. An undocumented worker

able to obtain an Equal Employment Opportunities Commission award, however "cannot be reinstated unless she/he produces the work documents required." [35]

"The undocumented are among the most abused workers. The vulnerability is a national shame," EEOC Vice Chairman Paul Igasaki has lamented.

Unscrupulous employers rob undocumented workers with little fear of reprisal. In an era of anti-government attitudes resulting in deregulation or under funding of the remaining regulatory functions, workplace protections have lessened even for native and documented immigrant workers, leaving the undocumented workers largely out in the cold.

Josh Bernstein of National Immigration Law Center observes that: "We all do the same work. The only difference is employers have huge power over the undocumented workers." Lucia Duncan reported in November, 1999:

"Undocumented workers risk the possibility of unemployment and deportation when filing complaints about unpaid wages, unpaid overtime, wages below the minimum, violations of health and safety laws, sexual harassment, and infringements of other labor codes." [13]

Wage And Hour

- A New Jersey State Commission of Investigation (SCI) 1997 report on South Jersey abuses *Contract Labor The Making of an Underground Economy* [46]

begins:

"Elements of New Jersey's agricultural and manufacturing industries have been subverted at taxpayer expense by a lucrative underground economy that benefits unscrupulous contractor who trade in cheap, and sometimes illegal, immigrant labor. Millions of dollars in income taxes and other levies go unpaid each year as a result of this enterprise, which also has diverted

money from trust funds established to provide Social Security, Medicare, unemployment and temporary disability insurance for law-abiding citizens.” The report names the criminal mechanisms:

“The central figures in this profitable underground economy are contract-labor providers who supply workers to processing and manufacturing plants. These labor providers include individuals known as ‘crew leaders’ as well as the owner/operators of temporary-help service firms... Plant managers have found immigrant groups to be far more amenable than the established local labor force to the idea of working cheaply under trying conditions with little or no fringe benefits... An examination of 650 randomly sampled Social Security numbers of workers employed by eight of the contract-labor providers revealed that only 15 (two percent) were genuine. The vast majority—494, or 76 percent were bogus, and 141 (22 percent) could not be positively identified as having been issue to employees listed in the records.”

Causes were described and remedies were suggested:

“Insufficient resources and attention have been devoted to proper oversight and enforcement at the state level... A contract-labor provider and the processor or manufacturer using a provider’s services should be recognized as joint employers of workers for all federal or state tax and other reporting requirements.”

Hearings on the report were held in early 1999 by the Assembly Labor Committee headed by George Geist of Camden, but no bill has been filed or actions taken.

Action from outside New Jersey has, however been taken to aid farm workers, a major portion of the SCI report's population. The Associated Press reported April 5, 2000, that a federal judge had ordered the U.S. Department of Agriculture to make sure migrant farm workers (12,000 in New Jersey) who were illegally being charged rent get their money back from farmers given 1% housing construction loans on the condition rent couldn't be charged.

The booming construction field also seems rife with abuse of undocumented workers:

- Mike Malloy, head of New Jersey Unemployment Insurance, notes a recent audit finding with INS showing large construction subcontractors depriving many workers (often immigrants) of wages. One of his veteran investigators, Frank Myers observed "most non-union framing and sheet rock crews are undocumented Latinos on piece work."
- Denis Johnston of the Newark American Friends Service Committee Immigrant Rights Program, has advocated to the New Jersey Division of Wage and Hours Compliance on behalf of Elizabeth laborers who complain of not being paid. In one case \$1471 (\$11/hour) and in another \$800 (\$10/hour) for summer 1999 work for a painting subcontractor at an Oakland project.

Day Labor is another big area of wage and hour concern:

- Palisades Park residents began complaining in the mid 1990's of growing numbers of contractors cruising certain locales in pick-up trucks to meet Guatemalan workers standing on the sidewalk. Several years of meetings among merchants, clergy, workers, social service agencies and public officials ensued with a plan to create a framework or market for these transactions -- one with some accountability to all parties and lessened public safety/nuisance problems. Due to a lack of support by the local municipality, the plan spearheaded by Bergen County, which had obtained funding, had to be abandoned. [12] The pick-ups and workers continue to meet as before and numerous New Jersey cities now see similar "underground economy" activities.

- Nadia Marin-Molina, Director of Long Island's Workplace Project reports a survey indicating that one-third of the day laborers working in landscaping and construction are underpaid an average of \$300 by contractors. Contractors often will only give workers a first name and beeper number and if identity can be established, shield assets with shell corporations.

Retail and warehouse work is not immune to wage and hour violations:

- Consuela Aguirre of the United Immigrants Association of North Bergen has provided details of a growing exploitation of undocumented workers by owners of "dollar" stores whose owners pay as low as \$4 per hour, keep workers stocking new stores for up to fifteen days straight, forcing workers to sleep at the construction/warehouse site and then resist paying. Or, when it was "on the books", making deductions (for social security and Medicare but not for federal or state taxes) but not forwarding the money to the governmental bodies, confident the worker would hesitate to report the theft of wages and deductions. Workers are handed their paychecks, asked to sign them in front of the employer and then exchange them for cash. The pay stub makes it appear the worker only worked 40 hours a week. The company, owned by South Asian immigrants, with distribution centers in North Bergen and Elizabeth supporting the 40 stores, does not hire natives, workers with proper papers or Salvadorans who are considered too assertive, but undocumented Mexicans, including 14 year olds. This according to an August, 1999 complaint filed on behalf of six worker-victims owed over \$7,000 each in overtime for 15 hour days in 1996-1998. By early April, 2000 the New Jersey Department of Labor had begun "data input" to analyze the complaint.

2. Unintended Consequences of the "Employer Sanctions/I-9" Provision of Federal Law

No Match" Letters

Employers receive "no match" letters from the Social Security Administration pointing out errors in paperwork for workers - which don't necessarily mean illegal status and which employers need not respond to. But some employers selectively use these letters to coerce workers. This law has been highly controversial since 1986 and is found to be increasingly unworkable. In April, 1999 the GAO reported major flaws in the system from easily perpetrated fraud.

Most disturbing is that the laws are contradictory and place workers, employers and those responsible for enforcement in untenable positions:

"...according to William Gould, past NLRB chair, 'there is a basic conflict' between workers' rights under the National Labor Relations Act and workplace enforcement of immigration law." [1]

Despite this,

"The Clinton administration has made the workplace the focus of its efforts to enforce immigration law. According to INS Commission Doris Meissner, 'Work is the incentive that brings illegal immigrants into our country'...The policy rests on the enforcement of employer sanctions, which require employers to collect information about the immigration status of all their employees who fill out an I-9 form to verify it." [1]

Employer Coercion

"...employers selectively hire workers on the basis of ethnicity and immigration status." Lucia Duncan

Following are examples of how employers used firings or threats to report a worker to the INS to undermine union organizing efforts, bargaining process or simple redress of grievances.

- The Union of Needletrades, Industrial & Textile Employees (UNITE) local organizer

Hector Ramos describes two recent examples. The first deals with a Woodbridge firm:

“On March 24 the NLRB conducted an election to determine if the workers wanted to be represented by our union. We lost. A whole campaign of intimidation by the Company preceded the election, which included the request by the Company of three or four strong Union supporters, to produce new proof of legal residency and permission to work within the country. The result was one worker fired and the others, after much scrambling were able to produce the paper work. This sent a chilling effect among the many immigrants in the workforce, which we feel contributed to the loss. A company that does this should face a heavy fine and be forced to recognize the Union involved in the organizing campaign. No election free of intimidation can take place among a group of immigrant workers once the Employer has demonstrated what can happen to a few or many of the workers should they exercise their right to be represented by a Union”

Ramos described another misuse of the law by an Edison employer whose workers they had organized:

“The Company tried to have the election overturned by filing an unfair labor practice charge against the Union. The charge was that the Union threatened undocumented workers to vote for the Union or we would call Immigration. Needless to say, such charges were dismissed as unfounded however at great expense in defending against them. The Company should have faced a heavy fine, be forced to cover the Union’s defense expenses, and forced to give the workers retroactive raises based on how long the charges held up negotiations.”

- Hotel Employees Restaurant Employees Union International Local 54’s Lizette

Delgado, director of their Multilingual Center in Atlantic City, related these problems:

"At one casino hotel, certain Latino supervisors know which workers seem to be undocumented by discerning discrepancies between a person’s name or accent or behavior and claimed nationality. They ride the person till the breaking point. Our contract says 14 rooms should be cleaned in a shift so a suspect worker is forced to do 18 and is afraid to complain even to the union".

(That contract was only obtained in 1998 after the union struggled for four years during which management pressured many of the 250 in the Environmental Services unit first, against voting to organize, and then to accept a sweetheart contract.)

At another casino hotel a Guatemalan GuestRoom Attendant was using Puerto Rican papers and another worker blackmailed her for two years. "It only ended," according to Delgado, "when the blackmailer and two accomplices were caught roughing up the victim on the job". All four were fired--three for assault and the other for being undocumented. The presence of workers known to be undocumented clearly leads to divisiveness and abuse all around.

Dave Johnson, organizer with the Laborers' Eastern Region describes how a Newark recycling firm pays 110 workers minimum wage with no benefits for dangerous work.

"Not long after we started talking with workers a year ago, the company started citing "no match" letters and threatened to fire or report to the INS the majority who appeared to be undocumented. A lead worker who was an informant to management was selling false papers for \$200. Organizers backed off as workers were intimidated. The company stopped the threats. We resumed outreach with house calls and got many authorization cards signed. The employer resumed threats, fired several workers and put out a flyer saying the union could not get people citizenship and that the government gets names and addresses of union members. This is fearful for refugees from tyrannies in Central America. We lost the election 32-40. We objected to the Region 22 NLRB which overturned the election because 35% of the addresses on the "Excelsior List" that the company had provided us of employees working for the firm were bogus. The company has appealed and now - a year later - we are in limbo with no union. Needless to say, when a company tells its undocumented workforce that it is providing their names and addresses to the 'Government,' without mentioning the fact that undocumented workers have a legal right to form a union, it has a 'chilling effect' on the organizing campaign. "

Union Involvement

First, an example of a positive approach:

Teamsters' Local 810 represented 93 Spanish-speaking workers producing window units at a Hackensack firm. When the plant closed in March, an outplacement contract was secured with the United Labor Agency of

Bergen County which then discovered that 55 of the job seekers were undocumented. Most provided bought or counterfeit ID's year after year in response to several "no match" letters from Social Security. "Our Guardian Angel was looking for us for there were no audits or raids," says Lillian Torres, the former HR Director. All workers paid taxes and unemployment insurance but none filed for benefits, aware that the DOL would check their status. The 55 workers averaged \$9 and hour or \$18,720 annually, thus along with the employer's contributions, paid \$157,520 per year into Social Security.

Two different stories must also be told:

An out of state local extended themselves to a manufacturer and distributor of fancy leather goods in Carlstadt, NJ. Scores of undocumented Spanish speaking workers spend 89 days here via a temp agency. (The "union" calls for conversion to regular, benefited employment status at 90 days.) After two visits with Spanish-speaking colleagues, United Labor Agency Director Mike Doklia reports, "None of the dozens we spoke with knew who the Shop Steward was, had seen a Union Rep other than on their way to speaking with management or had ever seen a union contract."

A Camden County turkey-processing plant recently fired 15 of its 40 workers, most of whom are undocumented workers from several countries. Those fired, however included those asking for a raise about \$6/hour and a few who due to seniority were making 75 cents more than the other workers. Undocumented workers not asking for a raise are still on the job. A union represents the employees, but those fired complain the Local has done nothing to aid them.

3. Other Problems Facing Undocumented Workers:

Exploitation by some immigration and naturalization lawyers playing on the confusing welter of laws, groups and deadlines has been reported. "They play on rumors of amnesty to get undocumented immigrants to pay retainers," complains a Paterson resident who gave examples of \$5000 paid with no results (or possibility of results given the law).

Don Hendi of the New Jersey Supreme Court Client Protection Fund warns of another type of abuse:

"Immigration law is a strange area. People are seen as lawyers by the client, but aren't. Notaries in Latin and South America are esteemed Jurists so some take advantage of this and, as New Jersey Notaries, pose as attorneys to desperate immigrants. Here's a new pot of gold for anyone wanting to swindle."

His office unfortunately, only has jurisdiction over true lawyer-client relationships.

Economic pressures and anxiety in millions of families containing people of different status contribute to increased domestic violence. Religious or cultural benefits, isolation, lack of social services or immigrant mutual aid groups such as those that served the "First Wave," and fear of deportation from using what services that are available or of calling the police also contribute to this trend. The New Jersey Coalition for Battered Women's December 1998 Newsletter quoted Leslye Orloff, of AYUDA:

"The following factors are used by abusers of immigrant women to solidify their power and control and inhibit the immigrant woman's ability to successfully flee violence or stop abuser's violence. Most battered immigrant women:

- Do not know that domestic violence is a crime.
- Lack access to information about laws that can protect them. Their knowledge about what the legal system can do for them usually comes from the abuser.
- Do not know that the legal, medical, and social service systems will help them even if they continue to live with the abuser.
- Are not allowed to learn English.
- Often work two jobs and do not have time to learn English, even if the abusers allow them to do so.
- Are isolated from friends and social service providers who speak their language.
- Believe that they cannot receive help from:
 - Police and courts because they are an arm of a repressive government as in their home country.
 - Courts because as at home the person with the most money and strongest political connection wins - usually the man.
 - Judges because they come from countries where testimony is not valid evidence and the work of a man is legally worth more than the testimony of a woman."

Barbara Price, Director of the Coalition notes each county has shelters "to serve anyone

regardless of immigration status."

"When a stranger sojourns with you in your land, you shall not do him wrong. The stranger who sojourns with you shall be to you as the native among you, and you shall love him as yourself; for you were strangers in the land of Egypt." Exodus 23:9 (This ethic is repeated 36 times in the Hebrew Bible.)

B. Economic Prospects for Undocumented Workers

1. Recent Trends in the Labor Market

In additions to legal and illegal immigration, the supply of workers has also increased due to national public policy changes:

- Welfare reform has already added tens of thousands to New Jersey's workforce.

Burtless calculated in 1994 that adding out-of-the-labor-force mothers to those seeking jobs

would have added 2.3% to the unemployment rate. [7]

- A new federal law encourages people with disabilities to enter the workforce by guaranteeing them health coverage for up to 7 years, should their new employer not provide.
- Early in 2000, Congress unanimously passed a law providing incentives for senior citizens over age 65 to stay in or return to the workforce by eliminating Social Security penalties for earnings.
- Federal Reserve Chairman Alan Greenspan has repeatedly called for even more immigrants to feed the labor market and prolong the economic expansion without wage inflation.

2. Demand Patterns

- The sustained U.S. expansion has increased demand for labor. Furthermore, the changes in employment patterns are fueling demand for service sector workers. There are fewer manufacturing jobs paying good wages with benefits; more degraded service and contingent work
- Most of the top 10 growth jobs are low paying according to the New Jersey Department of Labor Projections. Taking 12 job titles where undocumented workers proliferate and which will grow from 39 -42.7%, the total is over 150,000 new jobs by 2006. [39]

“Many of the fastest growing occupations, such as home health care aide, child care worker, and lawn service technician, would not make much economic sense if the relative wage received by unskilled workers were as high in 1998 as it was in 1968.... The supply and demand model accurately predicts that in the long run, as the supply of unskilled workers increases, the wages they earn will tend to fall, encouraging employers to create jobs that exploit the availability of a cheaper workforce.” [7]

- The true impact of the global technological revolution on the low-end jobs is emerging:

“Countering predictions that the post-industrial US economy would require less low-level employment, transformations with both old and new industries have generated a massive expansion in the supply of unskilled jobs and, subsequently, increased demand for immigrant labor...technology has contributed to the downgrading of jobs, transferring skills from the worker to the machine. As a result, high-tech industries have expanded their demand for large numbers of workers for routine assembly line operations. Just as the declining industries have reorganized labor to offset production costs, the ascending industries have benefited from similar strategies aimed at maintaining cheap, flexible work forces.” [13]

Lest we only see companies pushing the two-tiered work world, John Sarno, Executive Director of the Employers Association of New Jersey comments, “more middle class people want nannies, landscapers, home health aides, cheap restaurant food. We don't want or have time to do these jobs”

"...the expansion of high level growth in the U.S. indirectly generates a demand for unskilled workers to meet the lifestyle needs of high-income urban workers . These 'off the book jobs,' such as the production of specialty and gourmet foods and services for cleaning and repair, constitute a largely informal economy that caters to the growing urban upper class. High income 'gentrification' also demands physical upgrading to meet rising residential and commercial needs. Recent years have seen a significant expansion in construction..." [13]

Undocumented workers are in demand but at low pay and few if any benefits.

3. Structural changes in employer staffing strategies

- Because employers are segmenting their low-end labor force acquisition, they use channels of existing workers; tapping into immigrant extended families to save recruiting costs. Additionally, the growth of immigrant workers “is built into the immigration process itself. This demand for immigrant labor will

continue to grow in the increasing number of firms owned and operated by immigrants.” [13]

- "As a result of union decline, native born workers fled the industries seeking other work in sectors where unions maintained a stronghold. The exodus of native workers created a labor market demand for immigrants in the newly de-unionized positions.” [13]
- Outsourcing leads to downward pressure on wages and benefits for workers in warehouse, manufacturing, food service, building maintenance areas--big employers of undocumented workers.
- Contingent work growth strips away benefits, possibility of unionization and paths to better jobs while lowering pay and worker protections. The "Labor Ready" temp agency has recently mushroomed nationally, to \$1 Billion in revenue - with nearly 30 offices in New Jersey. It targets entry-level immigrants, generally paying minimum wage while charging workers to cash checks and for transportation to sites, with the time clock not starting while one waits or is being driven. Several other similar low-end agencies are prospering and the traditional temp industry is increasingly moving into "light industrial" work. A Federal Reserve Bank of Chicago study shows that half of the apparent loss of manufacturing jobs nationally has actually been a transfer of jobs to the temp category. Instead of an \$18/hour plus benefits job, we now see the same tasks performed by a temp earning \$8/hour and no benefits.

4. Negative Results For All Entry-Level Workers:

- The Association for Children of New Jersey reported on January 17, 2000, that the average income of the bottom 5th of New Jersey residents had dropped from \$18,786 in 1988-90 to \$17,447 in 1996-98. In 1989 New Jersey low wage (20th percentile) workers earned \$8.50; by 1998 it dropped to \$7.89. But the middle class isn't moving up either:

"Nearly everyone who earned \$26 an hour or less—90 percent of the workforce—found that their pay last year, adjusted for inflation, rose by far smaller amounts than in 1998" [41]

- "In 1989, the United States had 66 billionaires and 31.5 million people living below the official poverty line. A decade later, the United States has 268 billionaires and 34.5 million people living below the poverty line -- about \$13,000 for a three-person family." [11]

"Now sir, you tell me the world's changed. Once I made you rich enough/Rich enough to forget my name..." Bruce Springsteen 1995

- New Jersey's cost of living is second only to Hawaii--(A Legal Services of New Jersey Study by the New Jersey Poverty Research Institute has more accurately described the cost of living in each county).
- The Association for Children of New Jersey reported in September that "the number of working poor families has increased from 43,000 in 1987 to 57,000 today. New Jersey is one of the most expensive states to live in and more breadwinners are working in low-skill, temporary jobs that do not pay enough to life them above the poverty line." [29]

- Increasing numbers of workers (18% in New Jersey) lack health insurance.
- Excess hours or multiple jobs lead to deteriorating family and civic life and impossibility for an immigrant wanting to learn English or improve their training of going to school.

5. Immigrant Worker Prospects For Moving Up

- "For immigrants who entered prior to 1970, the poverty rate is 11 percent; for 1970s immigrants it is 13.1 percent and for 1980s immigrants it is 19.7 percent." [10]
- "At the time of entry, the newest immigrants in 1960 earned 13% less than natives; by 1998, the newest immigrants earned 34% less ... the most recent immigrant waves will probably suffer a substantial economic disadvantage for decades to come." [6]

In 1994, Borjas [5] noted the evidence had shifted from rapid improvement in economic opportunity over time with earnings reaching parity in 20 years to lower immigrant skills and thus they were unlikely to reach earning parity during their working life.

"Immigration also induces a substantial redistribution of wealth, away from workers who compete with immigrants and toward employers and other users of immigrant services. Workers lose because immigrants drag wages down. These wealth transfers may be in the tens of billions of dollars per year."

His bottom line conclusion:

"Immigration is an income redistribution program, a large wealth transfer from those who compete with immigrant workers to those who use immigrant services or buy the goods produced by immigrant workers. A debate over how the pie is split." [6]

6. When the Next Economic Downturn Hits

“The most recent downturn in the state’s economic activity, in the late 1980s, began much earlier and lasted considerably longer than the national downturn” reports a Federal Reserve October 1999 working paper. [35]

A NJDOL veteran suggests that the undocumented will be kept on in a recession more than others recently entered such as former welfare recipients or legal aliens because employers leverage so much informal coercive power over them. “This may be socially explosive, however, if other groups at the lower level who are laid off first (now with little safety net) become jealous of the still-working undocumented people”, he warned. We have already seen how many employers segment out workers, preferring certain nationalities perceived to be more docile or undocumented workers in general over natives.

V. FUTURE POLICY

"I am not ready to take down the Statue of Liberty. We've got room in America, a lot of room. If we can preserve freedom, we don't ever have to worry about what America is going to look like." - Senator Phil Gramm quoted by Ben Wattenberg on "Think Tank" 5/26/95

A. Amnesty

Politically diverse groups for basic common sense reasons such as clearing the slate, admitting the failure of the complex mish mash of laws increasingly advocate the amnesty idea. These factors are noted:

- The undocumented worker flow has increased, especially in New Jersey.

- Neither the Department of Labor nor the INS seems to be adequately funded to administer laws which many agree, are contradictory or incomprehensible.
- Worker Rights have been drastically undermined by fear of complaining and employer abuse of "no match" letters. One veteran NJDOL source put it this way: "Employers threaten to fire or call the INS if undocumented workers stand up for fair treatment, yet can hire undocumented workers with impunity since the employer sanctions division in New Jersey has been folded up." The increasing numbers of INS Investigators in New Jersey focus more on criminality and smuggling than workplace enforcement. Thus, arrests of undocumented workers went from 905 in 1997 to 643 in 1998 to 18 last year, according to New Jersey spokesperson Lynn Durko.
- Raising H1b quotas when talent exists among the undocumented is questionable (for example, A Portuguese scientist may be driving a limo). The INS has difficulty even counting the visas given out, informing Congress in November it had miscounted the number of H-1b visas issued in FY 99 and may have issued up to 20,000 too many. [30] The AP reported a \$670,000 audit by KMPG recently showed the congressionally mandated limit was exceeded by about 23,000.
- "It is extremely difficult to achieve the sometimes conflicting objectives of the nation's immigration and immigration integration policies; to control illegal immigration while promoting family unification, immigration self-sufficiency, and economic and social integration." [21]
- A recent study strongly suggests that:

"The change in the legal status of illegal immigrants had a strong positive effect on their earnings. Legalization had a positive effect on the earnings of illegal immigrants, whether by eliminating the monopolistic power that some employers exert over them, or by allowing immigrants greater access to the labor market. Taken together, the cross-sectional and longitudinal analyses presented in this paper imply that:

- (1) A significant portion of the wages of Mexican illegal immigrants in the US is associated with exploitation or discrimination based on their illegal status, and
- (2) Legalization of undocumented workers provides substantial direct positive effects on the earnings of illegals". [48]

Because the laws have developed over various political ideologies and economic circumstances plus in response to intermittent refugee pressures over the past 20 years, it has become incomprehensible to nearly everyone. Immigration lawyers thus are prospering. The INS and Labor Departments are often at cross-purposes which may be a reason neither have been properly funded. What to do? Keep x out; welcome y; protect worker rights but which workers and how? To secure talent for certain employers but police abuses of others?

Calling America's immigration system "a mess –which suits most people", *The Economist* concluded: "most of the problem lie with the laws themselves, not their enforcers. The rules that govern immigrants' entry into America and their legal status thereafter are, in turn, contradictory, disingenuous, hypocritical, downright cruel and ridiculously over-generous. Were they to be efficiently enforced, the result would be total chaos." [32]

"Congress and the Administration have enacted laws and adopted policies which have scapegoated non-citizens in our community. The heavy-handed tactics and un-American restrictions have turned these our immigrant brothers and sisters into second class citizens."
Bishop DiMarzio 2/21/00

Public awareness that the system is malfunctioning is rising. This is especially clear with incidents such as the scores of Chinese apprehended a few years ago while swimming from a smuggler's boat in New York Harbor and the recent CIA report that 50,000 sex slaves were imported to the U.S. Several thousand New Jersey aliens had work permits but the '96 law was misinterpreted by INS so they weren't allowed to apply for legalization. Many in this "late amnesty " class have worked here for decades and now face deportation. Other incidents causing public concern include:

- The mismanagement of the privatized Elizabeth INS Detention Center where people are held for long periods with no trial, no deportation and little due process. Tim Block of Legal Services New Jersey warns:

"It is problematic to detain people seeking asylum. Many are already traumatized by torture in their country and none with criminal convictions are there. If asylum is granted and the person is release, it can take up to several months to get employment authorization."

- 25,000 foreigners have been recruited (with help promised in expediting naturalization) to serve in our armed forces, reported National Public Radio 4/23/00.
- In late 1999 the INS broke up a large alien smuggling ring which had charged \$4,700 each to transport Chinese via the St. Regis Mohawk Reservation in Canada to our area.

These are the unseemly results of a policy at war with itself, violating rudimentary justice, common sense, our historical national values and the needs of employers.

Last Winter, the AFL-CIO Executive Committee, having supported the 1985 law, declared that the enforcement mechanism of the system is no longer working. It called for a new

immigration policy that would replace employer sanctions with criminal penalties for abuse of all workers.

"Employers often knowingly hire workers who are undocumented, and then when workers seek to improve working conditions use the law to fire or intimidate workers." Linda Chavez-Thompson, Executive Vice President.

Labor leaders called for consideration of amnesty for the 5-6 million undocumented workers and oppose expansion of the current guest worker program. The first of four regional forums was held April 1 in New York City to gather more information and stimulate discussion of this new policy within labor circles.

Business leaders generally favor greater immigration to provide workers. Randy Johnson, Vice President for Labor Policy of the U.S. Chamber of Commerce responded to the AFL-CIO "this is an area where the business community and organized labor can work together." The Essential Worker Immigration Coalition composed of 25 major business trade associations, is asking Congress to allow more immigrant workers.

On March 31, Vice President Gore proposed allowing qualified long-term immigrants to become lawful permanent residents.

"I believe that revising the registry date from 1972 to 1986 would not only provide humanitarian relief to many long-term migrants, but also reduce or eliminate the need to continue litigating some of the large class actions still lingering from the 1986 legalization program."

Amnesty proponents must, however, answer hard questions, to make their case and secure sufficient Congressional support:

- Would an expectation of future amnesty undermine respect for law? Some penalty (perhaps financial) might be levied for amnesty to be granted those meeting carefully set criteria.
- Might an amnesty draw more undocumented workers to replace those newly legitimized who could then move up? Jahn and Straubhaar warn: "After the amnesty the employer still has the incentive to recur illegally employed labor in order to secure their lower costs." They deftly outline other problems of amnesty. [28]
- How would legal immigration flows be attuned to labor demand, instead of opposed as in the 90's?
- What system of absorption would be needed and what resources dedicated to investing in rather than simply exploiting immigrants?

Susan Martin [31] has outlined the politics of the U.S. immigration debate among what she calls "traditional immigrant advocates," "free marketeers," "rights-oriented" and "restrictionists."

The U.S. might learn from Canada, which according to a 12/1/99 *Wall Street Journal* article, questions why we admit mainly based on family ties; only secondarily based on skills.

"Canadians wonder, too, how a country with only the narrowest legal gateway for low-end workers can employ millions illegally, how it can exclude the educated while giving away 55,000 green cards a year by pulling names out of a hat."

Filling in a scorecard (<http://cicnet.ci.gc.ca>) gets one points for age, education, language, occupational experience. Canada admits a higher proportion of its 30 million population

as immigrants than any other country -- 200,000 annually. 13% are refugees, 30% relatives and 55% skilled workers.

*"Give me your tired, your poor,
Your huddled masses yearning to breathe free,
The wretched refuse of your teeming shore,
Send these the homeless, tempest-tossed to me,
I lift my lamp beside the golden door" - Emma Lazarus*

B. Improving Treatment of New Immigrants

While our lawmakers examine the policy, it would be productive to focus on properly welcoming new immigrants. Better, we feel, to aid the ambitious and multi-talented people coming here to join the 400-year old story of immigrants building our society and reaching their individual potential. Following are some resources to draw upon.

In March, 750 New Jersey residents, including many of our political leaders from both parties, visited Israeli Immigrant Absorption Centers as part of a United Jewish Community Mission. Housing subsidies, classes in Hebrew and English, job training and social and recreational services are amongst the methods used. The modern Israel could not have been build without immigrants from first Europe, then the Mediterranean, then Yemen, India, Russia and now Ethiopia. Israel has a "right to return" for all Jews guaranteeing citizenship. Founders of the 3rd Israeli Commonwealth in 1948, like the European conquerors of the Native Americans in the 17th century, began a process of bringing in wave after wave of immigrants to build the nation. Though American philosophy is more secular and our national history longer, we can still learn from Israel

the methods and benefits for creating a proactive New Americans Policy. Four U.S. pioneers in this mode deserve mention and the attention of New Jersey's leaders:

- Nashville's "Global Center" is "a one-stop location for services, advocacy and research" on the needs of its rocketing international population. The Chamber of Commerce is a major supporter and helps the Center's ESL Coalition, Directory of Resources, Task Force on Immigrants and Refugees and works with the Census Bureau for accurate measurements.
- North Carolina leaders from counties with high Hispanic populations have visited countries sending immigrants "to learn more about their social, economic, political and cultural backgrounds."
- Iowa's Governor Thomas Vilsack proposed and the Legislature established, "A center for new Iowans to provide immigration counseling, technical assistance and referral services.
- In Minneapolis, six local foundations plus the Mott and Ford Foundations are gathering people of color and immigrants to demonstrate "the need to create initiatives and provide support for groups that are interested in exploring common responses to shared concerns."

The above strategies were described at a October 25, 1999, Symposium on Immigrants, Immigration and Inter-group Relations" [36] Another integration strategy is to properly fund English as a Second Language (ESL) classes:

“One legislative response to aiding immigrants’ transition to self-sufficiency might be to focus on the resources dedicated to English language acquisition on the part of immigrants...Economists have documented that the return on investment for increased language skills exceeds other forms of human capital expenditures.” [20]

An excellent opportunity to research the many complex issues, engage the public and inform state policy makers exists. The New Jersey State Legislature has "established within the Department of Labor a Council on Undocumented Aliens" to study the situation. It can hold public meetings but has no staff or budget. It is to report its findings and recommendations to the Labor Commissioner and the Legislature three years after its first meeting with a quorum (February 2000). New Jersey has an opportunity to capitalize on advantages over most other states: immigrants' high education level, their greater diversity of origin and our far slower growth rate of foreign-born.

C. Potential State Strategies for Making Work Pay

With most public subsidies eliminated for undocumented workers who seem to be all working one if not two or three jobs, the issue becomes one of adequate income-- "How the pie is split," as Borjas puts it. Since the market increasingly has failed and money is being sucked upward, there are several governmental means to raise the working poor to family-supporting levels:

- The Family Care proposal by Governor Whitman to use part of New Jersey's tobacco settlement money to allow affordable health insurance could include all residents.
- Instituting a New Jersey Earned Income Tax Credit comparable to the federal plan.
- Further raising the threshold for paying state income tax.
- A Universal Service Program to cap utility bills.
- Raising the minimum wage above the Nation's minimum wage. The Economic Policy Institute notes a \$1 raise would aid a quarter of a million New Jersey workers, finding "the job - loss effect to be either small or non-existent."

- Following New York's lead and raising penalties for employers for not paying wages; giving this more real teeth by making, as the SCI Report recommended, primary and subcontractor employers jointly liable for paying wages.

"Work...is a factor of true socialization and a principle of communal life. The worker, however, must be a member of this community." -- M. D. Chenu quoted in Matthew Fox's *The Reinvention of Work*. 1994

D. Roles for Community Groups and Unions

People of the first great migration a hundred years ago developed mutual aid societies and the larger Society created settlement houses, public education and health services. The current wave - with welfare again absent - needs partnering to expand culturally sensitive services and advocacy mechanisms. (We have included some of these groups at the end of this Report). Twenty-seven New Jersey agencies serving 200,000 clients (20% undocumented) recently created the Alliance of Latino Organizations. "Most were started by Puerto Ricans but now serve a diverse population of immigrants," reports Daniel Santo Pietro of, head of the Hispanic Directors Association.

New means for immigrant workers to obtain language and job skills and decent employment are emerging and provide New Jersey with clues for action:

- Workers' Centers such as those created by UNITE provide practical training for non-unionized immigrant workers. (Unions could play major roles in aiding new immigrants achieve family-supporting wages and benefits if Congress acted to remove barriers to organizing.)

- University sponsored "Host Family" programs have helped foreign students for decades and could inspire broader replications.
- Cooperatives are allowed in the 1996 Law and have been created in Silver Springs, MD and on Long Island to recruit, assess and broker talent with employers for mutual benefit.
- The rich cultural contributions of immigrants to the larger society are often correctly perceived, accepted and celebrated by social, labor, civic and religious groups. Most New Jerseyans think Mexicans are the biggest undocumented group (while they are 2% of the total see Table 6). Ignorance of the diversity of cultures and nationalities of people speaking Spanish causes people to confuse Puerto Ricans (U.S. Commonwealth) and Cubans (refugees) with Mexicans or Colombians (7%) or Ecuadorians (5%). Furthermore, the public stereotype of undocumented workers as all low skilled is inaccurate:

“In 1998, some 24 percent of immigrants who had entered the US labor force between 1995 and 1998 had occupations classified as professional and technical specialties, compared to 16 percent of all workers.” [24]

Those who are attuned to the realities need to assert themselves in public policy discussions to counter nativist immigrant bashing or widespread ignorance of the more newly-arrived. Surveys show immigrants are more family-oriented and value traditional morality and the work ethic at higher levels than natives. In Teaneck, for instance, members of a 1,000 family mosque have been creating a private school because as a member explained:

"We are appalled at American sex, violence and materialism values in the media and public schools. We must protect our children and teach them better values."

Cate Poe, New Jersey Head of the AFL-CIO's "Voice @ Work Campaign, urges elected officials, religious leaders, community organizations, unions and other defenders of immigrants' rights to:

"Actively intervene when employers discriminate against immigrant workers seeking union representation and for the broader public to speak out against the threats, harassment, intimidation and firings of immigrant workers routinely face when they try to improve their working conditions. Among recommended actions are: participating in demonstrations when workers face firings or deportations; writing or arranging meetings with employers to urge them to respect workers' rights; holding public hearings to shed a light on abuses; and, denying public contracts to employers who violate workers' rights to organize."

Undocumented workers are the modern equivalent of the medieval "hewers of wood and drawers of water." They are out of sight and under paid -- exploited to make life easier for many of us and powering more lucrative business schemes the further one goes up to socio-economic scale:

- Even the working poor, though feeling some competition for jobs (especially African-Americans), benefit from cheaper clothes and food that the undocumented enable. Socially the most newly arrived may give some on the next rung up a sense of social superiority.
- Middle class families receive the above benefits plus lower restaurant costs and cheap labor for the self-employed and small business owner.
- The upper middle class receives all of the above but also cheap services like childcare, landscaping and home remodeling.

- Corporate elites don't find much of the above important (except for personal services) but their business profits are enhanced by dividing the workforce, de-unionization and pushing wages down.

"America is a nation of immigrants who have always wanted pull up the gangplank behind them." -- Ben Wattenberg, Think Tank 5/26/95

VI. AREAS REQUIRING FURTHER RESEARCH

- What are the effects of both refugees and foreign-born student populations on the incidence of foreign born poverty rates and participation in social/educational services?
- The comparison of taxes paid with services received by the foreign born should factor in educational attainment and visa status.
- Of the undocumented workers "on the books" paying into Social Security (along with their employers), what contributions are made compared with the amount of benefits paid out to those eventually becoming legal and successfully transferring their accounts to the proper name? A similar calculation needs to be made for payments in the Unemployment Insurance Trust Fund.
- What is the capacity of the INS and state and federal Department of Labor to administer laws on the books? (Both their core functions as well as in immigrant worker areas where they intersect or compete.) What backlog of

cases exist? Estimates of wholesale flaunting of the various laws are needed so enforcement strategies and resources can be target and properly funded.

- Would public opinion toward amnesty shift if a particular plan was described and some of the basic facts of undocumented worker demographics and economic participation delineated?
- The on-the-ground viability of the "new citizen welcome services" in Iowa, Nashville and North Carolina should be examined: What resources are being devoted to the programs? For which foreign born groups? To prepare them for what jobs? Under what coalition of sponsors? What is the effect on entry-level native workers? What are the contingency plans for when the economy changes?

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BIOGRAPHIES

Kusum W. Ketkar

Kusum W. Ketkar earned her BA (Hons) and MA degrees in Economics from Delhi University, Delhi, India. In 1968, as recipient of Ford Foundation fellowship, she came as a graduate student to the Graduate Program in Economic Development at Vanderbilt University, Nashville, Tenn. While at Vanderbilt, she married a fellow graduate student, had two children and completed her Ph.D. in Economics.

Over the years, she has taught economics on three continents including Delhi University and Jawahar Lal Nehru University, India, Fourah Bay University, Sierra Leone, University of International Business, Beijing, China, and at several universities and Colleges in the United States. Currently, she is Professor of Economics, Department of Economics, Stillman School of Business, Seton Hall University.

Her career has spanned from teaching to working for the U.S. government. She has represented the US as a delegate to United Nations Development Program's International Symposium on Population and Development. She has researched, presented and published papers on issues dear to New Jersey residents like public school education, urban students in higher education, career and union employees, demographic dynamics, environmental pollution, sustainable development and issues like corruption, banking, foreign capital and debt.

Her research papers have been published in journals such as: *The Journal of Environmental Economics and Management*, *Applied Economics Transportation and Environment*, *Marine Policy*, *Journal of Navigation*, *Resources and Energy*, *World Development*, *International Journal of Development Banking*, *Industrial Research Relations Research Association*, *Journal of Developing Areas*, *Journal of International Forecasting*, *Contemporary Policy Issues* and *Eastern Economic Journal*.

She has presented her research findings at regional, national and international conferences. She serves on the executive board of Association of Indian Economic Studies and is a member of several professional associations. She chairs the Millburn Environmental Commission and serves on the Millburn Township Planning board as a member and hosts exchange students from other countries.

Barrie A. Peterson, M.Div.

Since completing graduate work at Princeton Theological Seminary in 1971, he has worked in most areas of the State directing volunteers, indexing self-help groups, bringing employers and job seekers together, and developing small businesses. A veteran Pastoral and Career Counselor, he draws from clients' real life experiences and from ethical and social justice values in approaching policy issues.

He speaks frequently in public, wrote a weekly column for The Record 1992-94 and teaches a Human Resources Management course at the Stillman School of Business at Seton Hall University.

He has researched the growth of contingent work, focusing on the temp industry, and recently has been quoted in *Business Week*, *New York Times*, Knight-Ridder, and *Business News New Jersey*.

As co-founder of the Institute on Work with Professor William Toth, he:

- Helped organize the Job Creation Summit Conference - January 1997
- Co-authored with founding Director Ray Bramucci and Prof. William Toth "Employer Attitudes and Experiences with the Welfare-to-Work Transition in New Jersey" commissioned by the New Jersey Department of Labor. (11/98)
- Initiated Technical Assistance to CBOs to expand or create non-profit temporary help agencies.
- Created with Prof. William Toth "Personal Empowerment Program" seminars for Catholic Community Services staff in Newark Archdiocese.
- Laid groundwork for upcoming "Business Ethics Roundtable."
- Aided several CBOs to develop grant evaluation components.
- Serves related groups
 - Entrepreneurial Training Institute
 - Governor's Faith-Based Initiative
 - Legal Services of New Jersey
 - Affordable Housing Network Economic Development Taskforce
 - Newark Economic Development Network

He lives in Teaneck and is a member of the Central Unitarian Church, Society of Human Resource Managers and PACE Local 8-749.

RESOURCES FOR IMMIGRATION INFORMATION

Organization	Address	Phone/Fax	Web site
American Civil Liberties Union	2 Washington Place 3 rd Fl. Newark, NJ 07102	973-642-2084	http://www.aclu.org
American Friends Service Committee Immigrant Rights Program - Denis Johnston, Director	972 Broad Street 6 th Fl. Newark, NJ 07102 National Offices: 1501 Cherry Street Philadelphia, PA 19102	T: 973-643-1924 F: 973-643-8924 National: T: 215-241-7000 F: 215-241-7275	http://www.afsc.org
American Immigration Lawyers Association	1400 Eye Street NW Suite 1200 Washington, DC 20005	T: 202-216-2400 F: 202-371-9449	http://www.aila.org
Caribbean Empowerment Program of New Jersey Amabel Clement, Acting President	224 Broadway Paterson, NJ 07505	T: 973-225-8200 & 973-482-0510	
Camden Center for Law and Social Justice John Grogan, Director	509 State Street Camden, NJ 08102	T: 856-966-8896 F: 856-541-8826	
Carnegie Endowment for International Peace	1779 Massachusetts Ave. NW Washington, DC 20036	T: 202-483-7600 F: 202-483-1840	http://www.ceip.org
Center for Immigration Studies Steven Camarota, Director	1522 K Street NW Suite 820 Washington, DC 20005	T: 202-466-8185 F: 202-466-8076	http://www.cis.org
Coalition on Human Needs	1700 K Street NW Suite 1150 Washington, DC 20006	T: 202-736-5885 F: 202-785-0791	http://www.chn.org
The Ellis Island Immigration Museum and Statue of Liberty National Monument	Statue of Liberty National Monument Liberty Island New York, NY 10004	T: 212-363-3200	www.ellisland.org
El Centro Hispanoamericano	525 E. Front Street Plainfield, NJ 07060	T: 908-753-8730 F: 908-753-8463	
Organization	Address	Phone/Fax	Web Site
Federation for American Immigration Reform (FAIR)	1666 Connecticut Ave. NW Washington, DC 20009	T: 202-328-7004 F: 202-387-3447	http://www.fairus.org
Hispanic Information Center	186 Gregory Avenue Passaic, NJ 07055	T: 973-779-7022 F: 973-779-0453	

Immigrant Legal Resource Center	1663 Mission Street, Suite 602 San Francisco, CA 94103	T: 415-255-2499 F: 415-255-9792	
Interfaith Community Services New York/New Jersey ERRSS (Affiliate of Church World Service of National Council of Churches of Christ USA)	308 W. 46 th St. 3 rd Floor New York, NY 10036	T: 212-265-1826 F: 212-265-2238	NCCCUSA http://www.ncccusa.org Church World Service www.churchworldservice.org
Lawyers Committee on Human Rights	333 Seventh Avenue, 13 th Fl. New York, NY 10001	T: 212-845-5200 F: 212-845-5299	http://www.lchr.org
National Council of La Raza	1111 19 th Street NW Suite 1000 Washington, DC 20036	T: 202-785-1670	http://www.nclr.org
National Immigration Law Center	1101 14 th St. NW Suite 410 Washington, DC 20005	T: 202-216-0261 F: 202-216-0266	http://nilc.org
National Lawyers Guild - National Immigration Project	14 Beacon Street #506 Boston, MA 02108	T: 617-227-9727 F: 617-227-5495	http://nlg.org/nip
National Network of Immigrant and Refugee Rights	310 8 th Street, Suite 307 Oakland, CA 94607	T: 510-465-1984 F: 510-465-1885	http://www.nnirr.org
New Jersey Coalition for Battered Women	260 Whitehorse-Hamilton Sq. Rd. Trenton, NJ 08690	T: 609-584-8107	
Organization	Address	Phone/Fax	Web site
New Jersey Immigration Policy Network - Charles Bergstresser, Executive Director	976 Broad Street Newark, NJ 07102	T: 973-622-6448 F: 973-622-6618	
Office of Migration & Refugee Services.	National Conference of Catholic Bishops/USCC 3211 4 th Street NE Washington, DC 20017	T: 202-541-3000	www.nccbuscc.org
The National Immigration Forum	220 I Street NE, Suite 220 Washington, DC 20002	T: 202-544-0004 F: 202-544-1904	www.immigrationforum.org
Union of Needletrades, Industrial & Textile Employees (UNITE) Immigration Project	275 Seventh Avenue New York, NY	T: 212-627-0600	www.uniteunion.org
U.S. Committee for Refugees	1717 Massachusetts Ave. NW Suite 200 Washington, DC 20036	T: 202-347-3507 F: 202-347-3418	http://www.refugees.org

United Immigrants Association Consuelo Aguirre	8420 Grand Avenue North Bergen, NJ 07047	T: 201-869-5386	
U.S. Immigrant Magazine	P.O. Box 9093 Canoga Park, CA 91309		On aol.com Subscription 12 issues \$60.00 and 6 issues \$35.00
U.S. Immigration and Naturalization Service	970 Broad Street Newark, NJ 07102 Sub-office: 1886 Greentree Road Cherry Hill, NJ 08003	Ask Immigration: 973-645-4400 Information for employers: 800-357-2099	www.ins.usdoj.gov

**Non-Profit Agencies Accredited by the Board of Immigration Appeals that Provide
Free or Low Cost Legal Assistance to Immigrants in New Jersey**

American Friends Service Committee
Immigrant Rights Program
972 Broad Street, 6th Floor
Newark, NJ 07102
T: 973-643-1924

Catholic Community Services
976 Broad Street
Newark, NJ 07102
T: 973-733-3516

International Institute of New Jersey
880 Bergen Avenue
Jersey City, NJ 07306
T: 201-653-3888

El Centro Hispanoamericano
525 East Front Street
Plainfield, NJ 07060
T: 908-753-8730

Lutheran Social Services
P.O. Box 30
Trenton, NJ 08601
T: 609-393-4900

Legal Services of New Jersey
P.O. Box 1357
Edison, NJ 08818
T: 732-572-9100



INSTITUTE ON WORK

Mission Statement

The economy of the State of New Jersey has been built by the labor of human hands and minds. Its future will be forged by the way persons cooperate and direct their work toward greater justice.

The mission of the Seton Hall University Institute on Work is to create constituencies of conscience that will generate fresh thinking, new partnerships and creative long-term strategies to insure full public access to family supporting jobs in New Jersey.

The Seton Hall Institute on Work operates under the aegis of the Center for Catholic Studies at Seton Hall University. This structural relationship insures that the principles of Catholic social teaching namely, the dignity of the human person, the dignity of work, the common good, care for creation, option for the poor and subsidiarity and their application to the contemporary workplace will inform the mission and activity of the Seton Hall Institute on Work.

The Seton Hall University Institute on Work provides interdisciplinary leadership forums to examine the moral, economic and spiritual issues of work in contemporary society: Who gets work in our society? How well do we prepare people, particularly the next generation for the world of work? How just is our wage system? What is the meaning of work? How can we make our work more communal and humane? How can we mutually integrate the demands of family and work?

The Seton Hall University Institute on Work offers research materials and evaluative mechanisms to promote personal integrity, competence and justice in the workplace. The Institute designs service programs to assist the unemployed in skill assessment and training to enter or re-enter the workforce. Such programs can be integrated into existing curricula in business and other related graduate schools. The Institute designs and implements work life ministry programs to be used by religious congregations.

Revised and Adopted by the Advisory Committee 12/1/99