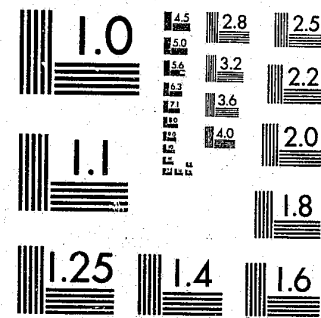


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# THE ILLEGAL ALIEN PROBLEM AND ITS IMPACT ON LOS ANGELES POLICE DEPARTMENT RESOURCES

Briefing Paper  
Prepared for

Staff Officers' Mini-retreat  
Los Angeles, California  
January 1977

U.S. Department of Justice  
National Institute of Justice

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## I. THE GROWING ILLEGAL ALIEN POPULATION IN THE CITY OF LOS ANGELES

THE ILLEGAL ALIEN POPULATION IN THE CITY OF LOS ANGELES IS CURRENTLY ESTIMATED TO BE 650,000.

THE INCREASE IN ILLEGAL ALIENS IN THE CITY OVER THE LAST FIVE YEARS HAS BEEN 242 PERCENT.

IT IS ESTIMATED THAT 10 PERCENT OF THE ENTIRE POPULATION OF MEXICO IS NOW IN THE UNITED STATES ILLEGALLY. THE POPULATION GROWTH RATE IN MEXICO IS AMONG THE HIGHEST IN THE WORLD.

ECONOMIC AND POPULATION DATA IN UNDERDEVELOPED COUNTRIES INDICATE THE FLOW OF ILLEGAL ALIENS INTO THE UNITED STATES WILL INCREASE IN THE FUTURE IF NOT CONTROLLED.

IF THE INCREASE OVER THE NEXT FIVE YEARS IS THE SAME AS THE LAST FIVE YEARS, THE ILLEGAL ALIEN POPULATION IN THE CITY OF LOS ANGELES WILL BE 1,110,000 BY 1981.

### COMMENTARY

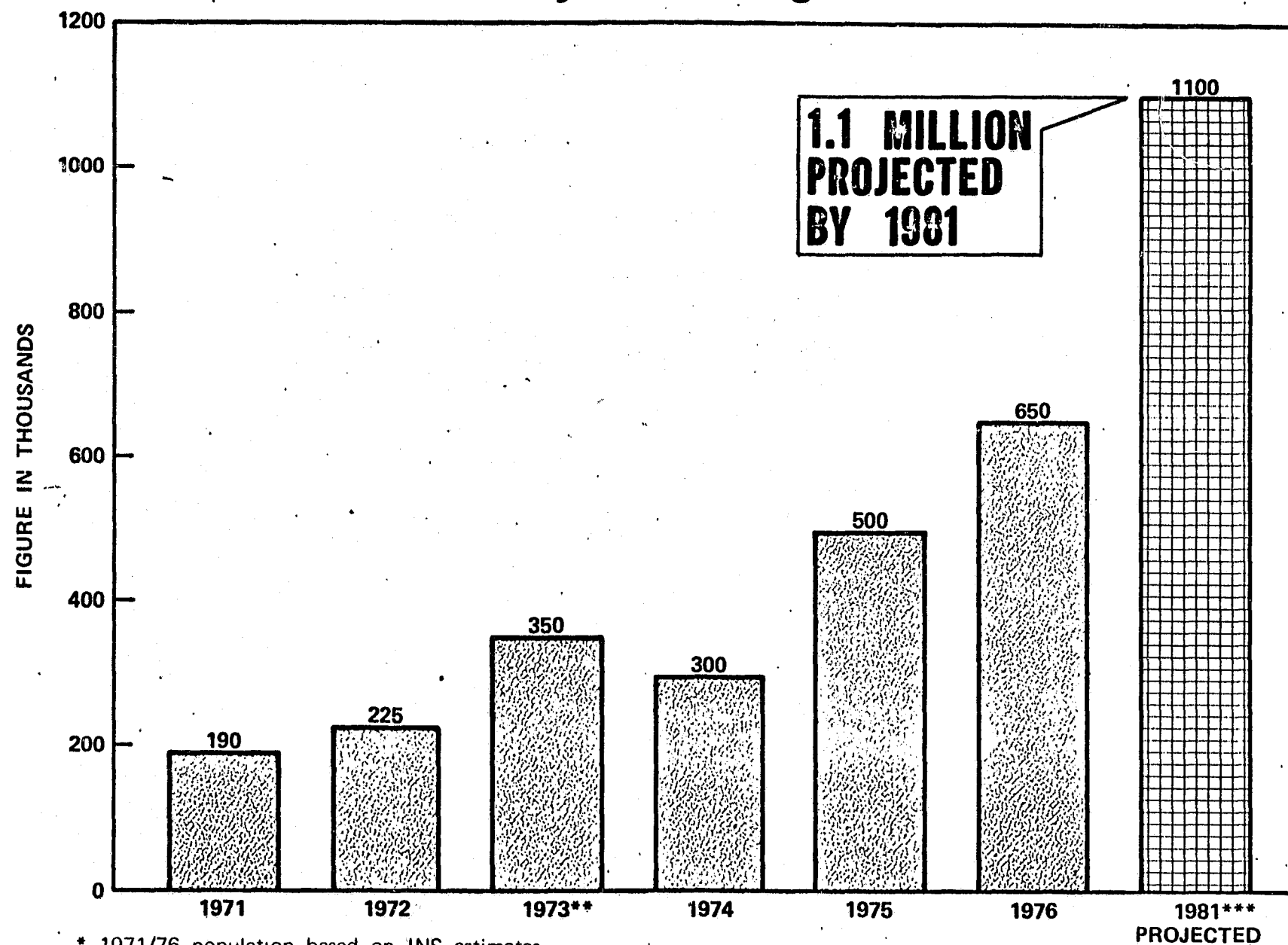
The current illegal alien population within the City of Los Angeles is estimated to be 650,000 persons. Based on the 1971 estimated illegal alien population of 190,000, there has been an increase of 460,000 aliens residing within this City in the last five years (242 percent). In the absence of legislation or other effective measures to control illegal aliens, and if the increase is the same over the next five years, there will be an estimated 1,110,000 illegal aliens within the City of Los Angeles by 1981 (figure 1). This may be considered a conservative projection.

Approximately 90 percent of the illegal aliens entering the southwestern states are coming from Mexico and this influx is now reaching an alarming level. General Leonard F. Chapman, Jr., Commissioner, United States Immigration and Naturalization Service, reported that "on a single night last March (1976), United States Border Patrol officers guarding a 30-mile stretch of the Mexican border near Chula Vista, California, apprehended 1,100 illegal aliens. That same night, an estimated 2,000 others managed to slip into the country undetected." General Chapman states that probably 10 percent of Mexico's total population is in the United States illegally.<sup>1</sup>

Economic and population growth data from underdeveloped countries indicate that this migratory flow will not lessen but will greatly increase in the coming years if effective control measures are not taken by the United States. For example, the population of Mexico has tripled since 1940. In the last six years of the Echeverria administration, which ended in November 1976, the Mexican population increased by 12 million persons, from 50 million to 62 million.<sup>2</sup> Over 46 percent of Mexico's population is under 16 years of age. Mexico's labor force, which totaled 16 million in 1970, will grow to 28 million in 1985 and 40 million by 1995. These additions to the labor force have already been born, so there is no question of their future presence.<sup>3</sup>

In the face of a burgeoning population there is little indication that the economic growth of Mexico can keep pace by creating the jobs which are and will be required. It is estimated that 25 percent of the labor force of Mexico is currently unemployed with many more millions underemployed. In some rural areas, partially due to mechanization of agriculture, the unemployment rate is estimated to be 50 percent. The economic and population pressures of Mexico and other underdeveloped countries, and the relative economic well-being in the United States, are literally driving people across our borders. Without an effective deterrent the illegal alien influx will continue and accelerate in the future. The recent devaluation of the peso has only contributed to the problem.

FIGURE 1  
**GROWTH OF THE ILLEGAL ALIEN POPULATION**  
**City of Los Angeles\***



\* 1971/76 population based on INS estimates.  
\*\* INS sweep May, 1973.  
\*\*\* Based on the same increase experienced in previous 5 year period.

## II. IMPACT OF ILLEGAL ALIENS ON POLICE RESOURCES

THIS ALARMING RATE OF INCREASE IN THE ILLEGAL ALIEN POPULATION HAS A DIRECT IMPACT ON POLICE RESOURCES.

WHEN THE CENSUS IS CORRECTED TO INCLUDE ILLEGAL ALIENS, THE POPULATION FOR THE CITY OF LOS ANGELES IS 3,474,828.

BASED ON THE CENSUS, THE POLICE RATIO IS 2.63 OFFICERS PER THOUSAND CITIZENS; BASED ON THE ACTUAL POPULATION THE POLICE RATIO IS ONLY 2.14 OFFICERS, A DECREASE OF 18.6 PERCENT.

THE DIFFERENCE BETWEEN THE STATED POLICE RATIO AND THE ACTUAL POLICE RATIO IS EQUIVALENT TO 1,703 OFFICERS AT AN ANNUAL SALARY COST OF \$59,809,360.

AMONG THE FIVE LARGEST CITIES IN THE UNITED STATES, LOS ANGELES HAS HISTORICALLY HAD THE LOWEST RATIO OF POLICE OFFICERS TO POPULATION. ADJUSTING EACH CITY'S POPULATION FOR ILLEGAL ALIENS REVEALED THE PROBLEM IS FAR GREATER THAN BELIEVED. WHILE THE OTHER FOUR CITIES AVERAGE ONE OFFICER FOR EVERY 287 RESIDENTS, LOS ANGELES HAS ONLY ONE OFFICER FOR EVERY 467 RESIDENTS.

BASED ON PER CAPITA EXPENDITURES, THE COST OF PROVIDING POLICE SERVICES TO ILLEGAL ALIENS IN THE CITY OF LOS ANGELES IS \$37,050,000 ANNUALLY.

WHILE TAXPAYERS AND CITY OFFICIALS BELIEVE EACH RESIDENT IS RECEIVING \$70 WORTH OF POLICE SERVICES, THEY ACTUALLY RECEIVE ONLY \$57 WORTH OF SERVICES.

### COMMENTARY

One measure of the impact of illegal aliens on police resources can be derived by an analysis of the effect of illegal aliens on the police ratio (officers per thousand population). The stated police ratio is based on a census of 2,824,828 and shows the City has 2.63 officers per thousand population. However, the "hidden" population of illegal aliens is not reflected in these population statistics.<sup>4</sup> By adjusting City population data to include the estimated 650,000 illegal aliens, there is an actual population for this City of 3,474,828. It becomes immediately apparent that the police ratio is sharply reduced. The actual police ratio based on the adjusted population is 2.14 officers per thousand

population. The "thin blue line" of police coverage is, in fact, 18.6 percent less than commonly accepted. A 2.63 ratio provides one officer to every 380 citizens. However, by including the illegal aliens in the resident population the ratio is reduced and there is only one officer to protect every 467 citizens. To increase the ratio and level of service to a 2.63 police ratio for the actual population would require a sworn strength of 9,143 officers, or an additional 1,703 officers at a salary cost of \$59,809,360 per year.<sup>5</sup>

Among the nation's five largest cities, Los Angeles has historically compared very unfavorably in terms of officers per thousand population. When the impact of increasing immigration of illegal aliens is considered, this comparison is worse than previously realized. Figure 2 reflects the estimated number of illegal aliens present in each city, the adjusted police ratios, and the greater comparative burden of illegals on Los Angeles Police Department resources. Figure 3 pictorially shows this inordinate burden.

Whereas the City of Los Angeles incurs an 18.6 percent reduction in its police ratio due to the inordinately high concentration of illegal aliens, New York incurs a police ratio reduction of 10 percent, Chicago a reduction of 7.1 percent, Philadelphia a reduction of 2.2 percent, and Detroit incurs a police ratio reduction of only 1.6 percent.

After adding the estimated illegal aliens to the census in each of these cities, the average police ratio of the other four cities is 3.48 or one officer for every 287 residents, while the City of Los Angeles falls to 2.14 or one officer for every 467 residents.

During the 1975-76 fiscal year the Los Angeles Police Department budget was \$198,057,000. Based on the census, \$70.11 of police services were provided for each resident. However, when the census is adjusted to include the illegal alien population, only \$57 in police services were provided each resident. The actual population, which is 23 percent larger than the census, causes a significant diminution in police services provided. Based on per capita expenditures the cost of providing police services to illegal alien residents in the City of Los Angeles was \$37,050,000.

FIGURE 2

**POPULATION AND SWORN STRENGTH COMPARISONS  
FIVE LARGEST CITIES**

CITY	CENSUS POPULATION	ESTIMATED* ILLEGAL ALIENS	ADJUSTED POPULATION	POLICE** STRENGTH	STATED POLICE RATIO	ACTUAL POLICE RATIO	REDUCTION IN OFCR PER 1,000	% CHANGE IN POLICE RATIO
LOS ANGELES	2,824,828	650,000	3,474,828	7,440	2.63	2.14	-.49	-18.6%
NEW YORK	7,896,000	850,000	8,746,000	26,891	3.41	3.07	-.34	-10.0%
CHICAGO	3,335,000	250,000	3,585,000	14,059	4.22	3.92	-.30	-7.1%
PHILADELPHIA	1,916,000	42,000	1,958,000	8,564	4.47	4.37	-.10	-2.2%
DETROIT	1,500,000	26,000	1,526,000	5,509	3.67	3.61	-.06	-1.6%

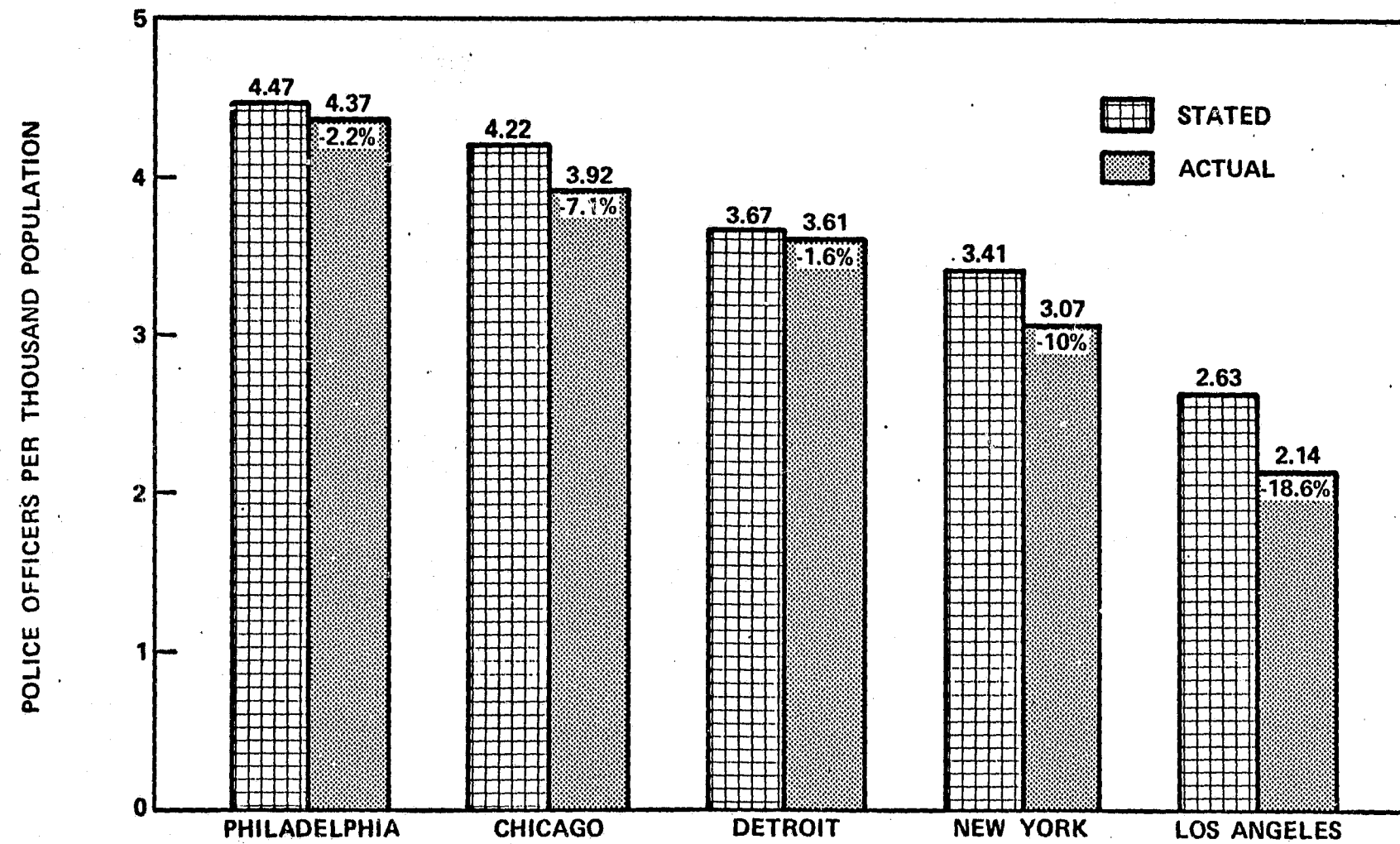
\* Estimates of illegal aliens obtained from INS District Directors for each city.

\*\* Authorized sworn strength per 1975 budgets.



FIGURE 3

### COMPARISONS OF STATED AND ACTUAL POLICE RATIOS OF MAJOR CITIES \*



\* Actual police ratio based on adjusting census population to include illegal aliens.

### III. THE ESTIMATED IMPACT OF ILLEGAL ALIENS ON CRIME IN THE CITY OF LOS ANGELES

STATISTICAL DATA MEASURING THE LEVEL OF CRIME COMMITTED BY ILLEGAL ALIENS IS NOT AVAILABLE.

ALL CRIMES COMMITTED BY ILLEGAL ALIENS ARE CRIMES WHICH SHOULD NOT BE OCCURRING IN THE UNITED STATES.

ILLEGAL ALIEN INVOLVEMENT IN CRIME, INCLUDING STREET GANG ACTIVITIES, NARCOTICS TRAFFICKING AND USAGE, AND ORGANIZED CAREER CRIMINAL ACTIVITIES, APPEARS TO BE INCREASING.

A 1974 ARREST SURVEY ESTABLISHED THAT ILLEGAL ALIENS CONSTITUTED 36.3 PERCENT OF ALL FELONY ARRESTEES IN RAMPART AREA DURING A ONE-MONTH PERIOD.

IN AN OPINION SURVEY CONDUCTED IN CONJUNCTION WITH THIS REPORT:

1. MANY OF THE OFFICERS SURVEYED BELIEVE THE PRESENCE OF ILLEGAL ALIENS IS INCREASING AND SIGNIFICANTLY CONTRIBUTING TO THE DRAIN ON POLICE RESOURCES;
2. OFFICERS FROM FIVE GEOGRAPHIC AREAS ESTIMATED THAT OVER 30 PERCENT OF ALL RADIO CALLS FOR SERVICE IN THEIR AREAS INVOLVED ILLEGAL ALIENS; AND,
3. PERSONNEL FROM SPECIALIZED INVESTIGATIVE DIVISIONS ESTIMATED THAT CITY-WIDE, ILLEGAL ALIENS WERE RESPONSIBLE FOR 20-25 PERCENT OF ALL BURGLARIES, 20 PERCENT OF ALL AUTO THEFTS, AND 30 PERCENT OF ALL HIT-AND-RUN TRAFFIC ACCIDENTS.

ILLEGAL ALIENS GENERALLY DISPLACE "...THE YOUNG, THE OLD, MEMBERS OF MINORITY GROUPS, WOMEN AND THE HANDICAPPED..." THE VERY GROUPS IN WHICH UNEMPLOYMENT IS HIGHEST, THE PEOPLE WHO NEED THE JOBS MOST.

HIGH UNEMPLOYMENT (40.6 PERCENT) IN THE CRIME-PRONE AGE GROUP (16-24), CAUSED IN PART BY ILLEGAL ALIEN DISPLACEMENT CAN BE STATISTICALLY RELATED TO THE HIGH INCIDENCE OF AGGRESSIVE CRIMINAL ACTIVITY IN THIS AGE GROUP.

### COMMENTARY

There are no city-wide statistics which measure the level of crime committed by illegal aliens. If we assume that illegal aliens commit no more or less crime than the general population, we could impute a share of the crime load to this group based on their percentage representation in the general population. This would be 18.7 percent of the crimes committed. Whether this crime level extrapolation is higher or lower than the actual is not as significant as the fact that any crime committed by an illegal alien should not be occurring in the City of Los Angeles.

The long-held image of the illegal alien as a servile person who stays out of trouble at all costs is no longer accurate. There are increasing reports of illegal alien involvement in crime, including street gang activities, narcotics trafficking and usage, and organized career criminal activities.

Some of the available evidence which indicates the emerging involvement of illegal aliens in crime is the Rampart Survey of Felony Arrestees, the impact of Immigration and Naturalization Service sweeps on crime levels, the identification of 200 illegal aliens as burglars in the Los Angeles County area, and the opinions expressed by L.A.P.D. personnel in response to the Illegal Alien Committee opinion survey<sup>6</sup> administered in conjunction with this report. A brief summary of these indicators follows.

#### Rampart Area Arrest Survey<sup>7</sup>

In June of 1974, Rampart Area personnel conducted an arrest survey to determine the involvement of illegal aliens in crime. The citizenship status of persons arrested on felony charges was determined by submitting the names of arrestees to the Immigration and Naturalization Service. The survey revealed that verified illegal aliens constituted 36.3 percent of all felony arrestees. The survey also established that illegal aliens represented 42.5 percent of the felony arrests for repressible crime, and 33.7 percent of the felony arrests for narcotic/drug offenses.

#### INS Sweep in Los Angeles<sup>8</sup>

Between May 23 and June 20, 1973, the Immigration and Naturalization Service was engaged in a massive roundup of deportable aliens in Los Angeles County. During the same period of time repressible crime in Los Angeles dropped 14.7 percent below the five-year average, the lowest crime level since 1967.

To determine what effect the illegal alien sweep had on crime in Los Angeles, Hollenbeck, Harbor, and Rampart Areas conducted independent comparative studies on reported crimes. During the sweep, repressible crimes fell 32 percent in Hollenbeck, 17.4 percent in Harbor, and 18 percent in Rampart. The data

indicates a correlation between the sweep of illegal aliens and the decrease in crime. However, due to the variables involved, it is difficult to determine levels of illegal alien involvement in crime from this information.

INS Sweep in Huntington Park

In June of 1973, the Immigration and Naturalization Service, without police assistance, conducted a roundup in the city of Huntington Park over a two-day period, apprehending over 600 illegal aliens. During June, the month of the INS sweep, there was a 34.2 percent decline in burglaries compared to the previous month.

Survey of Officers' Opinions of the Levels of Illegal Alien Involvement in Crime

Due to the absence of statistical data on the impact illegal aliens have on crime in the City of Los Angeles, an opinion survey was developed and distributed city-wide in November, 1976. Commanding officers, supervisors, investigators, and field personnel were consulted to obtain an estimate of the impact illegal aliens have on crime in this City. Responses were received from all geographic areas and specialized investigative divisions. Many of the officers surveyed stated the presence of illegal aliens is increasing and is significantly contributing to the drain on police resources.

Officers in geographic areas estimated that calls for service involving illegal aliens range from a low of one percent to a high of 46 percent of the total calls for service received. The higher ranges were estimated in the sections of the City where illegal aliens are more likely to locate. Areas reporting a high level of illegal alien involvement in criminal activity were: Central, Rampart, Hollenbeck, Harbor, West Valley, Northeast, Newton, North Hollywood, and Foothill.

The following chart indicates the responses by geographic area to the question, "In your Area, what percentage of the following activities involve persons you believe to be illegal aliens?"

Activity	Areas Indicating Activity Involving Illegal Aliens by Percent				
	1-10%	11-20%	21-30%	31-40%	41-50%
Radio Calls for Service	6	3	3	4	1
Misdemeanor Arrests	8	3	3	3	0
Felony Arrests	10	4	3	0	0
Misdemeanor Crime Victims	6	6	2	3	0
Felony Crime Victims	6	8	1	2	0

The consensus among officers surveyed was that Mexico contributes approximately 90 percent of the illegal alien problem, South America five percent, and other countries five percent.

Personnel working specialized investigative divisions were asked their opinion on the involvement of illegal aliens as suspects or victims in city-wide crime. It was estimated that illegal aliens commit 50 percent of all pickpockets, 30 percent of all hit-and-run traffic accidents, 25-30 percent of all shoplifts, 20-25 percent of all burglaries, 20 percent of all auto thefts, and five percent of all homicides.

It was also estimated that illegal aliens comprise 15-20 percent of the burglary victims, 20 percent of the pickpocket victims, four percent of the rape and homicide victims, four percent of the robbery victims, and eight percent of the extortion victims.

In response to the survey the opinion was also expressed that illegal alien criminals realize that being caught committing crimes in their homeland could result in long prison sentences. In the United States, profits from crime are not only greater but the likelihood of convictions and long prison sentences are greatly reduced.

A recap of some of the survey results is found in Figure 4.

LASD File on Illegal Alien Burglars

A Los Angeles Sheriff's Department investigative team has assumed the responsibility for accumulating information and maintaining a file on illegal alien criminals. The file contains fingerprint classifications, key names, aliases, mugs, and investigative reports on these criminals. The file, which became operational in September 1976, already contains over 200 identified illegal aliens who are known burglars and thought to be active in the Greater Los Angeles area.

The file was developed after the Southern California Burglary Investigators' Association members concluded that an increasing number of burglaries were being committed by illegal aliens. Some of the illegal alien suspects were career criminals and were being apprehended numerous times in various jurisdictions. By carrying no identification, feigning a language barrier, and giving false names and birth dates, arrestees were repeatedly being treated as first-time offenders. Some of the adult suspects would claim to be juveniles in order to be granted voluntary deportation instead of criminal prosecution. These suspects then quickly reentered the United States and resumed their criminal activities.

Displacement of Citizen Workers by Illegal Aliens

In 1975 the Immigration and Naturalization Service projected that one million well-paying jobs, currently held by illegal aliens, could be made available to United States citizens and resident



aliens by improving enforcement programs. Immigration and Naturalization Service data for calendar year 1975 indicated that of the 226,318 employed illegals apprehended, 44.9 percent were earning more than \$2.50 an hour.<sup>9</sup> Of those apprehended in Los Angeles, 8,472 were making over \$2.50 hourly.<sup>10</sup>

The citizens and legal aliens most frequently displaced by illegals are the young, the old, members of minority groups, women, and the handicapped.<sup>11</sup> Unemployment rates are particularly high in urban areas for these groups, and their economic status makes the acquisition of jobs critical.

The crime-prone age group, 16-24 years of age, has an unemployment rate of 40.6 percent in the City of Los Angeles. In the 18-24 age group for which the unemployment rate is 11.5 percent, but much higher for minority groups (25.7 percent for Blacks and 14.6 percent for Spanish surnames),<sup>12</sup> there were 11,303 arrests for Part I crimes in 1975, over one-third of the City's total for the year.

There is a correlation between the high unemployment and the high crime rate such as is found in the 18-24 age group in Los Angeles. A study released on October 26, 1976, by the Joint Economic Committee of the Congress of the United States indicates that unemployment can be statistically related to the incidence of various types of social pathology, including aggressive criminal behavior. The report did not claim causation but stated "unemployment plays a statistically significant role in relation to social trauma."<sup>13</sup>

The 11.5 percent unemployment rate in the 18-24 age group represents 38,324 people in the City of Los Angeles. There are an estimated 260,000 employed illegal aliens in the City. If the illegals could be apprehended, adequate jobs would be available for all the unemployed in the crime-prone age group.

FIGURE 4

PERCENTAGE OF ACTIVITY AND MOST SIGNIFICANT  
POLICE PROBLEMS ASSOCIATED WITH ILLEGAL ALIENS

(OPINION SURVEY)

GEOGRAPHIC AREA						MOST SIGNIFICANT POLICE PROBLEM
	CALLS FOR SERVICE	MISDE. ARRESTS	FELONY ARRESTS	MISDE. CRIME VICT.	FELONY CRIME VICT.	
1. Central Area	20%	20%	15%	20%	20%	Crimes committed by I/A's
2. Rampart Area	58%	66%	15%	38%	35%	Crimes committed by I/A's
3. Southwest Area	1%	1%	1%	1%	1%	Crimes committed against I/A's
4. Hollenbeck Area	46%	19%	31%	43%	41%	Crimes committed by I/A's
5. Harbor Area	33%	25%	15%	30%	20%	Crimes committed by I/A's
6. Hollywood Area	15%	5%	10%	15%	15%	Crimes committed by I/A's
7. Wilshire Area	5%	10%	5%	8%	9%	Crimes committed by I/A's
8. West Los Angeles Area	3%	5%	3%	1%	3%	Crimes committed by I/A's
9. Van Nuys Area	13%	21%	25%	8%	10%	Crimes committed by I/A's
10. West Valley Area	20%	10%	10%	20%	20%	Gang related activity
11. Northeast Area	33%	35%	10%	33%	20%	Narcotic Trafficking
12. 77th Street Area	3%	1%	1%	1%	5%	Crimes committed by I/A's
13. Newton Street Area	25%	15%	9%	10%	20%	Crimes committed against I/A's
14. Venice Area	7%	9%	6%	17%	17%	Crimes committed against I/A's
15. North Hollywood Area	37%	43%	19%	22%	19%	Crimes committed by I/A's
16. Foothill Area	25%	30%	25%	15%	20%	Alcohol related activity
17. Devonshire Area	4%	5%	3%	2%	2%	Alcohol related activity

#### IV. CREATING AN ENVIRONMENT ATTRACTIVE TO ILLEGAL ALIENS

INS RESOURCES ARE GROSSLY INADEQUATE FOR POLICING THE ILLEGAL ALIEN PROBLEM.

EMPLOYERS IN THE UNITED STATES WILL PAY AN ILLEGAL ALIEN FROM MEXICO EIGHT TIMES WHAT HE COULD EARN AT HOME (AVERAGE \$2.50 PER HOUR AGAINST \$2.50 PER DAY).

LOS ANGELES COUNTY PROVIDES HEALTH CARE TO ILLEGAL ALIENS AND THEIR FAMILIES AT A COST OF \$50 MILLION ANNUALLY.

LOS ANGELES COUNTY TAXPAYERS PAY APPROXIMATELY \$100 MILLION ANNUALLY TO EDUCATE ILLEGAL ALIEN CHILDREN.

LOS ANGELES COUNTY TAXPAYERS PAY WELFARE TO ILLEGAL ALIENS PENDING AN INVESTIGATION OF THEIR CITIZENSHIP STATUS.

#### COMMENTARY

There are a growing number of organizations which provide services to illegal aliens, including governmental and nonprofit agencies. The total impact of these efforts is to create an environment that is irresistibly attractive to illegal aliens.

The threat of legal sanction is not an adequate deterrent to illegal aliens because the chance of apprehension is so remote. There are only 2,000 Border Patrol personnel employed by the Immigration and Naturalization Service for over 6,000 miles of border and only 900 investigators to cope with an estimated illegal alien population of eight million.

Following is a brief overview of some of the services available to illegal aliens in Los Angeles County.

#### Employment

Illegal aliens are commonly found as employees in the garment, hotel, and restaurant industries. It is claimed that many United States citizens would not take these jobs because salaries are low, there is no career ladder, working conditions are bad, and employee benefits limited. At the same time these salaries still average eight times more than an alien could earn in Mexico. With the variety of government assistance programs available, some citizens may conclude that it is economically in their best interest to ignore some of these jobs. However, Leonard F. Chapman, Jr.,

Commissioner, United States Immigration and Naturalization Service, stated that the claim that most American workers would not be willing to perform the jobs usually held by illegal aliens is not true. He reported that "Last year, for example, our investigators apprehended 50 illegal aliens who were employed by a janitorial services company in Chicago. When news of the arrests was published the following day, nearly 150 citizens lined up outside the firm's offices to apply for the vacated jobs. In San Diego, INS agents and the U. S. District Attorney launched a drive to warn employers of illegal aliens. Called 'Project Cooperation,' the campaign freed 330 jobs held by illegal aliens. All of these jobs were promptly filled by U. S. citizens or legal residents, at least 80 percent of whom were from the Hispanic community, where unemployment is rampant."<sup>14</sup>

Unfortunately, the California State Employment Development Department routinely refers non-English-speaking persons with no identification to prospective employers without verifying anything on the application.

Virtually the same policy applies to individuals seeking unemployment insurance benefits. Legality of an alien's status in the United States is investigated only when a claimant voluntarily divulges that he is illegally in the United States. While the INS is ejecting illegal aliens from jobs, the Employment Development Department is referring more illegal aliens to replace them. Employers, however, in growing numbers are requiring some assurance from the Employment Development Department that job applicants are legally entitled to work in this country. This screening is prompted by the anticipation of federal laws prohibiting the hiring of illegal aliens.

#### Health Care

There has been a limited effort by public agencies to determine the cost of providing health care services to illegal aliens. Data available from the University Hospital in San Diego County reveals that "...health care for illegal aliens increased from \$321,617 in 1971 to \$513,063 in 1974."<sup>15</sup> These figures do not include substantial emergency room treatment costs.

Studies conducted by Los Angeles County estimated expenditures for medical services to illegal aliens in 1973 to be \$8.2 million.<sup>16</sup> However, a current in-depth study by the County Department of Health Services speculated that the actual cost of providing medical services to illegal aliens may be upwards of \$50 million annually.<sup>17</sup>

It is believed that approximately 10-20 percent of the patients served by County health facilities are illegal aliens. "A recent review of maternity cases at one County hospital facility determined that 45 percent of the mothers were known or presumed to be illegal aliens."<sup>18</sup>

The issue of continuing nonemergency health care services to illegal aliens has yet to be resolved by the County Board of Supervisors in spite of the fact that such expenditures have been recognized as an illegal use of County funds.

One of the formidable problems which makes resolution difficult is the potential risk of spreading untreated communicable diseases. The Board also feels "it would not be promoting the public good to require illegal aliens to surrender themselves to law enforcement authorities as a condition for receiving....medical services..."<sup>19</sup>

#### Education

California State law requires compulsory school attendance of persons between the ages of six and 16 regardless of citizenship. If the individual cannot speak English he is to be provided with English-Second-Language classes, which is a considerable expense for school districts.<sup>20</sup>

In 1969 the State legislature adopted an Education Code section requiring local school districts to submit the names of illegal alien students in order to qualify for special funds to educate the children. Only 55 of 82 school districts complied with the directive and State officials have not tried to enforce the law based upon a Los Angeles County Superior Court decision that the section is an unconstitutional invasion of privacy if the list is submitted to the Immigration and Naturalization Service.<sup>21</sup>

It is the Los Angeles Unified School District's position that the classroom is not the proper place to police illegal aliens.

#### Welfare

Los Angeles County receives approximately 4,000 applications for welfare aid from aliens each month. An average of 450 are immediately denied because of evidence the applicant is in the country illegally. Approximately 400 more receive aid until an INS investigation determines they are illegals.<sup>22</sup> The duration of the investigation averages three months. The aid granted illegals during the investigation represents an expenditure of approximately \$447,000 annually.<sup>23</sup>

#### V. THE NEED FOR LEGISLATIVE CONTROLS

EFFECTIVE ENFORCEMENT PROGRAMS ARE ESSENTIAL, BUT BY THEMSELVES CANNOT SOLVE THE ILLEGAL ALIEN PROBLEM.

THE PRIMARY INCENTIVE FOR ALIENS TO ILLEGALLY ENTER THIS COUNTRY IS EMPLOYMENT. THIS INCENTIVE MUST BE ELIMINATED BY FEDERAL LEGISLATION PROHIBITING EMPLOYMENT OF ILLEGAL ALIENS.

WITHOUT EFFECTIVE LEGISLATION THAT WOULD PENALIZE EMPLOYERS WHO KNOWINGLY EMPLOY ILLEGAL ALIENS, THE IMMIGRATION AND NATURALIZATION SERVICE CANNOT HANDLE THE INFLUX EVEN WITH ADDITIONAL RESOURCES.

#### COMMENTARY

Effective enforcement programs are essential, but by themselves cannot solve the illegal alien problem. There is an urgent need for legislation which would penalize those who knowingly employ illegal aliens. This would be the most effective way to counteract the principal incentive which attracts illegals to the United States - job opportunity.<sup>24</sup> As Commissioner Leonard Chapman stated recently, "...the magnitude of the problem is so great that it will simply overwhelm the Immigration Service even with added personnel. The only real answer to this problem is to turn off the magnet--the attraction--that draws these millions of people here" (jobs).<sup>25</sup>

Several bills dealing with the control of illegal aliens were proposed before the 94th Congress; however, none were successful in obtaining approval from both the House of Representatives and the Senate. Of the many bills proposed, four are considered of major importance and are described below.

##### A. Sisk Bill, H.R. 3737.

The bill provides that, under the Social Security Act, any account number assigned to an individual shall be on a card or other form that cannot be duplicated and that such card issued to an alien shall indicate whether the individual may or may not be legally employed. The bill also states that an employer must inspect an individual's Social Security card to ensure the holder may be legally employed.

Any employer who violates this act shall:

1. For the first violation, receive a fine of not more than \$500 or imprisonment for not more than six months, or both.
2. Subsequent violations, receive a fine of not more than \$1,000 or imprisonment for not more than one year, or both, for each subsequent violation.

B. Eastland Bill, S. 3074.

The intent of this bill is to prohibit the hiring of illegal aliens. The bill prescribes a civil penalty for an employer or other person who refers such alien for employment. The Eastland Bill has an "amnesty clause." Penalties provided are:

1. First offense, a fine of \$500.
2. Subsequent offenses, a fine of not less than \$500 nor more than \$1,000, for each subsequent offense.

C. Rodino Bill, H.R. 8713.

The Rodino Bill, which is the counterpart of the Eastland Bill and perhaps the best known, also makes it unlawful to employ or refer for employment or continue to employ an illegal alien, with exceptions authorized by the Attorney General. The major difference between the Eastland Bill and the Rodino Bill is that the Rodino Bill would impose criminal penalties in addition to civil penalties to employers of illegal aliens. This bill also has an "amnesty" clause enabling illegal aliens who have resided in this country since 1968 to permanently remain in this country under certain conditions.

1. First offense, citation (warning) issued by Attorney General to employer that the alien's employment is not authorized.
2. Second offense, a civil penalty not to exceed \$500.
3. Once an employer or agent has been assessed a civil penalty by the Attorney General in violation of this act, criminal penalties may be imposed for each subsequent violation not to exceed \$1,000, or by imprisonment of not more than one year, or both, for each violation.

D. Kennedy Bill, S. 561.

The main thrust of the Kennedy Bill is to amend the Immigration and Nationality Act. The Kennedy Bill also stipulates that any alien residing in the United States as of January 1, 1975, and who is in violation of the Immigration and Nationality Act, is to be given the status of an alien lawfully admitted for permanent residence. The alien must make application for such adjustment and must prove he has resided within the

United States for at least three years prior to enactment of this act. Numerical limitations specified in the Immigration and Nationality Act are waived at this time only.

This bill also prohibits the hiring or referring for employment an illegal alien except when permitted by the Attorney General.

Civil penalties are imposed for violations of this act.

Pending action by Congress on proposed federal legislation, a recent U. S. Supreme Court decision has opened the path for such legislation by individual states. On February 28, 1976, the Supreme Court (by an 8-0 vote), upheld the power of the State of California and other states to prohibit the employment of illegal aliens. The court noted that the failure of Congress to act in this area did not preclude the individual states from doing so.<sup>26</sup>

## VI. RECOMMENDATIONS

A cursory evaluation of the magnitude of the illegal alien presence indicates that a solution to this problem is far beyond the resources and governmental powers of any single municipality or local police agency. The solution to the great social problem of illegal aliens will be found only when it is given the high national priority it deserves, and the necessary federal legislation and resources required are provided.

Any large diversion of police resources solely for the purpose of enforcing the immigration laws, absent special circumstances, would not be cost-effective. This is because under existing conditions most of the deported aliens would quickly reenter the country.

As opposed to the enforcement of immigration laws due to the social problems related to illegal aliens, it is recommended this Department focus its efforts on the illegal aliens who are involved in criminal activities. Department policy and procedures should be established to provide for the identification of illegal alien criminals, their vigorous prosecution, and their formal deportation after criminal sentences are served. Additionally, in special problem areas where concentrations of illegal aliens are inordinately contributing to crime, vice, or gang activities, intensified enforcement by Immigration and Naturalization personnel should be requested for the purpose of removing deportable alien criminals.

The Illegal Alien Committee, after a brief review of the illegal alien problem and the preparation of general recommendations, suggests that appropriate personnel in Planning and Research Division continue this study and draft more specific policy and procedural guidelines.

### THE RECOMMENDATIONS OF THE COMMITTEE ARE AS FOLLOWS:

#### A. EFFECTIVE ACTION BY THE INTERNATIONAL ASSOCIATION OF CHIEFS OF POLICE

It is recommended that the Executive Committee of the International Association of Chiefs of Police (IACP) identify the influx of illegal aliens as a major problem which is adversely impacting the resources of police agencies. The IACP should take aggressive action aimed toward a solution of this problem. These actions should include:

1. A recommendation by the IACP to the executive, legislative and judicial levels of federal government that a high national priority be assigned to the solution of the illegal alien problem. President-elect Carter and his incoming administration should be advised of the enormity of the illegal alien problem and requested to provide the leadership required for its solution.
2. A committee of the IACP should be appointed for the purpose of conducting a comprehensive national study of the impact of illegal aliens on police resources and recommending solutions to the problem. Necessary funds to conduct the study should be requested of the Law Enforcement Assistance Administration.
3. The IACP should support efforts to pass federal legislation prohibiting the employment of illegal aliens.
4. The IACP should support efforts to increase the resources of the Immigration and Naturalization Service (INS) to enable this agency to more effectively combat the illegal alien problem. The INS should have the resources to provide local law enforcement agencies with increased support and direct access to automated illegal alien information files.
5. The IACP should evaluate the report soon to be issued by the President's Domestic Council Committee on Illegal Aliens, which is under the chairmanship of the U. S. Attorney General. The IACP should support effective recommendations for solutions which may be contained in this report.
6. The IACP should support the passage of federal legislation to totally reimburse local municipalities for the costs incurred in providing police services to illegal aliens.

#### B. STATE LEGISLATION

Pending action by Congress, the State of California should immediately enact legislation which is consistent with the U. S. Supreme Court guidelines to prohibit employers from knowingly hiring illegal aliens. Law enforcement agencies should enthusiastically support the passage of such legislation.



C. INCREASE THE PERSONNEL STRENGTH OF THE LOS ANGELES POLICE DEPARTMENT

The Board of Police Commissioners should request that the Mayor and City Council increase the sworn strength of the Police Department to a minimum of 9,143 officers. The additional 1,703 officers would allow this Department to provide what is believed to be the current police ratio of 2.63 officers per thousand population. To maintain the current civilian-to-sworn ratio (1 to 2.55) an additional 667 civilian personnel would be necessary. The additional personnel would provide a police ratio still less than any of the other five largest cities in the nation. Due to budgetary, recruitment, and training restrictions, the personnel increases should be spread over a five-year period. Future increases in population would require additional increases in personnel to maintain the 2.63 ratio.

D. MORE EFFECTIVE ACTION BY THE DEPARTMENT

Department policy should be established which requires the vigorous enforcement of all laws, including immigration laws, against illegal aliens involved in criminal activities.

In furtherance of this policy it is recommended that:

1. A centralized Department file containing information on verified illegal aliens involved in criminal activities be established. The file should indicate those alien criminals who have been previously removed by formal deportation proceedings. Unlike the much more common voluntary departures, the aliens who have been formally deported can, upon their reentry, be arrested for a felony violation of the U. S. immigration laws. If judges who decide to grant probation in cases involving illegal aliens can be persuaded to include as a condition of probation that the subject violate no laws, including immigration laws, such terms of probation should be entered in the file. Upon recontact such illegal alien criminals could then be arrested for violating their terms of probation and returned to the court of jurisdiction for imposition of sentence. The file should interface with the Los Angeles Sheriff's Department file on illegal alien burglars, as well as INS files.
2. After vigorous prosecution of illegal aliens involved in criminal activities and subsequent to sentences served, formal deportation proceedings should be requested of INS in all cases.

3. Where illegal aliens are known to be involved in criminal or gang activities, but an individual case is not within the District Attorney's or City Attorney's filing guidelines, or where an illegal alien is identified as a career criminal, the suspect should be removed by seeking formal deportation proceedings by INS.
4. Assign the responsibility to a centralized Departmental unit to monitor the handling of illegal alien criminals by prosecutors, judges, INS, and concerned investigators to ensure their actions are consistent with the safety of the community.

E. INTENSIFIED ENFORCEMENT OF IMMIGRATION LAWS BY IMMIGRATION AND NATURALIZATION SERVICE PERSONNEL IN SPECIAL PROBLEM AREAS

In special problem areas of the City where illegal aliens are inordinately contributing to the crime rate, vice or gang activities, Area Commanding Officers, with approval of their Bureau Commanders, should request intensified enforcement of immigration laws for the purpose of removing deportable alien criminals. It is interesting to note that in February of 1974 Foothill Area conducted an opinion poll of 106 residents of Mexican extraction who are U. S. citizens regarding the illegal alien problem. Eighty-one percent of those interviewed agreed that the police should be allowed to enforce immigration laws at problem locations or during problem situations. However, this Committee recommends that the role of Department personnel in such operations be merely supportive of INS personnel by providing security and logistical support. Even though Department participation would be limited to a supportive function, comprehensive pre-operation briefings of personnel and tight supervisory control would be necessary to minimize potential community friction.

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**END**