
Estimated Costs of Providing Welfare and Education Services to the Native Born and to Immigrants in Illinois

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A Latino Institute technical
paper produced for the
Illinois Immigrant Policy
Project

by Rob Paral
Senior Research Associate

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Illinois Immigrant Policy
Project

This report was conceptualized by Rob Paral in consultation with the Executive Committee of the Illinois Immigrant Policy Project. It was written by Rob Paral under the direction of Sylvia Puente.

Mary Castañuela conducted much of the data analysis that forms the basis of this report. Michael Norkewicz developed the census-based data sets that made this report possible. Rebecca Clark, Paul Kleppner, Rebecca Morales and members of the Illinois Immigrant Policy Project executive committee including Ngoan Le, Sylvia Puente, Pamela Seubert and Edwin Silverman provided insightful comments on drafts of this paper.

This paper uses a set of population estimates developed by the Urban Institute for the Illinois Immigrant Policy Project (see Methodology section).

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**by Rob Paral
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The Latino Institute and the Jewish Federation of Chicago are members of the United Way of Chicago.

This paper is one of a series of analyses conducted by the Illinois Immigrant Policy Project, a joint project of the Jewish Federation of Metropolitan Chicago and the Latino Institute.

Summary of Major Findings

This study compares the amount of major welfare and educational services used by immigrants and the native born in Illinois. The welfare services analyzed include Aid to Families with Dependent Children; Supplemental Security Income; Aid to the Aged, Blind and Disabled; and Transitional Assistance. The educational services include general education, school lunches and bilingual education at all levels between Kindergarten and high school.

The Illinois Immigrant Policy Project (IIPP), a joint project of the Jewish Federation of Metropolitan Chicago and the Latino Institute, commissioned this paper. The IIPP also commissioned a study by the Washington, DC-based Urban Institute that estimates the tax contributions of Illinois immigrants and the native born.

In combination, the present paper and the Urban Institute tax analysis reveal the following:

- Illinois immigrants are 10.2 percent of the state's population. These immigrants, however, pay 10.6 percent of major taxes collected. These same immigrants receive 7.0 percent of major welfare and education services.
- Immigrants pay \$6.11 in major taxes for every \$1.00 they receive in major welfare and education services. In contrast, the native born pay only \$3.85 in major taxes for every \$1.00 they receive in major welfare and educational services.
- While the federal government collects 70.8 percent of the major taxes paid by immigrants, the federal government pays for 35.2 percent of the major welfare and education services received by immigrants.

The present paper includes the following findings:

Welfare Spending

Illinois immigrants receive a relatively low amount of welfare through the Aid to Families with Dependent Children (AFDC) and Transitional Assistance (TA) programs.

- Immigrants are 10.2 percent of the Illinois population, yet they receive only 6.3 percent of federal and state spending on AFDC. Illinois immigrants receive approximately 4.4 percent of state spending on TA.

Illinois immigrants receive a relatively high amount -- approximately 14.8 percent -- of state spending in the Aid to the Aged, Blind and Disabled program (AABD) and approximately 14.8 percent of federal spending in the Supplemental Security Income (SSI) program.

Education Spending

Illinois immigrants constitute a disproportionately low percent of public school students, and receive a disproportionately low percent of public school spending.

- In Illinois, immigrants receive approximately 5.7 percent of federal spending on education, although immigrants are 10.2 percent of the state's population. Immigrants receive 5.7 percent of state spending and 5.5 percent of local spending.
- Immigrants in Illinois receive approximately 7.7 percent of federal and state spending on school meal programs.

Immigrants in Illinois received approximately 51.6 percent of federal, state and local costs of bilingual education programs. Almost half of bilingual education spending in Illinois goes to students who are not immigrants (i.e., born in the U.S. or in Puerto Rico).

Only 7.8 percent of immigrants are between the ages of 5 and 19 and enrolled in public school, compared to 16.9 percent of the native born. Immigrants constitute only 5.0 percent of all students enrolled in public, K-12 schools.

Other Findings

Legal immigrants who arrived before 1980 constitute 40.8 percent of the total foreign-born population (493,000 of 1,209,500 persons). Among the four immigrant groups analyzed, these "long-term" immigrants receive the largest share of federal and state AFDC spending, federal SSI spending, state AABD spending, and state TA spending.

Legal immigrants who arrived in the 1980-1994 period constitute 35.0 percent of all immigrants in the state. Among the four immigrant groups analyzed, this group receives the largest share of overall education spending at the federal, state and local levels.

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Introduction

The economic impact of immigration is a topic of vigorous public debate in the United States (Borjas 1994). In recent years, numerous studies have been conducted on the payment of taxes and use of governmental services by the foreign born in general and by specific sub-groups of immigrants such as the undocumented (Clark et al. 1994 ; Los Angeles County Internal Services Department 1992; Florida Advisory Council on Intergovernmental Relations 1994). While national, state-level and local studies have been conducted on immigration-related costs, no major comprehensive study has to date been completed with a focus on Illinois.

The question of the costs and benefits associated with immigrants has taken on an increased urgency at the state and local levels in the current context of welfare reform. President Clinton and the U.S. Congress have both promoted the need to reformulate federal welfare programs such as AFDC and SSI. In late 1995 the U.S. Senate and House of Representatives presented two separate packages of welfare-reform legislation. The President vetoed one package outright and the other fell victim to a Presidential veto of the budget reconciliation package that included welfare reform proposals. The Administration and Congress, however, continue as of this writing in early 1996 to pursue an agreement on welfare reform. Most recently, a bipartisan group of state governors has endorsed welfare reform proposals of both the Democratic Administration and the Republican-controlled Congress (National Governors Association 1996).

The welfare reform movement affects the immigration debate because the reform legislation passed by Congress would dramatically limit legal immigrants' eligibility for basic welfare programs. At the same time, state and local governments would be presented with new authority to limit legal immigrants' eligibility even beyond the federal restrictions. States and local governments thus will be placed in the position of deciding whether to make legal immigrants eligible for numerous governmental programs (Jewish Federation of Metropolitan Chicago and Latino Institute 1995). (Note that this study does not distinguish between non-citizens and immigrants who are already naturalized; in general, the latter group has not been targeted with limitations on their access to services.)

To inform Illinois policy makers of the current costs associated with providing services to the immigrant population, this paper presents estimates of immigrants' use of major welfare and education services in the state of Illinois in 1994. These estimates are created using a combination of 1990 census data and administrative data from federal, state and local sources with a methodology developed by Rebecca L. Clark of The Urban Institute, a not-for-profit research institution located in Washington, DC (Clark 1994).

Findings and Discussion

This section presents the findings of our analysis. Essentially, we present our results in two formats. First, we show the percent of government spending that is directed to immigrants. Second, we provide actual dollar amounts of spending. For each type of analysis, results are presented by level of government -- federal, state and local. (Local governments do not provide cash welfare programs and so are not included in the welfare analysis.)

Welfare

Spending by Group

Overall, the foreign born receive 6.3 percent of AFDC benefits in Illinois (Tables 1 and 2).¹ This amount is disproportionately low, given that immigrants are about 10.2 percent of the state's population (Table 1). Immigrants receive relatively little AFDC even though they receive a higher mean AFDC benefit than the native born, as seen in Table 3.

The foreign born overall receive a disproportionately high amount of SSI and AABD benefits.² As seen in Tables 1 and 2, about 14.8 percent of SSI and AABD benefits are paid to immigrants.

Most SSI and AABD benefits paid to immigrants go to pre-1980 entrants. About 9.3 percent of SSI and AABD payments are made to pre-1980 immigrants, while this group makes up about 4.2 percent of the state's population. Table 2 shows that immigrants receive only about 4.4 percent of TA benefits.

Relative to their share of the population, the foreign born receive a disproportionately low amount of both AFDC and TA (Tables 1 and 2).

Note that the percents of both federal and state AFDC payments received by immigrants are identical. This is because the state of Illinois matches federal AFDC expenditures dollar for dollar. The percents of federal SSI and state AABD spending received by immigrants are also identical. This is because the eligibility requirements for these two programs are similar, and we used the distribution of federal SSI spending -- available from the 1990 census -- to distribute the state's AABD spending. Methodology section of this report explains in detail the methods we used to distribute welfare spending.

¹See the methodology section of this paper for sources of data on welfare spending and total number of recipients. Briefly stated, the total amounts of spending and recipients of welfare and education programs are derived from state and federal agencies. The Urban Institute calculated the estimates of the size of the immigrant groups. The 1990 census is the source of information on immigrants' characteristics that is used to distribute spending.

²One reason that many immigrants receive SSI payments is that their residency and work history in the U.S. is not long enough to qualify them for social security.

Table 1
Distribution of Federal Welfare Costs, by Nativity and Type of Immigrant: Illinois, 1994

	Federal AFDC \$	Federal SSI \$	Group's Pct. of Population
Total Population	100.0%	100.0%	100.0%
Native	93.7	85.2	89.8
Foreign Born	6.3	14.8	10.2
Pre-1980 Entrants	2.4	9.3	4.2
1980-1994 Legal Immigrants	2.3	3.7	3.6
Refugees and Asylees	0.8	1.8	0.4
Undocumented*	0.9	0.0	2.1

*Note: Payments to the undocumented represent payments to their legal resident and citizen children

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Table 2
Distribution of State Welfare Costs, by Nativity and Type of Immigrant: Illinois, 1994

	State AFDC \$	State AABD \$	TA	Group's Pct. of Population
Total Population	100.0%	100.0%	100.0%	100.0%
Native	93.7	85.2	95.6	89.8
Foreign Born	6.3	14.8	4.4	10.2
Pre-1980 Entrants	2.4	9.3	2.8	4.2
1980-1994 Legal Immigrants	2.3	3.7	1.3	3.6
Refugees and Asylees	0.8	1.8	0.3	0.4
Undocumented*	0.9	0.0	0.0	2.1

*Note: Payments to the undocumented represent payments to their legal resident and citizen children

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The higher mean benefits paid to the foreign born in the AFDC and SSI programs are seen in Table 3.³ Immigrants receive higher benefit amounts in large part because of their relatively large family sizes, and not because of their status as immigrants.

Table 3
Mean Benefit Levels of Major Federal and State Welfare Programs, by Nativity and Type of Immigrant: Illinois, 1989

	Federal AFDC	State AFDC	Federal SSI	TA
Total Population	\$3,341	\$3,341	\$3,794	\$2,783
Native Born	3,330	3,330	3,779	2,795
Foreign Born	3,516	3,516	3,931	2,548
Pre-1980 Entrants	3,645	3,645	4,017	2,545
1980-1994 Legal Immigrants	3,673	3,673	3,709	2,887
Refugees and Asylees	3,345	3,345	3,975	1,749
Undocumented*	3,047	3,047	0	0

Note: Payments to undocumented parents represent payments to their legal resident and citizen children.

Note: the 1990 census collected data on mean benefit levels for the year 1989.
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Percent of Persons Receiving a Benefit

As a group, immigrants are less likely to receive AFDC or Transitional Assistance than the native born, but they are more likely to receive SSI or AABD, as seen in Table 4. Refugees and asylees are as likely or more likely than natives to receive each of the welfare programs included in this study. Refugees and asylees are particularly likely to receive SSI (10.3 percent) and AFDC (4.3 percent). Among the natives and the immigrant groups studied, legal immigrants who arrived in the 1980-1994 period are the least likely to receive AABD, TA or SSI.

³As noted in the Methodology section of this paper, the mean SSI benefit levels and the rate of SSI receipt are the basis for distributing AABD costs in this study. Actual mean levels of AABD benefits, which cannot be calculated for undocumented immigrants, thus do not appear in Table 3, are significantly lower than the benefit levels for SSI.

Table 4
Percent of Persons 15 Years and Over Receiving Major State and Federal Welfare Programs, by Nativity and Type of Immigrant: Illinois, 1994

	Persons 15 Years and Over	AFDC	AABD	TA	SSI
Total Population	9,306,918	2.54%	0.81%	0.14%	2.92%
Native Born	8,193,917	2.72	0.79	0.15	2.84
Foreign Born	1,113,001	1.28	1.00	0.06	3.46
Pre-1980 Entrants	493,000	1.05	1.34	0.08	4.87
1980-1994 Legal Immigrants	374,266	1.29	0.75	0.04	2.70
Refugees and Asylees	44,352	4.27	2.85	0.15	10.27
Undocumented*	201,383	1.16	0.00	0.00	0.00

*Note: Payments to the undocumented represent payments to their legal resident and citizen children.
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Dollar Amount of Expenditures

Supplemental Security Income is the largest cash welfare program in the nation. The federal SSI program provided approximately \$174 million in benefits to the Illinois foreign born in 1994 (Table 5). State government provided approximately \$28 million in AFDC benefits to the foreign born, \$11.9 million in AABD benefits, and \$1.1 million in TA (Table 6). Immigrants received approximately 7.5 percent of benefits in programs paid for with state dollars.⁴ (Note that federal and state AFDC expenditures to all groups are the same because Illinois matches federal AFDC spending dollar for dollar.)

Table 5 Total Federal Costs of Major Welfare Programs, by Nativity and Type of Immigrant: Illinois, 1994			
	Total	Federal AFDC \$	Federal SSI \$
Total Population	\$1,619,408,000	\$438,300,000	\$1,181,108,000
Native Born	1,417,304,342	410,543,996	1,006,760,346
Foreign Born	202,103,658	27,756,004	174,347,654
Pre-1980 Entrants	120,766,426	10,441,733	110,324,693
1980-1994 Legal Immigrants	53,033,392	9,849,557	43,183,835
Refugees and Asylees	24,346,957	3,507,831	20,839,126
Undocumented*	3,956,883	3,956,883	0
*Note: Payments to the undocumented represent payments to their legal resident and citizen children. LATINO INSTITUTE, 1996			

⁴Programs referred to as "state" programs in this study are budget items in the Illinois state budget.

Table 6
Total State Costs of Major Welfare Programs, by Nativity and Type of Immigrant:
Illinois, 1994

	Total	State AFDC \$	State AABD \$	TA \$
Total Population	\$543,706,056	\$438,300,000	\$80,319,413	\$25,086,643
Native Born	502,981,040	410,543,996	68,462,756	23,974,288
Foreign Born	40,725,016	27,756,004	11,856,657	1,112,355
Pre-1980 Entrants	18,652,353	10,441,733	7,502,572	708,048
1980-1994 Legal Immigrants	13,109,924	9,849,557	2,937,250	323,117
Refugees and Asylees	5,005,856	3,507,831	1,416,835	81,190
Undocumented*	3,956,883	3,956,883	0	0

*Note: Payments to the undocumented represent payments to their legal resident and citizen children.
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Appendix One includes detailed data on the estimation of welfare use.

Education

Distribution of Education Spending

The foreign born receive 5.7 percent of both federal and state education spending and 5.5 percent of local spending (Tables 7, 8 and 9). The slightly higher proportion of federal and state spending going to immigrants is due to the federal and state school lunch programs.⁵

Table 7
Distribution of Total *Federal* Education Costs by Nativity and Type of Immigrant: Illinois 1994

	Total Education Costs	Pct. of Costs	Pct. of Enrolled Students	Pct. of Total Population
Total Population	\$903,230,313	100.0%	100.0%	100.0%
Native Born	851,866,331	94.3	95.0	89.8
Foreign Born	51,363,982	5.7	5.0	10.2
Pre-1980 Entrants	1,383,705	0.2	0.2	4.2
1980-1994 Legal Immigrants	26,451,736	2.9	2.7	3.6
Refugees and Asylees	3,961,475	0.4	0.4	0.4
Undocumented	19,567,067	2.2	1.8	2.1

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⁵These programs are means tested, and the relatively lower family incomes of foreign-born students tend to place them in the more costly free lunch program, instead of the subsidized lunch programs.

Table 8
Distribution of Total State Education Costs by Nativity and Type of Immigrant: Illinois, 1994

	Total Education Costs	Pct. of Costs	Pct. of Enrolled Students	Pct. of Total Population
Total Population	\$3,611,393,856	100.0%	100.0%	100.0%
Native Born	3,407,229,980	94.3	9.5	89.8
Foreign Born	204,163,876	5.7	5.0	10.2
Pre-1980 Entrants	5,627,359	0.2	0.2	4.2
1980-1994 Legal Immigrants	105,877,584	2.9	2.7	3.6
Refugees and Asylees	14,980,115	0.4	0.4	0.4
Undocumented	77,678,818	2.2	1.8	2.1

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Table 9
Distribution of Total *Local* Education Costs by Nativity and Type of Immigrant: Illinois, 1994

	Total Education Costs	Pct. of Costs	Pct. of Enrolled Students	Pct. of Total Population
Total Population	\$6,511,600,000	100.0%	100.%	100.0%
Native Born	6,155,917,963	94.5	95.0	89.8
Foreign Born	355,682,038	5.5	5.0	10.2
Pre-1980 Entrants	10,157,722	0.2	0.2	4.2
1980-1994 Legal Immigrants	186,283,031	2.9	2.7	3.6
Refugees and Asylees	26,336,302	0.4	0.4	0.4
Undocumented	132,904,983	2.0	1.8	2.1

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Total Education Costs

Tables 10, 11 and 12 show the estimates of total education costs for each group in this study, by type of cost and by level of government. For the foreign-born population, total federal expenditures in Illinois in 1994 were \$51.4 million. Expenditures of state government were \$204.2 million and expenditures of local government were \$355.7 million.

Table 10
Total Federal K-12 Education Costs: Illinois, 1994

	School Lunches	Bilingual Ed	K-12 (Excluding Lunches and Bilingual Ed)	Total Education Costs
Total Population	\$170,030,788	\$3,908,565	\$729,290,960	\$903,230,313
Native Born	156,975,370	1,891,067	692,999,894	851,866,331
Foreign Born	13,055,418	2,017,498	36,291,066	51,363,982
Pre-1980 Entrants	238,854	4,955	1,139,896	1,383,705
1980-1994 Legal Immigrants	6,127,156	786,112	19,538,468	26,451,736
Refugees and Asylees	1,085,657	108,681	2,767,138	3,961,475
Undocumented	5,603,752	1,117,750	12,845,565	19,567,067

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Table 11
Total State K-12 Education Costs: Illinois, 1994

	School Lunches	Bilingual Ed	K-12 (Excluding Lunches and Bilingual Ed)	Total Education Costs
Total Population	\$12,912,800	\$51,682,400	\$3,546,798,656	\$3,611,393,856
Native Born	11,922,243	25,005,312	3,370,302,425	3,407,229,980
Foreign Born	990,557	26,677,088	176,496,231	204,163,876
Pre-1980 Entrants	18,122	65,524	5,543,713	5,627,359
1980-1994 Legal Immigrants	460,489	10,394,649	95,022,446	105,877,584
Refugees and Asylees	85,481	1,437,067	13,457,566	14,980,115
Undocumented	426,465	14,779,848	62,472,505	77,678,818

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Table 12
Total *Local* K-12 Education Costs: Illinois, 1994

	Bilingual Ed	K-12 (Excluding Bilingual Ed)	Total Education Costs
Total Population	\$67,860,681	\$6,443,739,319	\$6,511,600,000
Native Born	32,832,792	6,123,085,171	6,155,917,963
Foreign Born	35,027,889	320,654,148	355,682,038
Pre-1980 Entrants	86,035	10,071,686	10,157,722
1980-1994 Legal Immigrants	13,648,514	172,634,517	186,283,031
Refugees and Asylees	1,886,916	24,449,386	26,336,302
Undocumented	19,406,424	113,498,559	132,904,983

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Enrollment

The foreign born population in Illinois is significantly less likely than the native born population to be of school age and to be enrolled in school. Only 7.8 percent of the foreign born population is between the ages of five and nineteen and enrolled in public school, compared to 16.9 percent of the native born, as seen in Table 13. This translates into the foreign-born population constituting only 5.0 percent of public school students, even though the foreign born are 10.2 percent of the state's population.

Table 13
Percent of Persons Enrolled in Public Schools: Illinois, 1994

	Total Population	No. Aged 5-19 and Enrolled in Public School in 1994	Pct. Enrolled in Public School
Total Population	11,867,600	1,893,077	16.0%
Native Born	10,658,100	1,798,873	16.9%
Foreign Born	1,209,500	94,204	7.8%
Pre-1980 Entrants	493,000	2,959	0.6%
1980-1994 Legal Immigrants	422,900	50,718	12.0%
Refugees and Asylees	49,500	7,183	14.5%
Undocumented	244,100	33,344	13.7%

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School Lunches

Expenditures

The federal government reimburses public and private schools for the cost of school lunches at three levels of reimbursement, depending on the student's poverty status. In the 1993-1994 school year, the federal reimbursement rates were \$1.76 per meal for free meals to students whose family income level was at or below 130 percent of poverty.⁶ The federal government spent \$1.36 in subsidies to a "reduced price" meal for students whose family income was from 131 percent to 185 percent of poverty. For students with incomes at or above 186 percent of poverty or greater, the federal government provided a \$0.17 subsidy for "full price" meals.

The state of Illinois subsidizes lunches and some breakfasts for students whose family income is at or below 130 percent of poverty. The state does not subsidize meals to students with higher family incomes. Thus, the great majority of school meal costs are incurred by the federal government.

Immigrant students account for about 7.7 percent of both federal and state school lunch costs (Table 14). Federal and state lunch costs for immigrant students are approximately \$13.1 million and \$1 million, respectively (Table 15).

⁶The U.S. Department of Agriculture provided this information on school meal reimbursement levels (Shanholtzer 1995).

Table 14
Distribution of Federal and State School Lunch Costs, by
Nativity and Type of Immigrant: Illinois, 1994

Group	Pct. of Costs Incurred by Group	Group's Pct. of Total Population
Total Population	100.0%	100.0%
Native Born	92.3	89.8
Foreign Born	7.7	10.2
Pre-1980 Entrants	0.1	4.2
1980-1994 Legal Immigrants	3.6	3.6
Refugees and Asylees	0.6	0.4
Undocumented	3.3	2.1

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Table 15
Federal and State School Lunch Costs, by Nativity and
Type of Immigrant: Illinois, 1994

Group	Total Federal Costs	Total State Costs
Total Population	\$170,030,788	\$12,912,800
Native Born	156,975,370	11,922,243
Foreign Born	13,055,418	990,557
Pre-1980 Entrants	238,854	18,122
1980-1994 Legal Immigrants	6,127,156	460,489
Refugees and Asylees	1,085,657	85,481
Undocumented	5,603,752	426,465

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As seen in Appendix Two (Table B.6), the foreign born account for about 7.7 percent of costs associated with the free meal program. The foreign born accounted for approximately 8.4 percent of expenses in the reduced-price meal program and about 3.5 percent of expenditures in the full-price program.

The 1990 census data on family income level among the natives and the foreign-born groups are presented in Appendix Two (Table B.3), as are tables showing the steps used in distributing school lunch costs among the various groups (Table B.4).

Rate of Use of Subsidized School Lunches

Table B.7 in Appendix Two shows the percent of the native and foreign-born groups in this study receiving the three levels of school lunch subsidies. The foreign born are significantly more likely to receive free lunches (38.1 percent) than the native born (23.2 percent), statistics that reflect the relatively low incomes of foreign-born families. This is particularly true of the undocumented. An estimated 45.9 percent of undocumented students receive free lunches. This estimate may be exaggerated however. Their undocumented status may cause these students to avoid registering for school lunch programs regardless of their eligibility.⁷

About 4.6 percent of foreign born students receive reduced-price lunches compared to 2.5 percent of natives. In the full-price program, about 13.5 percent of foreign-born students receive lunches compared to 19.1 percent of natives.

Bilingual Education

Foreign-born students received approximately 51.6 percent of bilingual education spending, as seen in Table 16. Native-born students thus receive nearly half of bilingual education spending in Illinois.

Total federal costs for bilingual services to foreign-born students were approximately \$2.0 million in Illinois in 1994 (Table 17). State costs were approximately \$26.7 million, and local costs were approximately \$35.0 million. Notably, the federal share of bilingual education services is only a small fraction of spending, while local governments spend more than either the state or the federal government. The federal government spends about \$39 per student in bilingual education while local governments spend approximately \$684 per student.

⁷ There is apparently some evidence that undocumented students are less likely than other students to participate in subsidized school meal programs (Fix and Zimmerman 1993, cited in Clark 1994).

Table 16
Distribution of Federal, State and Local Bilingual
Education Costs by Nativity and Type of Immigrant:
Illinois, 1994

	Students in Bilingual Education in 1994	Pct. of Students and Pct. of Costs	Group's Pct. of Total Population
Total Population	99,178	100.0%	100.0%
Native Born	47,985	48.4	89.8
Foreign Born	51,193	51.6	10.2
Pre-1980 Entrants	126	0.1	4.2
1980-1994 Legal Immigrants	19,947	20.1	3.6
Refugees and Asylees	2,758	2.8	0.4
Undocumented	28,362	28.6	2.1

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Table 17
Federal, State and Local Bilingual Education Costs by Nativity
and Type of Immigrant: Illinois, 1994

	Total Federal Costs	Total State Costs	Total Local Costs
Total Population	\$3,908,565	\$51,682,400	\$67,860,681
Native Born	1,891,067	25,005,312	32,832,792
Foreign Born	2,017,498	26,677,088	35,027,889
Pre-1980 Entrants	4,955	65,524	86,035
1980-1994 Legal Immigrants	786,112	10,394,649	13,648,514
Refugees and Asylees	108,681	1,437,067	1,886,916
Undocumented	1,117,750	14,779,848	19,406,424

Note: Federal per capita costs: \$39; State per capita costs: \$521; Local per capita costs: \$684

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Use of Bilingual Education

Approximately 58.2 percent of foreign-born students are in bilingual education classes, compared to 2.9 percent of native-born students (Table 20). As might be expected, only a small percentage of long-term immigrants (4.6 percent) are estimated to receive bilingual education, while nine of ten undocumented students in this study -- all of whom arrived since 1982 -- receive bilingual education services.

Table 18
Percent of Students Receiving Bilingual Education, by
Nativity and Type of Immigrant: Illinois, 1994

	No. 5-19 Years Old, Enrolled in K-12 Public School	No. Receiving Bilingual Education	Pct. Receiving Bilingual Education
Total Population	1,767,232	99,178	5.6%
Native Born	1,679,291	47,985	2.9%
Foreign Born	87,941	51,193	58.2%
Pre-1980 Entrants	2,762	126	4.6%
1980-1994 Legal Immigrants	47,346	19,947	42.1%
Refugees and Asylees	6,705	2,758	41.1%
Undocumented	31,128	28,362	91.1%

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Appendix Two includes census data used to derive these bilingual education estimates.

K-12 Education Net of School Lunches and Bilingual Education

Immigrants account for approximately 5.0 percent of education spending net of school lunches and bilingual education at the federal, state and local levels. Among the four major immigrant groups, legal immigrants who arrived since 1980 account for the largest portion of spending (2.7 percent) followed by the undocumented (1.8 percent).

Table 19 Distribution of Federal, State and Local Education Costs Net of School Lunches and Bilingual Education, by Nativity and Type of Immigrant: Illinois 1994				
	1994 Enrollment	Pct. of Federal Costs	Pct. of State Costs	Pct. of Local Costs
Total Population	1,893,077	100.0%	100.0%	100.0%
Native Born	1,798,873	95.0%	95.0%	95.0%
Foreign Born	94,204	5.0%	5.0%	5.0%
Pre-1980 Entrants	2,959	0.2%	0.2%	0.2%
1980-1994 Legal Immigrants	50,718	2.7%	2.7%	2.7%
Refugees and Asylees	7,183	0.4%	0.4%	0.4%
Undocumented	33,344	1.8%	1.8%	1.8%
Note: Federal per capital costs: \$385; State per capita costs: \$1,874; Local per capita costs: \$3,404 LATINO INSTITUTE, 1996				

Federal kindergarten through grade twelve (K-12) education expenditures exclusive of school lunches and bilingual education amounted to \$36.3 million for foreign born students in 1994, as seen in Table 21. For state government the comparable expenditure was \$176.5 million and for local governments the cost was approximately \$320.7 million.

Table 20
Federal, State and Local Education Costs Net of School Lunches and
Bilingual Education, by Nativity and Type of Immigrant: Illinois 1994

	Total Federal Costs	Total State Costs	Total Local Costs
Total Population	\$729,290,960	\$3,546,798,656	\$6,443,739,319
Native Born	692,999,894	3,370,302,425	6,123,085,171
Foreign Born	36,291,066	176,496,231	320,654,148
Pre-1980	1,139,896	5,543,713	10,071,686
Entrants			
1980-1994	19,538,468	95,022,446	172,634,517
Legal			
Immigrants			
Refugees	2,767,138	13,457,566	24,449,386
and			
Asylees			
	12,845,565	62,472,505	113,498,559
Undocumented			

Note: Federal per capita costs: \$385; State per capita costs: \$1,874; Local per capita costs: \$3,404
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Methodology

Groups Included in This Study

This study examines four immigrant groups whose length of residence, type of arrival or legal status are expected to affect their use of public services. Legal immigrants in this study are divided between long-term (i.e., having arrived before 1980) and recent (i.e., arriving in 1980 or later) immigrants to highlight the effects of length of residence. Refugees are analyzed as a group because of their unique access to assistance programs. The undocumented are included because they are ineligible for virtually all welfare programs (Violet and Eig 1994).⁸

Disaggregating the immigrant population into immigration-status groups reveals substantial differences in their welfare use. One study, for example, showed that the use of welfare was far higher among refugees than among regular legal immigrants (Fix and Passel 1994). This finding reflects the unique experiences of refugees. Admitted into the U.S. on humanitarian grounds, refugees often face extreme hardship prior to their arrival, and are automatically eligible for specialized assistance programs.

The present study provides important context for understanding immigrants' use of services by including the native born for comparison. In a study of immigrants' and native born persons' use of government services in Los Angeles County, the Los Angeles County Internal Services Department found that immigrants' use of county services exceeded their tax contributions -- but this was also true in the case of the native-born population (Los Angeles County Internal Services Department 1992). (This finding implies that in Los Angeles County the tax revenues derived from the commercial sector offset the cost of providing services to the population as a whole.)

Population Estimates

The 1994 Current Population Survey (CPS) for Illinois provides an estimate of the foreign-born population in the state. The CPS estimate, unfortunately, does not provide information on a person's immigrant status, i.e., whether an immigrant is a legal permanent resident or a refugee, or whether the person is an undocumented immigrant. The Urban Institute, a Washington, DC-based research organization, calculated the estimates of immigrant populations used in this study (Passel, Clark and Malone 1995).

Briefly stated, The Urban Institute analyzed data tapes from the U.S. Immigration and Naturalization Service to determine the number of non-refugee legal immigrants and refugees admitted to Illinois during the 1980-1993 period. Included in these estimates of legal immigrants and refugees are legally admitted immigrants, immigrants legalizing under the legalization programs of the Immigration Reform and Control Act of 1986, and selected groups of non-immigrants including students, scholars and their dependents. The size of these populations was adjusted to account for mortality, emigration and internal (state to state) migration. The resulting number was compared to the March 1994 Current Population Survey estimate of the foreign born

⁸This study does not calculate separate estimates for naturalized immigrants; they are included in the long-term recent immigrant category, in the category of those who arrived as refugees.

in Illinois, and the difference between the number of legal immigrants/refugees and the foreign-born population found in the CPS was used to derive an estimate of the undocumented population. Table 21 shows The Urban Institute's estimates of the native- and foreign-born populations in Illinois in 1994.

Table 21		
Population by Nativity and Type of Foreign Born: Illinois, 1994		
Group	Population	Pct. of Total
Total Population	11,867,600	100.0
Native Born	10,658,100	89.8
Foreign Born	1,209,500	10.2
Pre-1980 Entrants	493,000	4.2
1980-1994 Legal Immigrants	422,900	3.6
Refugees and Asylees	49,500	0.4
Undocumented	244,100	2.1
Source: The Urban Institute LATINO INSTITUTE 1996		

Proxy populations

Given that neither the 1990 census nor the 1994 Current Population Survey provides information on the immigration status of the foreign born (i.e., whether an individual is a refugee, a legal immigrant, etc.), characteristics of recent immigrants, refugees and the undocumented must be estimated using proxy populations from the 1990 census. For each of the three post-1980 foreign-born groups (legal immigrants, refugees and the undocumented) the proxy populations include countries or world regions that amount to at least 5 percent of the total population of that group in Illinois.⁹ Records of persons from each area including at least 5 percent of the total population are weighted according to the area's representation among the total proxy populations.

Thus, areas included within the proxy populations for legal immigrants who arrived in or after 1980 are Mexico, India, the Philippines, Asia & Middle East (exclusive of India and the Philippines), Poland and Western Europe. The proxy populations for refugees include the areas of Cambodia, Laos, Vietnam, Poland, Romania and the former U.S.S.R. in combination with the Baltic states of Estonia, Latvia and Lithuania. The proxy populations for undocumented

⁹The Urban Institute determined which countries were at least five percent of a group's population, using data from the U.S. Census Bureau and the U.S. Immigration and Naturalization Service (Passel et al. 1995). The Current Population Survey of the Census Bureau is the source of estimates of immigrants who arrived before 1980. INS data tapes on yearly entries are the source of estimates of regular legal immigrants and refugees who arrived in 1980 or later. Official INS estimates (Warren 1994) are the basis for estimates of the size and composition of the undocumented population.

immigrants include the areas of Mexico, Other Central America and Poland. Table 22 shows both the countries that are part of the proxy populations for each immigrant group and the weight afforded each area in incorporating its characteristics. (See Passel, Clark and Malone for more detailed explanation of the creation and use of proxy populations.)

Table 22
Proxy Populations Used in This Study

1980-1994 Legal Immigrants		Refugees and Asylees		Undocumented Immigrants	
Country of Birth	Proxy Distribution (Weight)	Country of Birth	Proxy Distribution (Weight)	Country of Birth	Proxy Distribution (Weight)
Mexico	39.5	Cambodia	6.2	Mexico	69.2
India	10.3	Laos	13.3	Central America	7.4
Philippines	8.0	Vietnam	20.4	Poland	23.4
Asia & Middle East ¹	23.3	Poland	15.9		
Poland	12.6	Romania	13.8		
Western Europe	6.2	USSR/Baltics	30.4		

¹Excludes India and the Philippines.

Note: Statistics in this table are weights; they do not equal a group's true percentage of a population.

Note: Weights may not sum to 100 because of rounding.

Source: Passel, Clark and Malone 1995

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Welfare

Assigning Cases to AFDC, SSI and TA

The 1990 census collected data on whether an individual of age 15 or older received cash "public assistance" income, yet does not report on the type of public assistance benefit received.¹⁰ In this study, we use Clark's methodology to determine the type of welfare an individual is receiving. This methodology uses the following characteristics of a welfare recipient's household to assign AFDC, SSI or TA to the recipient:¹¹

AFDC

- At least one child in the household related to the householder
- Householder under age 65 and not prevented from working by a disability

SSI

- No children in the household related to the householder
- Householder of age 65 or older

or

- No children in the household related to the householder
- Householder under age 65 and prevented from working by a disability

AFDC or SSI

- At least one child in the household related to the householder
- Householder under age 65 and prevented from working by a disability

or

- At least one child in the household related to the householder
- Householder is age 65 or older

or

- At least one child in the household related to the householder

¹⁰The census does not collect data on receipt of non-cash assistance including food stamps, school lunches and Medicaid.

¹¹ Two potential categories of welfare recipients did not include any cases: 1) households with no children, where the public assistance recipient is 65 year or older and is institutionalized or lives in group quarters with undetermined ability to work, and 2) households with children, where the public assistance recipient is 65 years or older is institutionalized or lives in group quarters with undetermined ability to work.

- Householder is under age 65 and institutionalized or is in group quarters and ability to work is not determined

SSI or TA

- No children in the household related to the householder
- Householder is under age 65 and institutionalized or is in group quarters and ability to work is not determined

TA

- No children in the household related to the householder
- Householder under age 65 and not prevented from working by a disability

The above "rules" show that we assign to Transitional Assistance those persons with characteristics that make it unclear whether they are receiving AFDC or SSI.¹²

Assumptions

Following Clark's methodology, we use the 1990 census-based estimates of type of welfare received to estimate welfare receipt in 1994. We assume that any misreporting of welfare use and benefit levels is independent of immigration status. Using welfare use rates as an example, this means that for any two groups:

$$\frac{\text{Group 1 reported use rate, 1990 Census}}{\text{Group 2 reported use rate, 1990 Census}} = \frac{\text{Group 1 actual use rate, 1990}}{\text{Group 2 actual use rate, 1990}}$$

I also assume that the relation of one group's use of welfare to another's is the same in 1994 as it was in 1990, so that:

$$\frac{\text{Group 1 actual use rate, 1990}}{\text{Group 2 actual use rate, 1990}} = \frac{\text{Group 1 actual use rate, 1994}}{\text{Group 2 actual use rate, 1994}}$$

It follows from the two previous assumptions that:

$$\frac{\text{Group 1 reported use rate, 1990 Census}}{\text{Group 2 reported use rate, 1990 Census}} = \frac{\text{Group 1 actual use rate, 1994}}{\text{Group 2 actual use rate, 1994}}$$

¹²The TAFDC Assistance program provides benefits to relatively few persons. The state of Illinois spent only about \$25 million on the TA program in 1994, compared to about \$4 million AFDC.

Use of Multipliers to Update Expenditure Estimates

Using 1990 census data and applying it to the 1994 populations in this study results in dollar estimates that fall short of actual 1994 spending. This is because welfare use and amounts received are under-reported in the 1990 census. Also, the number of welfare recipients and overall spending on welfare both grew in the years following the census.

I update the 1990 census estimates so that overall census-based estimates exactly match the administrative data for 1994. Updating the 1990 census rates and amounts to match actual 1994 spending requires the development of a multiplier. The following steps describe how the multiplier is calculated and is a literal quotation from Clark (1994 pp. 6-7):

- Step 1. For each immigration status group and for natives, estimate the number of welfare recipients by multiplying the number of people in the group by the Census-based welfare use rates for that group...
- Step 2. Compare the actual number of welfare recipients in (1994) to the Census-based estimate of the total number of welfare recipients. The ratio between the actual number of recipients and the Census-based estimate is the use rate multiplier:

$$\text{Use rate multiplier} = \frac{\text{Actual number of users, (1994)}}{\text{Census-based estimate of total number of users}}$$

- Step 3. For each group, recalculate the number of welfare recipients by multiplying the Census-based estimate of welfare recipients for that group by the use rate multiplier. Note that the same multiplier is used to adjust the estimates of all groups:

$$\text{Estimated number of recipients} = \text{Use rate multiplier} \cdot \text{Census-based estimate of number of users}$$

A similar technique is used to estimate total costs of providing a benefit to each group:

- Step 4. For each group, estimate the costs of providing welfare benefits by multiplying the total number of welfare recipients (calculated in Step 3) by the Census-based estimate of average (mean) benefits for that group.
- Step 5. Compare the actual total costs of providing welfare benefits in (1994) to the Census-based estimate of the total cost of providing welfare. The ratio between the actual cost and the Census-based estimate is the benefits multiplier:

$$\text{Benefits multiplier} = \frac{\text{Actual total cost of benefits, (1994)}}{\text{Census-based estimate of total cost of benefits}}$$

Step 6. For each group, recalculate the cost of providing welfare benefits in (1994) by multiplying the Census-based estimate of the costs of providing welfare to that group by the benefits multiplier. Note that the same multiplier is used to adjust the estimates of all groups:

$$\text{Estimated cost of benefits} = \text{Benefits multiplier} \cdot \text{Census-based estimate of welfare costs}$$

Estimating Recipients and Expenditures

The following describes mathematically the methodology for estimating both the number of persons by group receiving a particular welfare benefit and the total expenditure incurred in providing a benefit to that group. This section draws heavily from pages 8 and 9 of Clark's paper.

Recipients

For a given group x , the census-based estimate of recipients is the product of two factors: the number of persons in a group aged 15 and over in 1994 (P_{1994}^x), and the census-based estimate of the rate at which the group receives a benefit (r_{Census}^x). The census-based estimate of all persons receiving a benefit, therefore, is:

$$\sum \left(P_{1994}^x \cdot r_{Census}^x \right)$$

If N_{1994}^t is the actual total number of recipients in 1994, according to administrative records, the multiplier adjusting the census-based estimate to agree with the actual number is:

$$k = \frac{N_{1994}^t}{\left(P_{1994}^x \cdot r_{Census}^x \right)}$$

The updated estimate of total recipients in population x is:

$$N_{1994}^x = k^x \cdot P_{1994}^x \cdot r_{Census}^x$$

Expenditures

Estimating the dollar amount of welfare received by a particular group may be described mathematically as follows (Clark, p. 9):

For group x, the census-based estimate of the expenditure on a benefit is the product of two factors -- the updated estimate of persons in a group receiving a benefit (N_{1994}^x) and the census-based estimate of the mean benefit amount received by members of the group (b^x). The census-based estimate of the total expenditure on a benefit, therefore, is:

$$\Sigma \left(N_{1994}^x \cdot b_{Census}^x \right)$$

If C_{1994} is the actual expenditure on a benefit, according to administrative records, the multiplier adjusting the census-based estimate to agree with the actual expenditure is:

$$k^x = \frac{C_{1994}^x}{\left(N_{1994}^x \cdot b_{Census}^x \right)}$$

The updated estimate of expenditures for population x is:

$$C_{1994}^x = k^x \cdot N_{1994}^x \cdot b_{Census}^x$$

Updating Initial Estimate of SSI Use

Under the methodology described above, our original estimate of total foreign-born SSI recipients equaled 26,637 persons. We originally estimated that approximately one third, or 8,790 of these

persons are non-citizens.¹³

My analysis of data from the Social Security Administration (Ponce 1995) indicates that the actual number of non-citizens receiving SSI in Illinois is higher than our first estimate: a ten percent sample of SSI records examined by SSA suggested that 26,200 non-citizens received SSI in Illinois in 1995. Two adjustments must be made to this SSA data before it can be used in this study. We first estimate the number of SSI recipients in 1994. Secondly, we estimate the number of immigrants in the SSA data set who have naturalized since first applying for SSI.¹⁴

I applied the 1994-1995 national growth rates in non-citizen receipt of SSI to the Social Security Administration's estimate of 1995 recipients in Illinois. This gives me a 1994 estimate of 24,623 persons who were non-citizens when they applied for SSI. Next, we used the percent of immigrants who naturalized nationally in 1990 (2.3 percent) and applied it to the HHS estimates of non-citizens going back to 1982, the first year for which immigrant data are available. Based on this second step, we estimate that the number of immigrants in the HHS data set who have naturalized between 1982 and 1994 to be about 15.06 percent of the total. Subtracting these naturalized immigrants leaves an estimate of 20,915 non-naturalized immigrants receiving SSI in Illinois in 1994.

These calculations allow me to upwardly adjust our estimate of non-citizen SSI recipients to conform with SSA data. This leaves an adjusted estimate of 38,762 total foreign-born SSI recipients. We distribute this revised number of SSI recipients proportionately among the legal immigrants, refugees and asylees.¹⁵

Estimating AABD Use

The Aid to the Aged, Blind or Disabled program of the Illinois Department of Public Aid is a cash assistance program with eligibility requirements comparable to those of SSI. Because the census does not collect data on the receipt of AABD, we distribute AABD spending among immigrants and the native born by using the same proportions used to distribute SSI. As discussed in the previous section on SSI estimates, we upwardly adjusted my estimates of AABD recipients to reflect data from the Social Security Administration.

¹³According to 1990 census data for Illinois, 37.2 percent of elderly immigrants in poverty are non-citizens, and 29.6 percent of disabled immigrants are non-citizens. I therefore assume that about one-third of SSI recipients are non-citizens. (The major categories of recipients of SSI benefits are the aged, blind and disabled.)

¹⁴Social Security Administration records on non-citizens include those persons who were not citizens when they first received SSI. Records are not updated to account for naturalization among non-citizens once they are receiving SSI (source: telephone interview with Elsa Ponce, Social Security Administration Office of Program Benefit Payments).

¹⁵For discussion of the upward trend in non-citizen receipt of SSI, see statement of Jane L. Ross, Director, Income Security Issues, U.S. General Accounting Office, to the U.S. House Subcommittee on Immigration (Ross 1996).

Undocumented Immigrants' Receipt of AFDC

AFDC is a program designed for households with children. Although undocumented immigrants are ineligible for most welfare programs, undocumented adults can receive AFDC payments for their U.S.-citizen or legal permanent resident children. In this study, the AFDC spending that we assign to undocumented immigrants represents these payments made to households with citizen or legal resident children.

Detailed tables on welfare use are found in Appendix One.

Education

General K-12 and Bilingual Education Costs

I estimate general K-12 education costs and bilingual education costs using a methodology similar to the one used in estimating welfare expenditures. We use proxy populations to characterize the five major groups in the study. We also use data from the 1990 census to derive estimates of the percent of each of these groups that is enrolled in public schools (and is not a high school graduate) and the percent that is both enrolled in public schools and limited English proficient (without being a high school graduate). We do not calculate general education costs or bilingual education costs at private schools.

As with the welfare estimates, we calibrate initial estimates based on census data so that overall enrollment and spending exactly match the actual enrollment and spending reported in administrative records. (Appendix Two contains detailed tables on education data.)

School Lunch

The federal government provided three levels of subsidies for school lunches in the 1993-1994 school year, based on the student's income. Students with incomes at 130 percent or less of poverty level receive meals subsidized at a rate of \$1.76 per meal. Meals for students with incomes between 131 and 185 percent of poverty are subsidized at \$1.36 per meal. Meals for students with incomes at 186 percent of poverty or greater are subsidized at \$0.17 per meal. Data are available on total federal spending per level of subsidy and on the state of Illinois' subsidy for meals provided to the lowest income category. Data on subsidized meals are available for both private and public school students.

For each proxy population, we use 1990 census data on enrolled students' poverty status to estimate the number of students within each of the three levels of income relevant to school lunch subsidies. We calibrate the resulting estimates so that their total precisely matches the actual number of students receiving subsidized school lunches.

I use the calibrated population estimates to distribute the total spending on each level of school lunch subsidy. For example, if a group makes up ten percent of the students within a given income category, we attribute ten percent of spending in that category to that group. (Appendix Two contains summarized findings and other tables related to these estimates.)

Data Sources

Welfare Data

Data on the number of recipients and the amount of spending related to the Aid to Families with Dependent Children (AFDC) and Supplemental Security Income (SSI) programs are found in the "Green Book" published by the Committee on Ways and Means of the U.S. House of Representatives (U.S. House of Representatives). Because the Ways and Means Committee did not publish a 1994 version of the Green Book, we estimated data for this year by a linear regression equation involving 1991, 1992 and 1993 data. The Illinois Department of Public Aid provided data on the number of recipients and the amount of spending related to the Transitional Assistance (TA) and Aid to the Aged, Blind and Disabled (AABD) programs for 1994 (Silverman 1995).

The estimates of AFDC receipt by immigrants in this study may be too high. Some of the immigrant adults to whom we attribute AFDC receipt doubtlessly are receiving that assistance for their U.S.-citizen children.

Education Data

The Illinois State Board of Education (ISBE) includes data on K-12 public school enrollment in its annual fact sheet (ISBE 1994a). ISBE's Department of School Finance provides the amounts of federal, state and local spending on K-12 education in its publication *State, Local and Federal Financing for Illinois Public Schools, 1993-94* (ISBE 1994b). The Bilingual Census conducted annually by ISBE reports the number of students participating in bilingual education programs (ISBE 1995). The Bilingual Education Section of ISBE provided data on state and local expenditures for bilingual education (ISBE Bilingual Education Section). The U.S. Department of Education provided the amount of federal bilingual education spending in Illinois (Catarineau 1995).

School Lunches

The United States Department of Agriculture Food and Consumer Service Public Affairs Staff provided the number of participants and the amount of spending in the school lunch program (Shanholtzer 1995). ISBE publishes the amount of state funding spent on school meals (ISBE 1994b).¹⁶

¹⁶The Illinois State Free Lunch and Breakfast Program provides financial assistance to schools serving breakfast well as lunch.

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Appendix One
Detailed Data on Welfare Use

Appendix A.1 Receipt of Major Welfare Programs, by Nativity, Type of Immigrant and Type of Welfare Program, Illinois 1990 Census Estimates (Not Adjusted to Reflect Administrative Data)

	Pct. of ≥15 Receiving Welfare	Pct. of ≥15 Receiving AFDC	Pct. of ≥15 Receiving SSI	Pct. of ≥15 Receiving GA
Native Born	4.4%	2.1%	1.6%	0.7%
Foreign Born				
Pre-80 Entrants	3.0%	0.8%	1.8%	0.4%
1980-1994 Legal Immigrants	2.3%	1.0%	1.0%	0.2%
Refugees and Asylees	7.8%	3.3%	3.8%	0.7%
Undocumented	0.9%	0.9%	n/a	n/a

Source: Latino Institute analysis of 1990 census data

Note: Weighted averages in italics

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**Appendix A.2 Receipt of Welfare by Nativity and Type of
Immigrant and by Type of Welfare Program: 1990
Census Estimates**

	Mean AFDC Receipt	Mean SSI Receipt	Mean GA Receipt
Native	\$3,330	\$3,779	\$2,795
Foreign-born			
Pre '80 entrants	\$3,645	\$4,017	\$2,545
80-'94 legal immigrants	\$3,673	\$3,709	\$2,887
Refugees	\$3,345	\$3,975	\$1,749
Undocumented	\$3,047	n/a	n/a

Source: Latino Institute analysis of 1990 census data

Note: Weighted averages in italics

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Appendix A.3 Welfare Use and Expenditure by Nativity, Type of Immigrant and Type of Welfare

AFDC (State and Federal Combined)

	Estimated Population 15+ Years	Adj. Pct. Rcvng.	Mean Benefit	Adj. # Rcvng.	94 Expenditure (First Estimate)	Calibrated Estimate
Total Population	9,308,918	2.5%		236,734	\$790,959,341	\$876,800,000
Native Born	8,193,917	2.7%	\$3,330	222,489	\$740,870,657	\$821,087,983
Foreign Born	1,113,001	1.3%		14,245	\$50,088,684	\$55,512,007
Pre-1980 Entrants	493,000	1.0%	\$3,645	5,170	\$18,843,227	\$20,883,488
1980-1994 Legal Immigrants	374,268	1.3%	\$3,673	4,839	\$17,774,582	\$19,899,114
Refugees and Asylees	44,352	4.3%	\$3,345	1,892	\$6,330,257	\$7,015,682
Undocumented	201,383	1.2%	\$3,047	2,343	\$7,140,819	\$7,913,765

Note: Illinois pays 50% of AFDC costs

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	Estimated Population 15+ Years	Adj. Pct. Rcvng.	Mean Benefit	Adj. # Rcvng.	94 Expenditure (First Estimate)	Calibrated Estimate
Total Population	9,308,918	2.9%	\$3,794	271,801	\$1,032,291,456	\$1,181,108,000
Native Born	8,193,917	2.8%	\$3,779	232,839	\$879,911,154	\$1,006,760,346
Foreign Born	1,113,001	3.5%	\$3,931	38,782	\$152,380,302	\$174,347,654
Pre-1980 Entrants	493,000	4.9%	\$4,017	24,004	\$96,424,088	\$110,324,693
1980-1994 Legal Immigrants	374,268	2.7%	\$3,709	10,176	\$37,742,784	\$43,183,835
Refugees and Asylees	44,352	10.3%	\$3,975	4,582	\$18,213,450	\$20,839,126
Undocumented	201,383	0.0%	\$0	0	\$0	\$0

Appendix A.3 (Cont.) Welfare Use and Expenditure by Nativity, Type of Immigrant and Type of Welfare

Aid to the Aged, Blind and Disabled

	Estimated Population 15+ Years	Adj. Pct. Rcvng.	Mean Benefit	Adj. # Rcvng.	94 Expenditure (First Estimate)	Calibrated Estimate
Total Population	9,308,918	0.8%	\$3,794	75,118	\$285,505,763	\$80,319,413
Native Born	8,193,917	0.8%	\$3,779	64,397	\$243,359,740	\$68,462,756
Foreign Born	1,113,001	1.0%	\$3,931	10,721	\$42,146,023	\$11,856,657
Pre-1980 Entrants	493,000	1.3%	\$4,017	6,639	\$26,668,863	\$7,502,572
1980-1994 Legal Immigrants	374,266	0.8%	\$3,709	2,815	\$10,440,835	\$2,937,250
Refugees and Asylees	44,352	2.9%	\$3,975	1,267	\$5,036,325	\$1,416,835
Undocumented	201,383	0.0%	\$0	0	\$0	\$0

Transitional Assistance

	Estimated Population 15+ Years	Adj. Pct. Rcvng.	Mean Benefit	Adj. # Rcvng.	94 Expenditure (First Estimate)	Calibrated Estimate
Total Population	9,308,918	0.14%	\$2,783	12,687	\$35,313,989	\$25,086,643
Native Born	8,193,917	0.15%	\$2,795	12,072	\$33,748,148	\$23,974,288
Foreign Born	1,113,001	0.06%	\$2,548	615	\$1,565,841	\$1,112,355
Pre-1980 Entrants	493,000	0.08%	\$2,545	392	\$996,706	\$708,048
1980-1994 Legal Immigrants	374,266	0.04%	\$2,887	158	\$454,845	\$323,117
Refugees and Asylees	44,352	0.15%	\$1,749	65	\$114,290	\$81,190
Undocumented	201,383	0.00%	\$0	0	\$0	\$0

Source: Latino Institute analysis of 1990 census data

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Appendix Two

Detailed Data on Education

Appendix B.1 Pct. of Persons Aged 5-19 Who Are Enrolled in K-12 Public School, Illinois 1990

	Total Population	Population Aged 5-19	Pct. of Population Aged 5-19	Persons Aged 5-19 Enrolled in Public School	Pct. Enrolled
Total Population					
'Native	10,448,124	2,339,754	22.4%	1,646,223	70.4%
'Foreign Born					
Pre-1980	436,383	6,237	1.4%	2,445	39.2%
'80 - '94			17.1%		65.5%
Mexico	189,615	40,650	21.4%	25,620	63.0%
India	28,743	4,554	15.8%	3,189	70.0%
Philippines	30,930	3,621	11.7%	2,142	59.2%
Asia & Middle East	81,723	13,158	16.1%	9,828	74.7%
Poland	44,682	5,070	11.3%	2,793	55.1%
Western Europe	28,125	3,957	14.1%	2,760	69.7%
'Refugee			20.3%		66.9%
Cambodia	2,058	462	22.4%	402	87.0%
Laos	4,803	888	18.5%	765	86.1%
Vietnam	8,340	2,235	26.8%	1,671	74.8%
Poland	44,682	5,070	11.3%	2,793	55.1%
Romania	6,546	1,632	24.9%	1,323	81.1%
USSR/Baltics	9,759	1,830	18.8%	891	48.7%
'Undocumented			22.9%		55.6%
Mexico	98,502	25,362	25.7%	13,965	55.1%
Central America	9,570	2,454	25.6%	1,431	58.3%
Poland	28,662	3,936	13.7%	2,220	56.4%

Note: Weighted averages are in italics

Source: 1990 census data analyzed by Latino Institute

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Appendix B.2 Percent of Persons Enrolled In Public Schools, Illinois 1994

	Total Population In 1994	Pct. 5-19 Years of Age (1990)	Estimated No. Aged 5-19	Pct. 5-19 Years and Enrolled In Public School (1990)	Estimated No. Aged 5-19 and Enrolled in Public School in 1994	No. Aged 5-19 and Enrolled in Public School in 1994 (Adjusted)
Total Population	11,867,600		2,532,072		1,767,233	1,893,077
Native Born	10,658,000	22.4%	2,386,754	70.4%	1,679,291	1,798,873
Foreign Born	1,209,600		145,318		87,941	94,204
Pre-1980 Entrants	493,000	1.4%	7,046	39.2%	2,762	2,959
1980-1994 Legal Immigrants	422,900	17.1%	72,274	65.5%	47,346	50,718
Refugees and Asylees	49,500	20.3%	10,030	66.9%	6,705	7,183
Undocumented	244,100	22.9%	55,968	55.6%	31,128	33,344

Note: Weighted averages are in *italics*

Source: 1990 census and administrative data analyzed by Latino Institute

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**Appendix B.3 Poverty Status of 5-19 Population Enrolled in Public and Private School, K-12,
1990 Census Data**

	No. Enrolled (for Whom Poverty Status Is Determined)	No. <=130 Pct. of Poverty	Pct. <=130 Pct. of Poverty	No. 131-185 Pct. of Poverty	Pct. 131-185 Pct. of Poverty	No. 186+ Pct. of Poverty	Pct. 186+ Pct. of Poverty
Total Population							
'Native Born	1,909,860	387,915	20.3%	176,475	9.2%	1,345,470	70.4%
'Foreign Born							
Pre-1980 Entrants	2,637	528	20.0%	243	9.2%	1,866	70.8%
1980 - 1994			29.1%		16.1%		54.7%
Mexico	28,979	11,880	44.0%	6,051	22.4%	9,048	33.5%
India	3,510	552	15.7%	428	12.1%	2,532	72.1%
Philippines	2,709	135	5.0%	204	7.5%	2,370	87.5%
Asia & Middle East	10,431	2,811	26.9%	1,455	13.9%	6,165	59.1%
Poland	3,984	783	19.7%	585	14.7%	2,616	65.7%
Western Europe	2,979	453	15.2%	135	4.5%	2,391	80.3%
'Refugee			36.1%		9.8%		54.2%
Cambodia	402	264	65.7%	0	0.0%	138	34.3%
Laos	765	240	31.4%	132	17.3%	393	51.4%
Vietnam	1,719	885	51.5%	162	9.4%	672	39.1%
Poland	3,984	783	19.7%	585	14.7%	2,616	65.7%
Romania	1,374	180	13.1%	150	10.9%	1,044	76.0%
USSR/Baltics	1,341	548	40.7%	75	5.6%	720	53.7%
'Undocumented			40.3%		19.8%		40.0%
Mexico	14,679	7,002	47.7%	3,117	21.2%	4,580	31.1%
Central America	1,575	488	30.9%	240	15.2%	849	53.9%
Poland	3,075	654	21.3%	519	16.9%	1,902	61.9%

Note: Weighted averages are in italics.

Source: 1990 census data analyzed by Latino Institute

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Appendix B.4 School Lunch by Nativity and Type of Immigrant, Illinois 1994

Free Lunch

	1994 Population Aged 5-19	Pct. Enrolled 1990	Estimated No. Enrolled 1994	Pct. <130 Pct. of Poverty (1990)	Estimated No. <130 Pct. of Poverty	Adjusted Number Receiving Free Lunch	Total Federal Costs	Total State Costs
Total Population	2,532,072		2,073,896		434,227	495,372	\$155,897,327	\$12,912,800
Native	2,386,754	82.7%	1,973,872	20.3%	400,917	457,371	\$143,938,253	\$11,922,243
Foreign Born	145,318		99,823		33,310	38,001	\$11,959,074	\$990,557
Pre-1980	7,046	43.2%	3,044	20.0%	609	695	\$218,788	\$18,122
1980-1994	72,274	73.6%	53,195	29.1%	15,485	17,666	\$5,559,520	\$460,489
Refugee	10,030	79.5%	7,972	38.1%	2,875	3,279	\$1,032,020	\$85,481
Undocumented	55,968	63.6%	35,613	40.3%	14,341	16,360	\$5,148,746	\$426,465

Note: Federal per capita cost: \$315; state per capita cost \$26

Reduced Lunch

	1994 Population Aged 5-19	Pct. Enrolled 1990	Estimated No. Enrolled 1994	Pct. 130-185 Pct. of Poverty (1990)	Estimated No. 130-185 Pct. of Poverty	Adjusted Number Receiving Reduced- Price Lunch	Tot. Fed. Costs
Total Population	2,532,072		2,073,896		199,050	54,701	\$12,370,425
Native	2,386,754	82.7%	1,973,872	9.2%	182,390	50,123	\$11,335,037
Foreign Born	145,318		99,823		16,660	4,578	\$1,035,388
Pre-1980	7,046	43.2%	3,044	9.2%	280	77	\$17,430
1980-1994	72,274	73.6%	53,195	16.1%	8,561	2,353	\$532,021
Refugee	10,030	79.5%	7,972	9.8%	778	214	\$48,350
Undocumented	55,968	63.6%	35,613	19.8%	7,041	1,935	\$437,587

Note: Federal per capita costs: \$226

Appendix B.4 (cont.)

Full-Price Lunch

	1994 Population Aged 5-19	Pct. Enrolled 1990	Estimated No. Enrolled 1994	Pct. >185 Pct. of Poverty (1990)	Estimated N o. >185 Pct. of Poverty	Adjusted Number Receiving Full-Price Lunch	Tot. Fed. Costs
Total Population	2,532,072		2,073,696		1,440,366	390,138	\$1,763,037
Native	2,386,754	82.7%	1,973,872	70.4%	1,390,566	376,649	\$1,702,081
Foreign Born	145,318		99,823		49,800	13,489	\$60,956
Pre-1980	7,046	43.2%	3,044	70.8%	2,154	583	\$2,636
1980-1994	72,274	73.6%	53,195	54.7%	29,096	7,881	\$35,614
Refugee	10,030	79.5%	7,972	54.2%	4,320	1,170	\$5,287
Undocumented	55,968	63.6%	35,613	40.0%	14,231	3,855	\$17,419

Note: Federal per capita costs: \$5

Source: 1990 census data analyzed by Latino Institute

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Appendix B.5 Percent of Students Participating in Lunch Programs, by Nativity and Type of Immigrant, Illinois 1994

	Pct. of K-12 Students (Public and Private Schools) Receiving Free Lunch	Pct. of K-12 Students (Public and Private Schools) Receiving Reduced-Price Lunch	Pct. of K-12 Students (Public and Private Schools) Receiving Full-Price Lunch
Total Population	23.9%	2.6%	18.8%
Native Born	23.2%	2.5%	19.1%
Foreign Born	38.1%	4.6%	13.5%
Pre-1980 Entrants	22.8%	2.5%	19.2%
1980-1994 Legal Immigrants	33.2%	4.4%	14.8%
Refugees and Asylees	41.1%	2.7%	14.7%
Undocumented	45.9%	5.4%	10.8%

Source: Latino Institute analysis of census and administrative data.

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Appendix B.6 1994 School Lunch Costs for the Enrolled Population - Public and Private School, K-12

	Receiving Free Meals	Pct. of All Recipients	Total Federal Costs	Total State Costs
Total Population	495,372	100.0%	\$155,897,327	\$12,912,800
Native	457,371	92.3%	\$143,938,253	\$11,922,243
Foreign Born	38,001	7.7%	\$11,959,074	\$990,557
Pre-1980	695	0.1%	\$218,788	\$18,122
1980-1994	17,666	3.6%	\$5,559,520	\$460,489
Refugee	3,279	0.7%	\$1,032,020	\$85,481
Undocumented	16,360	3.3%	\$5,148,746	\$426,465

	Reduced Price Meals	Pct. of All Recipients	Total Federal Costs
Total Population	54,701	100.0%	\$12,370,425
Native	50,123	91.6%	\$11,335,037
Foreign Born	4,578	8.4%	\$1,035,388
Pre-1980	77	0.1%	\$17,430
1980-1994	2,353	4.3%	\$532,021
Refugee	214	0.4%	\$48,350
Undocumented	1,935	3.5%	\$437,587

	Full Price Meals	Pct. of All Recipients	Total Federal Costs
Total Population	390,138	100.0%	\$1,763,037
Native	376,649	96.5%	\$1,702,081
Foreign Born	13,489	3.5%	\$60,956
Pre-1980	583	0.1%	\$2,636
1980-1994	7,881	2.0%	\$35,614
Refugee	1,170	0.3%	\$5,287
Undocumented	3,855	1.0%	\$17,419

Source: 1990 census data analyzed by Latino Institute

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**Appendix B.7 English Proficiency by Nativity and Type of Immigrant, Illinois
1990 Census**

	Total Enrolled 1990	Speak English Only or Very Well	Speak English Not Well or Not at All (LEP)	Pct. LEP
Total Population				
Native Born	1,646,223	1,628,472	17,751	1.1%
Foreign Born				
Pre-1980 Entrants	2,445	2,403	42	1.7%
1980-1994 Legal Immigrants				15.9%
Mexico	25,620	19,233	6,387	24.9%
India	3,189	3,048	141	4.4%
Philippines	2,142	2,106	36	1.7%
Asia & Middle East	9,828	8,349	1,479	15.0%
Poland	2,793	2,397	396	14.2%
Western Europe	2,760	2,685	75	2.7%
Refugees and Asylees				15.5%
Cambodia	402	306	96	23.9%
Laos	765	609	156	20.4%
Vietnam	1,671	1,434	237	14.2%
Poland	2,793	2,397	396	14.2%
Romania	1,323	1,182	141	10.7%
USSR/Baltics	891	753	138	15.5%
Undocumented				34.4%
Mexico	13,965	8,184	5,781	41.4%
Central America	1,431	1,092	339	23.7%
Poland	2,220	1,842	378	17.0%

Note: Weighted averages are in italics.

Universe: Persons aged 5-19
years with less than a high
school education and enrolled in
public school

Source: Latino Institute analysis of 1990 census data

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Appendix B.8 Bilingual Education Costs by Nativity and Type of Immigrant, Illinois 1994

	Adjusted No. Enrolled in Public School in 1994	LEP Pct of Enrolled Students	No. LEP Students	Adjusted No. of Students in Bilingual Education in 1994	Total Federal Costs	Total State Costs	Total Local Costs
Total Population	1,893,077		40,091	99,178	\$3,908,565	\$51,682,400	\$67,860,68
Native	1,798,873	1.1%	19,397	47,985	\$1,891,066	\$25,005,296	\$32,832,77
Foreign Born	94,204		20,694	51,193	\$2,017,499	\$26,677,104	\$35,027,91
Pre-1980	2,959	1.7%	51	126	\$4,955	\$65,526	\$86,03
1980-1994	50,718	15.9%	8,063	19,947	\$786,119	\$10,394,745	\$13,648,64
Refugee	7,183	15.5%	1,115	2,758	\$108,682	\$1,437,092	\$1,886,94
Undocumented	33,344	34.4%	11,465	28,362	\$1,117,742	\$14,779,742	\$19,406,28
Note: Federal per capita costs: \$39; state per capita costs: \$521; local per capita costs: \$684							

Source: 1990 census data and 1994 administrative data analyzed by Latino Institute

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Appendix B.9 K-12 Education Costs Net of Bilingual and School Lunch Programs

	Adjusted 1994 Enrollment	Total Federal Costs	Total State Costs	Total Local Costs
Total Population	1,893,077	\$729,290,960	\$3,546,798,656	\$6,443,739,319
Native	1,798,873	\$692,999,894	\$3,370,302,425	\$6,123,085,171
Foreign Born	94,204	\$36,291,066	\$176,496,231	\$320,654,148
Pre-1980	2,959	\$1,139,896	\$5,543,713	\$10,071,686
1980-1994	50,718	\$19,538,468	\$95,022,446	\$172,634,517
Refugee	7,183	\$2,767,138	\$13,457,566	\$24,449,386
Undocumented	33,344	\$12,845,565	\$62,472,505	\$113,498,559

Note: Federal per capita costs: \$385; state per capita costs: \$1,874; local per capita costs: \$3,404

Source: 1990 census data and 1994 administrative data analyzed by Latino Institute

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