

# Education for All:

Chicago's Undocumented Immigrants and Their  
Access to Higher Education



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## **The UIC Center for Urban Economic Development**

The mission of the Center for Urban Economic Development at the University of Illinois at Chicago (UIC-CUED) is to analyze disparities in the urban economy and their implications for low-income and minority communities. UIC-CUED works in partnership with low-income and minority urban communities to devise strategies for job-centered development. Through specially constructed models of technical assistance, and engaged research with community organizations, labor unions, employers and government, UIC-CUED enters into long-term partnerships to conduct implementation research, to evaluate community development programs and strategies, and to translate lessons from practice into public policy.

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## **EXECUTIVE SUMMARY**

# **EDUCATION FOR ALL: CHICAGO'S UNDOCUMENTED IMMIGRANTS AND THEIR ACCESS TO HIGHER EDUCATION**

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The Immigration and Naturalization Service (INS) recently estimated that approximately 432,000 undocumented immigrants currently reside in Illinois. Many of these immigrants arrive in Illinois as young children and received their schooling in the State. Currently, many students without legal immigration status do not fulfill their educational goal of attending college.

Illinois House Bill 60 (H.B. 60) may increase undocumented students' access to higher education by directing Illinois public universities to charge in-state tuition rates to immigrant students who meet specific residency criteria. This study, conducted by UIC Center for Urban Economic Development and a network of immigrant rights organizations, assesses the scope of impact of H.B. 60 as well as its fiscal impact. Major findings from the study include:

- An estimated 3,500 undocumented students will graduate from Chicago high schools this year. Of these students, H.B. 60 would apply to an estimated 2,226 students.
- Assuming every eligible undocumented student goes on to attend an Illinois public university, the annual cost to the State of Illinois of H.B. 60 is between \$3.3 million and \$11.6 million for each graduating class. If one assumes that relatively few undocumented students would have attended an Illinois public university if the state did not enact H.B. 60 and they were still charged out-of-state tuition rates, then the annual cost to the State of Illinois for each graduating class is closer to \$3.3 million.
- Taxes collected from undocumented immigrant families help offset the cost to the state of charging in-state tuition to undocumented students. In 2002, the State of Illinois collected over \$69.2 million in income taxes from undocumented workers. The present value of future benefits generated by undocumented students who graduate from college also partially offsets the costs associated with H.B. 60.
- Charging undocumented students out-of-state tuition rates prohibits many qualified students from attending public universities. Over 64% of undocumented students would be qualified to enter college.
- Charging undocumented students in-state tuition rates would not only benefit Mexican students, but many Central and South American, European and Asian students as well.
- Almost all undocumented students would like to continue their education, but most report they cannot afford to attend college. College tuition for out of-state residents is two to three times that of in-state tuition rates.
- Chicago is the primary residence for most undocumented students. Over 86% of undocumented students have lived in Chicago for more than three years. Most immigrant students have lived in the country for over six years and came to the United States at a young age with their parents.

## INTRODUCTION

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The growing population of undocumented immigrants in the United States is forcing state governments to develop strategies for better integrating this population into mainstream society. The challenge of this task cannot be underestimated. The Immigration and Naturalization Service (INS) recently estimated that approximately 432,000 undocumented immigrants resided in Illinois alone, an increase of 122% from 1990 to 2000 (INS 2003).

One of the struggles that state governments face is delivering services to this population when federal law may prohibit states from taking such steps. The area of higher education, for example, has recently drawn the attention of many state legislatures. The 1996 federal Immigration Reform and Immigrant Responsibility Act (IRIRA) made higher education at public universities cost-prohibitive for most undocumented immigrants by requiring them to pay out-of-state tuition rates (Badger and Yale-Loehr 2002). Under this Act, universities are prohibited from charging in-state tuition rates to students who cannot provide valid social security numbers unless universities charge all legal out-of-state residents the in-state tuition rate.

Bounded by the provisions of IRIRA, many states have managed to adopt reforms to allow resident undocumented students to enter public universities at in-state tuition rates by crafting admission criteria to determine residency status without requiring a social security number. Four states – Texas, California, Utah and New York – have already adopted such measures. At least seven other states are currently considering similar measures.

In Illinois, the issue is being addressed under House Bill 60 (H.B. 60). If enacted, the legislation would instruct Illinois public universities to charge in-state tuition rates to undocumented students if they: (1) resided with their legal guardian while attending high school in Illinois, (2) graduated or received the equivalent of a high school degree in Illinois, (3) lived in Illinois for at least three years prior to graduating from high school or receiving the equivalent of a high school degree, and (4) are newly enrolling college students.

Despite the growing demand for higher education among undocumented students – one study estimates that anywhere between 30,000 to 45,000 undocumented students graduate from high school each year in the U.S. (IBHE 2002) – there is opposition to the

proposal to charge in-state tuition to undocumented students. Opponents often object to granting in-state tuition rates to undocumented immigrants claiming that it subsidizes the delivery of public education to undocumented immigrants with taxpayer dollars.

To inform the debate on whether Illinois should charge in-state tuition rates to undocumented residents of the state, a network of immigrant rights organizations based in Chicago partnered with the University of Illinois at Chicago Center for Urban Economic Development (UIC-CUED) to study the issue. This study has three goals:

1. to assess the scope of impact of H.B. 60 on undocumented Chicago students;
2. to characterize the group of students who would benefit from H.B. 60; and
3. to assess the fiscal impact of H.B. 60 on the state of Illinois.

To examine these issues, 29 community-based organizations surveyed 625 first- and second-generation immigrants, both documented and undocumented, between the ages of 16 and 21. Using a standardized questionnaire, surveyors collected responses from a cross-section of students to assess their attitudes towards college, academic qualifications, and concerns about paying for college.

The findings of this study will be reported in two sections: (1) the scope of impact, including an estimation of the number and characteristics of undocumented students who would benefit from the provisions of H.B. 60, and (2) the fiscal impact on the State of Illinois.<sup>1</sup>

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<sup>1</sup> Before proceeding, readers should keep three points in mind. First, the results only apply to students residing in the city of Chicago, where 93% of the participating respondents reside. Second, the intent of this study is not only to characterize access to higher education between groups of undocumented students but also to compare their access to that of their cohorts with legal status – immigrant students who have legal status, or second-generation, native-born students. Third, the provisions of H.B. 60 may change as the bill makes its way through the legislative process. This study analyzes the provisions included in the original version of H.B. 60.

## **SECTION I: THOUSANDS OF ILLINOIS UNDOCUMENTED STUDENTS ARE EFFECTIVELY DENIED ACCESS TO ILLINOIS PUBLIC UNIVERSITIES**

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Survey results indicate that charging in-state tuition rates to undocumented students may benefit a considerable number of foreign-born students residing in Chicago. Referring to Table 1, it is estimated that approximately 20,103 undocumented students currently reside in Chicago (see Appendix A for a description of the methodology and sources used to estimate the undocumented student population).<sup>2</sup>

**Table 1: Total number undocumented foreign-born persons, ages 16-21 in Chicago, 2002**

Region of origin	Share of foreign-born who are undocumented	Total foreign-born	Total undocumented	Maximum students eligible under H.B. 60
Asia	7%	7,030	485	324
Europe	43%	4,969	2,122	1,116
Latin America	62%	28,084	17,497	11,915
Other	0%	2,686	-	-
<b>Total</b>		<b>42,769</b>	<b>20,104</b>	<b>13,355</b>

It is important to note that not all undocumented students may be eligible for in-state tuition at Illinois public universities. The legislation, if enacted, would limit its provisions to students who fit the following criteria:

1. they must live with their parents or guardian while attending high school
2. they must have resided in Illinois for at least three years prior to applying to college
3. they must have graduated from an Illinois high school or received the equivalent of a high school diploma while residing in the state; and
4. they must be a matriculating student at an Illinois public university no earlier than the Fall of 2003.

Based on these criteria, the actual number of undocumented students who would be eligible for in-state tuition under H.B. 60 is reduced to 13,355, or 65% of all undocumented

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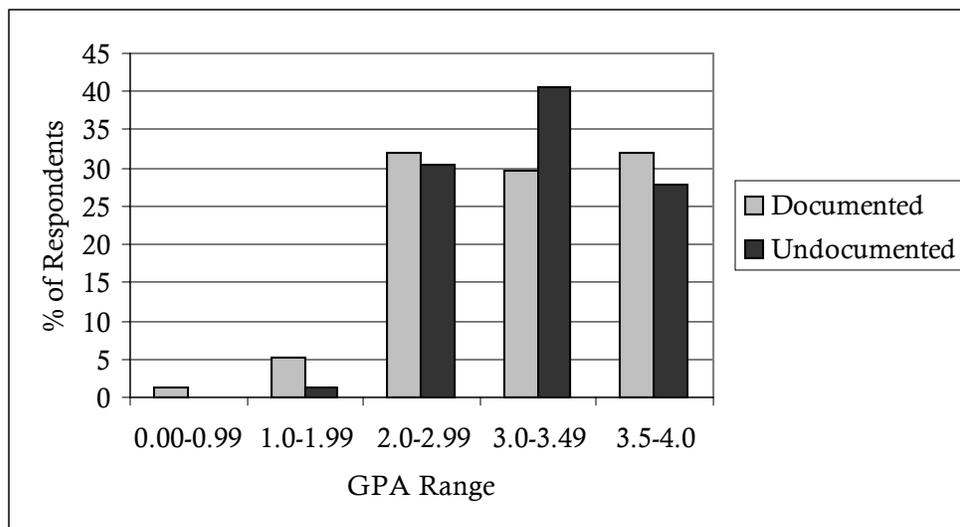
<sup>2</sup> It is not appropriate to apply the estimates of undocumented youth as a share of total foreign-born found in this study to population estimates for remainder of the state. Such a calculation would likely produce over-estimates of the population of undocumented youth because the share of undocumented youth outside the central city is likely far less than in surrounding suburbs and rural sections of the state.

students between the ages of 16 and 21.<sup>3</sup> If one assumes that there are an equal number of students at each age level, then approximately 2,226 graduating high school seniors in Chicago are undocumented immigrants who would be eligible for in-state tuition under the provisions of H.B. 60.<sup>4</sup>

*Out-of-state tuition rates prohibit many qualified undocumented students from entering college*

Given the opportunity, many undocumented students would likely succeed at the college level. Respondents' reports of their grade-point averages (GPAs) and ACT (college entrance exam) scores indicate that undocumented youth are no less academically trained than their counterparts who have legal status. Mean GPAs and ACT scores among undocumented students are not significantly different than either those of immigrants with legal status or second-generation, native-born students. Figure 1 shows that among students who reported their GPA, the distribution of scores did not vary significantly between documented and undocumented students.

Figure 1: Grade point averages of undocumented students (n=311)



<sup>3</sup> No single criterion in H.B. 60 appears to create significantly more barriers than others for the 35% of undocumented youth ineligible for in-state tuition under the bill's current provisions.

<sup>4</sup> These estimates are supported by the Illinois Board of Higher Education reported estimates that there are between 3,000 and 4,500 undocumented youth who graduate high school each year (IBHE 2002).

While it is difficult to quantify the share of undocumented youth who may succeed in college if given the opportunity, information about their high school curriculum, GPAs, ACT scores and English proficiency may indicate future success in college. Students who are proficient in English<sup>5</sup> and have a GPA of at least a 2.0, an ACT score of at least 18, or have been enrolled in a college preparatory curriculum may be considered prepared for college.<sup>6</sup> Based on these criteria, 64% of undocumented youth would be qualified to enter college.

*Mexican students are the not the only students affected*

In real terms, H.B. 60 would extend in-state tuition rates to over 300 Asian students and over 1,100 European students between the ages of 16 and 21. Mexican students account for 60% of the undocumented student population affected by the legislation. Central and South American countries account for an additional 10% of the undocumented students that might benefit and Poland alone is the country of origin of 20% of the undocumented student population that might benefit from the legislation.

*The cost of out-of-state tuition effectively prohibits many students from attending college*

A comparison of tuition rates shows the marked difference in rates assigned to in-state and out-of-state residents attending Illinois public universities. At most Illinois public universities, resident undocumented immigrants must pay two to three times more than in-state residents.

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<sup>5</sup> English proficiency was determined based on responses to questions related to how well respondents use English. Respondents who reported that English was the main language spoken at home or who reported that they spoke English well and it was the main language they spoke at school and they were able to understand classroom instructions, term papers, English textbooks and math textbooks in English were considered proficient.

<sup>6</sup> A review of threshold eligibility standards at Illinois public universities suggests that a GPA of 2.0 and an ACT score of 18 is the minimum GPA and ACT score required to gain entry into at least one of the universities.

Table 2: Tuition rates at Illinois public universities

University	In-state tuition	Out-of-state tuition
Chicago State University	\$1,710	\$4,658
Eastern Illinois University	\$1,627	\$4,880
Governors State University (per trimester)	\$1,176	\$3,528
Illinois State University	\$1,820	\$3,915
Northeastern Illinois University	\$1,500	\$4,008
Northern Illinois University	\$1,871	\$3,741
Southern Illinois University	\$1,830	\$3,660
University of Illinois system		
UIUC	\$2,651	\$6,953
UIS	\$1,643	\$4,928
UIC	\$1,915	\$5,245
Western Illinois University	\$1,733	\$3,465

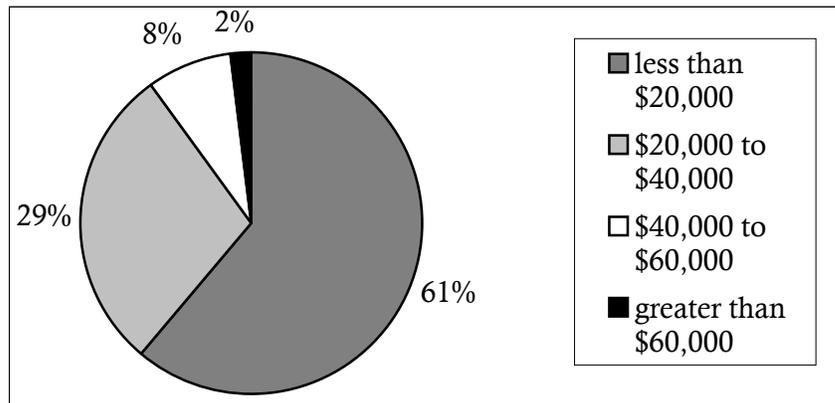
\* tuition rates apply to all new undergraduate students enrolled for 15+ credit hours each semester. Rates apply to either the fall 2002 or spring 2003 semesters.

\*\* tuition rates at UIUC reflect the base rate. Actual rates vary by college.

High out-of-state tuition rates most likely explain the low rate of college enrollment among undocumented survey respondents. Of the survey respondents who have graduated from high school or received a GED, and who are currently enrolled in college (n=42), only 17% are undocumented immigrants.

Household-income levels provide further evidence of the cost-prohibitive nature of the current policy of charging undocumented students out-of-state tuition rates. Figure 2 illustrates that the majority of undocumented students reside in households earning less than \$20,000 per year. In comparison, annual out-of-state tuition (2 semesters) at the least expensive of the nine public universities in the state is \$6,930, or 35% of the annual income of a household earning \$20,000 per year.

Figure2: Household income of undocumented students (n=84)



*Undocumented students aspire to attend college, but cannot afford it*

Undocumented students share at least two things in common with their documented counterparts – they aspire to go to college, and they are concerned about how to pay for their education. Where the two groups of students part ways, however, is in the degree to which each group expects to secure funding for college. Table 3 reports the findings on students’ desire to attend college and how students expect to finance their education.

Table 3: College aspirations and ability to pay

	Undocumented	Documented
Want to go to college (n=164, 434)	80%	77%
Worried about paying for college (n=139, 374)	83%	80%
How will you pay?		
don't know how to pay	43%	17%
parents	42%	50%
scholarships	25%	43%
grants	14%	30%
working part-time or full-time	45%	44%
loans	17%	29%
personal savings	11%	11%
cannot pay	7%	4%

Undocumented students are acutely aware that university tuition policies place them at a financial disadvantage relative to immigrant students who have legal status, and second-generation native-born students. More than 40% of undocumented students reported they simply did not know how they would pay for college, compared to just 17% of students with legal status. Two factors explain why fewer undocumented students reported having access to funding relative to documented students:

1. Household income is significantly lower for undocumented students – 29% of documented students live in households earning more than \$40,000 annually compared to 10% of undocumented students; and
2. Undocumented students are prohibited from accessing most state and federal sources of scholarships, grants and loans.

*Chicago is the primary place of residence for most undocumented students*

Opponents of charging undocumented students in-state tuition rates argue that taxpayers should not subsidize these students to attend public universities because: (1) undocumented students immigrated simply to go to college, and (2) Illinois is not the proper residence of these students. However, the findings from the survey tell a different story. Nearly 80% of undocumented students have lived in Chicago for more than four years (see Appendix C for statistics on years of residency). Furthermore, approximately 70% of undocumented students reported that the reason they immigrated to the U.S. was simply to be with their parents. Only 38% (n=161) of these students indicated they immigrated to attend college. In comparison, 45% (n=266) of documented immigrants said they immigrated to attend college.

Prior research by UIC-CUED supports the finding that Chicago is the proper residence of a majority of undocumented immigrants. A recent study of undocumented workers found that nearly all undocumented adults reside in Chicago year-round and that, on average, they had lived in the city for seven years (Mehta, Theodore, Mora, and Wade 2002). The average length of residency in the U.S. among undocumented immigrants was 10 years.

## **SECTION II: FISCAL IMPACT OF CHARGING UNDOCUMENTED STUDENTS IN-STATE TUITION RATES IS NEGLIGIBLE**

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Estimating the cost to Illinois of charging in-state tuition rates rather than out-of-state tuition rates to undocumented students is a complicated task. Cost estimates will vary greatly depending on several assumptions. The analysis that follows suggests that after accounting for income tax contributions collected annually from undocumented immigrants, and accounting for the economic returns to the State of Illinois from college-educated students, the net fiscal impact of H.B. 60 is negligible. We begin here with a calculation of the maximum cost followed by an explanation of the benefits undocumented immigrants and their families contribute to the state.

### *Maximum cost to the State of Illinois*

The formula used here computes revenues generated from in-state tuition, minus lost out-of-state revenue, minus the cost of instruction (see Appendix B for a detailed description of the methodology).<sup>7</sup> Based on this formula, the provisions of H.B. 60 would cost the state approximately \$11.6 million per year in the first year.<sup>8</sup> After four graduating classes have entered Illinois public universities, the annual cost to the State of Illinois thereafter would be \$46.4 million.<sup>9</sup> Table 4 provides estimates of the cost for each university per semester for one graduating class.

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<sup>7</sup> There is no additional cost associated with displacement. Undocumented students admitted to a university as in-state students would not displace students with legal status admitted as out-of-state residents. Undocumented students admitted as in-state residents might displace other in-state residents with legal status. However, the net cost associated with such displacement is zero.

<sup>8</sup> Governor's State University is excluded from the final cost estimate because its per-unit cost is based on a trimester system and does not easily translate into a semester system figure comparable to estimates for the other universities.

<sup>9</sup> There are two assumptions here, one that inflates the cost and one that deflates the cost. First, the cost estimate assumes that every undocumented graduating high school senior eligible under H.B. 60 will attend an Illinois public university. Second, the cost estimate assumes that the number of undocumented graduating seniors remains constant over time.

Table 4: Maximum net cost to the State of Illinois

University	Cost per semester for granting out-of-state students in-state tuition	Maximum # of H.B. 60 eligible students attending college	Total cost per semester for one graduating class of students
Chicago State University	\$(2,948)	80	\$(235,118.89)
Eastern Illinois University	\$(3,253)	141	\$(460,084.57)
Governors State University (per trimester)	NA	46	NA
Illinois State University	\$(2,095)	287	\$(600,474.93)
Northeastern Illinois University	\$(2,508)	130	\$(326,191.11)
Northern Illinois University	\$(1,870)	271	\$(506,852.65)
Southern Illinois University	\$(1,830)	408	\$(746,628.70)
University of Illinois system			
UIUC	\$(4,302)	247	\$(1,060,496.49)
UIS	\$(3,285)	36	\$(117,235.77)
UIC	\$(3,330)	445	\$(1,481,078.10)
Western Illinois University	\$(1,732)	167	\$(289,038.19)
Total		2,257	\$(5,823,199.42)

It is important to note that the majority of the estimated \$46.4 million cost to the state is revenue that would have been generated by undocumented students paying out-of-state tuition if H.B. 60 never became law. This lost revenue, referred to as the “opportunity cost,” is estimated to be an annual cost of \$32.9 million after four years of implementation – or 71% of the total cost. If one assumes that no undocumented student would have attended college if H.B. 60 never became law and they had to pay out-of-state tuition rates, then there is no opportunity cost and the annual cost to the state for H.B. 60 after four years would be only \$13.2 million.

It is likely that most of the undocumented students who would be eligible for in-state tuition would not attend college if they had to pay out-of-state tuition rates. According to the survey, only 6.1% of undocumented students are currently enrolled in college. Therefore, the opportunity cost is in actuality significantly smaller than the figure estimated here. Unfortunately, there are no reliable estimates of the share of undocumented students who go on to attend to one of Illinois public universities, so it is not possible to arrive at a more accurate estimate of the opportunity cost of H.B. 60. Therefore, it is safe to assume that after four years of implementation, the total annual cost of H.B. 60 to the state falls somewhere

between \$13.2 million and \$46.4 million, depending on how many undocumented students would have attended college at out-of-state tuition rates.

The remainder of this section explains why the cost of charging in-state tuition rates is negligible after accounting for Illinois income taxes collected from undocumented immigrants and the economic and social returns to college education.

*Net costs to the state ignore fiscal benefits generated by undocumented immigrants*

Prior research related to tax contributions suggests that, contrary to popular opinion, the majority of Illinois' undocumented immigrants pay Illinois income taxes. In UIC-CUED's recent study of undocumented workers, survey data collected from 1,653 immigrants revealed that employers collected payroll taxes from 70% of undocumented workers (Mehta, Theodore, Mora, and Wade 2002). Based on estimates of total annual income and total hours worked per year, it is estimated that the State of Illinois collected \$69.2 million in income taxes from undocumented immigrants in 2002 (authors' calculations based on Mehta, Theodore, Mora, and Wade 2002).

Previous research on the tax contributions of undocumented immigrants supports these findings. The Illinois Immigrant Policy Project of the Illinois Department of Human Services found that in 1990, undocumented immigrants paid \$547 million in taxes (quoted in ICIRR 1998). The Urban Institute found that undocumented immigrants nationwide contribute \$7 billion in taxes annually (quoted in ICIRR 1998). Moreover, the Urban Institute found that undocumented immigrants contributed \$2.7 billion in Social Security taxes.

*Net costs to the state also ignore the present value of future benefits to the state of educating undocumented immigrants*

When undocumented workers gain college experience, their wages increase, and subsequently, so do their contributions to the local economy. All else being equal, undocumented workers earn hourly wages 5% greater for each completed year of education (Mehta, Theodore, Mora, and Wade 2002). Increased income translates into increased local

economic activity. The consumer expenditures of undocumented immigrants in the Chicago metro area generate more than 31,000 jobs in the local economy and add \$5.45 billion annually to the gross regional product.

Research documenting the positive economic and social returns to investment in higher education is voluminous. The results of three studies have demonstrated the economic benefits of educating undocumented immigrants:

- In the study “Closing the Education Gap”, researchers at the RAND corporation outlined the public and social benefits of closing the gap in educational attainment between immigrants and non-immigrants for California and the rest of the nation. The authors estimate that for every dollar invested in closing the gap, the investment generates \$2.60 in public benefits – defined as tax contributions and lower expenditures on income transfer programs – and \$4.90 in societal benefits (Vernez, Krop, Rydell 1999).
- A joint Illinois Board of Higher Education and University of Illinois study estimated that college graduates earn approximately \$600,000 more over their lifetime than high school graduates (Resek, Merriman, Hartter, McCarthy Byrne 2000). A holder of a professional degree earns about \$1.8 million more than a high school graduate.
- The National Center for Public Policy and Higher Education estimated that if all ethnic groups in Illinois had the same educational attainment as Whites, total personal income in the state would have increased by \$9.1 billion and the state would have realized an estimated \$3.2 billion in additional tax revenue (quoted in IBHE 2002).

## **APPENDIX A: SAMPLING METHODOLOGY**

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The Coalition of African, Asian, European and Latino Immigrants of Illinois (CAAELII) designed the questionnaire and sampling technique with technical assistance from UIC-CUED. The sampling methodology was designed to maximize the response rate within the undocumented student population while preserving random sampling techniques to the greatest extent possible. Given the sensitive nature of this study, rather than conducting a household survey, the survey was implemented through community-based organizations, community colleges, social-service providers, and churches.

CAAELII recruited its own member organizations, and organizations affiliated with the Illinois Coalition for Immigrant and Refugee Rights, a statewide coalition with nearly 100 member organizations in the Chicago metropolitan area. A letter requesting participation was sent to all groups. CAAELII also targeted recruitment of other groups to participate based on the demographic make-up of their population and their geographic location. The intent here was to construct a sample that resembled the demographic composition of the Chicago immigrant population. In total, 29 organizations in the city of Chicago participated in the study and they surveyed 625 valid respondents.

Once organizations were selected as survey sites, UIC-CUED trained adult staff representing participating organizations to randomly sample their members, constituents, and clients for participation in the survey. Trained survey administrators approached all of their members, clients, or constituents from December 15, 2002 through February 25, 2003 to request their voluntary participation. All potential respondents were read a description of the project and then given the opportunity to stop or continue. For those choosing to continue, organization staff asked them a series of screening questions. Volunteers that were ineligible to participate included individuals who met at least one of the following criteria:

- They were born in the U.S. and had at least one parent born in the U.S.;
- They were younger than 15 years old or older than 21 years old; or
- They had not completed more than two years of high school or had received a GED.

The survey was designed in English and translated into Spanish for respondents unable to complete the survey in English.

The data were collected and subsequently processed into an electronic format by representatives of the participating organizations and then sent to UIC-CUED researchers for analysis.

*Statistical implications of non-random sampling*

The sample produced for this study is not a pure random sample. One potential implication of the sampling technique is that the organizations selected may have somehow biased the results. Respondents who belong to organizations may share many characteristics and, therefore, may not represent the broader immigrant community (this is known as a clustering effect). Any potential bias, however, was minimized by the broad spectrum of organizations participating in the survey and their sampling technique. By and large, the survey was conducted in locations such as area high schools and churches where organizations were able to approach a broad sample of potential respondents that reach beyond their own membership.

## **APPENDIX B: METHODOLOGY FOR POPULATION AND COST ESTIMATION**

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### *Procedure for estimating the total undocumented immigrant population ages 16-21 in Chicago*

Researchers estimated the total population of undocumented immigrants between the ages of 16 and 21 by applying estimates of the total share of foreign-born persons between the ages of 16 and 21 to estimates of the total population of foreign-born immigrants by age reported by the U.S. Census Bureau.

Based on the 2000 Census, the U.S. Census Bureau reported that there were 628,903 foreign-born persons residing in the City of Chicago in 2000 (reported in Cainkar and Beltangady 2002). The U.S. Census Bureau also reported the distribution of the foreign-born population by country of origin. Aggregating the population by four regions of origin produced population estimates of the total foreign-born from Asia, Europe, Latin America and other regions. Using estimates of the distribution of the foreign-born by age reported by the U.S. Census Bureau Current Population Survey conducted in March 2000, researchers estimated the population of foreign-born persons between the ages of 16 and 21 in 2000. Finally, to project the total population in 2002, researchers applied a population growth rate of 3.4% for two years (authors' calculations based on Cainkar and Beltangady 2002)

### *Procedure for estimating the total cost of charging undocumented students in-state tuition*

Researchers estimated the cost to the state of charging undocumented immigrants in-state tuition using the following procedure:

Using tuition rates provided by each university, researchers calculated the base cost of attending each school as a full-time student with 15 credit hours for one semester as an in-state and out-of-state resident. Using instructional cost data provided by the Illinois Board of Higher Education FY 2000 Discipline Cost Study, we estimated the actual cost of delivering instruction to this student (IBHE 2000). The cost was converted to 2002 dollars using the consumer price index for the Midwest region of the United States.

The total annual cost at each university for granting undocumented immigrants in-state tuition has two components:

1. The actual cost, which is the difference between the in-state tuition collected from the student and the cost of instruction;
2. The opportunity cost, which is equal to the difference between the out-of-state tuition that would have been paid had H.B. 60 not been enacted minus the cost of instruction.

The total cost to the state from each university is calculated using the following formula:

$$\text{Total Cost} = \text{Actual Cost} + \text{Opportunity Cost}$$

The total aggregate cost across universities was arrived at by multiplying the total cost per student by the total estimated number of undocumented students who would attend each year. Researchers estimated the total number of undocumented students attending each year by applying the distribution of all undergraduate students across Illinois' nine public universities (IBHE 2002) to the total number of graduating high school seniors eligible under H.B. 60.

## **APPENDIX C: CHARACTERISTICS OF SURVEY RESPONDENTS**

Characteristic	Documented	Undocumented	H.B. 60 Eligible
<b>Age (n=573)</b>			
Under 16	1.4%	2.2%	2.6%
16-18	66.3%	65.6%	67.5%
19-21	26.7%	29.8%	29%
Over 21	5.6%	2.4%	0.9%
<b>Sex (n=582)</b>			
Male	41.3%	42.9%	40.4%
Female	58.7%	57.1%	59.6%
<b>Country of Origin (n=579)</b>			
European	12.5%	22.9%	19.7%
Asian	29.8%	5.4%	7.4%
Latin America	17.6%	71.7%	73.0%
Other	0.5%	None	None
United States	39.6%	None	None
<b>Living at with Parents or Guardian (n=600)</b>			
Yes	94.2%	94.2%	95.5%
No	7.6%	5.8%	2.5%
<b>Educational Attainment (n=481)</b>			
Below 10th grade	4.1%	1.5%	1.0%
10-11 grade	67.4%	65.7%	45.1%
12th/ hs grad/ GED	20.4%	30.7%	30.2%
Community college	3.2%	1.5%	1.9%
Vocation or Trade College	1.2%	None	None
Some College	3.5%	70.0%	None
College Degree	None	None	None
<b>Years in Chicago (n=382)</b>			
less than 3	11.1%	13.4%	None
3 Years	8.9%	8.9%	11.5%
4-5 Years	16.0%	32.5%	22.8%
6-10 Years	25.7%	21.7%	24.1%
More than 10 years	38.3%	23.5%	41.6%
<b>Illinois HS Graduates (n=590)</b>			
At least one parent documented	95.6%	89.5%	100%
Undocumented parents	4.4%	10.5%	None
<b>Prepared for College (n=401)</b>			
Yes	82.2%	35.8%	27.6%
No	9.7%	54.9%	72.4%
Missing	8.1%	9.3%	
<b>Parent Status (n=594)</b>			
At least one documented	82.2%	35.8%	33.1%
Undocumented	9.7%	54.9%	59.3%
Don't Know/ Missing	8.1%	9.3%	None

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