



A study and recommendations by
Bay Area Community Council
July 2009

Immigration in Brown County

The Urgency of English Language and Assimilation Training

Table of Contents

Purpose and History of the Bay Area Community Council	
Bay Area Community Council Board Members 2009	
Introduction	1
I. Summary of Key Recommendations	2
A. More Pro-Active English Language Training, Mentoring.	
B. More Adult/Parent Education Training, Mentoring.	
C. Increase the Availability of Trained, Committed Volunteers.	
D. Increase Access to Mental Health Counselors.	
II. Why We Need This Study	4
III. Sociology of the Challenge	5
A. Putnam Study	
B. On Innovation and Creativity	
C. Green Bay: Ahead of the Game	
IV. Some Local History	8
V. Special Insights	9
A. Where do they go for help?	
B. Do they need their own ethnic support groups?	
C. Where will the volunteers we need come from?	
D. Role of JOSHUA in politicizing immigrant needs.	
E. The Green Card Process to Citizenship.	
Appendix I: Prior Studies and Their Findings	12
Appendix II: Other Perspectives, etc.	17
• The Economics of Immigration (Immigration Policy Center)	
• The Case for Legalizing Undocumented Immigrants(Pew Report)	
• Benefits of Immigration Reform in a Bear Market Economy	

Purpose and History of the Bay Area Community Council

In 1989, The Green Bay Area Chamber of Commerce adopted a strategic plan in which it expressed a desire to promote the general prosperity and quality of life of the greater Green Bay area. As part of the implementation of that plan, a task force recommended the establishment of a community strategic planning council. This recommendation resulted in creation of the Bay Area Community Council (BACC). Established in 1990, BACC is a Brown County citizens' think tank made up of volunteers representing business, education, community, and government. For more information on BACC and current issues, consult the website at www.bayareacommunitycouncil.org.

Mission Statement

With awareness of current issues, BACC provides Brown County with insight into future issues of our community through:

- Examination of anticipated community concerns that affect the growth and health of Brown County.
- Analysis of those issues through rigorous discussion and discovery.
- Effective communication of those issues to the community.
- Engaging the community in the issues.

Objectives

To ensure that the identified issues become part of the total vision of community efforts, BACC will endeavor to:

- Articulate the vision.
- Measure critical indicators.
- Coordinate strategies with broad-based community interest groups.
- Coordinate strategies with public sector planning and regulatory groups.
- Identify a process for stakeholder participation in planning and implementation.

Immigration Study Participants

Phil Hauck, Project Coordinator, past BACC pres.; board pres., Healthy Lifestyles Co-op, TEC Chair.

Randy Lawton, BACC past president; owner, C.A. Lawton Co.; community volunteer.

Harry Maier, retired journalist; Green Bay Redevelopment Authority, community volunteer.

Nan Nelson, executive vice president, Green Bay Chamber of Commerce.

Dennis Rader, retired Green Bay labor law attorney.

Tom Schumacher, principal, Services Plus; former pres., Employer Workforce Development Network.

Rose Smits, BACC president; former executive director, Encompass Early Education and Care.

Other Interviewers:

Rev. George Krempin, pastor emeritus, Grace Lutheran Church; active in housing activities.

Jim Liethen, retired WPS executive; longtime community volunteer.

David Littig, Ph.D., UWGB emeritus professor; former chair, Green Bay Transit Commission.

David Pamperin, president, Green Bay Community Foundation.

Other BACC Members:

Fr. Paul Demuth, Catholic Diocese vicar for ministry; former pastor.

Sandy Duckett, vice president, Northeast Wisconsin Technical Institute; econ. development advocate.

Pat Finder-Stone, past BACC president; nursing instructor; community activist/volunteer.

Dr. Regan A.R. Gurung, UWGB Prof., Human Development & Psychology; Dept. Chair.

Noel Halvorsen, executive director, NeighborWorks Green Bay.

Greg Hetue, executive director, Brown County United Way.

Patty Hoelt, official, Oneida Nation of Wisconsin.

Paul Jadin, president, Green Bay Area Chamber of Commerce; former Green Bay mayor.

Greg Maas, superintendent, Green Bay School System.

Judy Nagel, vice president of investments, Wachovia Securities; community volunteer.

Andy Rosendahl, official, City of Green Bay

Bob Woessner, retired journalist; past BACC president.

Vince Zehren, Ph.D., director emeritus, Schreiber Foods

Bay Area Community Council Project

Immigrant Assimilation

Objective: To determine what agencies are doing now to assimilate immigrants into our mainstream culture so that they can contribute maximally to our civic progress as quickly as possible ... and to make specific, actionable recommendations.

With that information, we can set practical next steps that can be publicized and taken to assure and speed that process in a broader, more impactful way. We know that the assimilation process is accelerated when *proactive* steps are taken to foster *personal contact* that creates greater understanding and appreciation.

To understand the situations that now exist and the efforts currently in place to deal with them, we conducted interviews (sometimes multiple times) with the following:

Kristin Phillip, Hispanic Outreach Liaison, Green Bay Chamber of Commerce
Tori Rader, Exec. Dir., Literacy Green Bay
Mark Quam, Director, Brown County Human Services
Darryl Buck, District Diversity Liaison, Green Bay School District
Chris Dunbar, Exec. Dir., Howe Neighborhood Family Resource Center, et al
Jane Shatswell, Exec. Dir., Family & Childcare Resources/Fort Howard Resource Center, et al
Staryoung Thao, Exec. Dir., United Hmong & Asian American Community Center

Tom Martin, Pres., Family Services
Bonnie Kuhr, Administrator, N.E.W. Community Clinic
Fr. Walter Stumpf, Parochial Vicar, St. Philip The Apostle Church, et al
Jim Mitchell, Director, JOSHUA
Father Ken DeGroot, St. Willebrord Parish, et al
Assoc. Pastor Dan Carlson, Celebration Church (formerly Bayside)
Tom Schumacher, Employers Workforce Development Network (EWDN), et al

Matt Hollenbeck, Exec. Dir., Mayor's Hispanic Advisory Council
Barbara Biebel, Director of Resettlement and Immigration Services, Catholic Charities, et al
Trudy Kamps, Vice President- Human Resources, American Foods Group
Mark Burwell, Exec. Dir., Urban Hope/e-Hub
Ursula Bunnell, Interim Dir., Golden House
Christine Danielson, Exec. Dir., Volunteer Center
Carolina Favour, Immigration Counselor, Catholic Charities

These interviews and the information about data and activities that they yielded are fascinating. We encourage you to access the BACC Website (www.bayareacommunitycouncil.org) and read them in their entirety, even though they are fairly long. We are grateful to these people for their time, and to the BACC interviewers for their summaries.

Introduction

In our June 2007 Poverty Study report, we said these three important sentences:

The working poor are an important economic force. Areas with a surplus of willing workers attract new businesses and expansions. Innovation is driven by second- and third-generation immigrants.

From that is derived this study. Immigrants are a critical subset of both Poverty and the Emerging Workforce ... and are also a controversial one. Our memories are short. Most of us are here because of an aspiring immigrant, and those predecessors went through the same “off-putting” reactions that today’s Hmong, Hispanics and thirty other ethnic groups went through or are going through in Brown County right now.

Yet we know that our future depends on them ... as a future taxpayer base, as community leaders, and as innovators. We expand ... or we atrophy as a society. Historically, there is no middle ground that yields progress.

Historically, immigration brings these renewals to our nation:

- **A new round of Creativity.**
- **More rapid Economic Growth.**

(And, very importantly, it will offset the negative fiscal impacts of the baby boom generation retirements.)

We know that about 60% of immigrants here are from Mexico and Latin America, and another 30% from Asia, primarily Hmong. Altogether, they compose just over 11%, or 11,000, of the city’s population ... and it is increasing quickly. In the 1920s, the last heyday of immigration, more than 30% of our county population were *recent* immigrants. By 1990, that figure was 2%. We are in another era of immigrant expansion.

The issue is, obviously, how to get immigrants as productive as possible from an economic standpoint, and then assimilated into the social fabric ... as quickly as reasonable. Our research results were very clear and very obvious: **Help them learn the English language, and provide them Adult/Parent Information.** First generation Hmong typically didn’t learn English quickly, and it’s their next generation, born here, that is the first to create significant impact. We are a little more effective in supporting the Hispanic influx ... but **our research says emphatically that we still aren’t strong enough.** We need greater coordination and proactivity in getting new immigrants into English Learner and Adult/Parent Education classes, and in obtaining and training mentors and leaders for them.

When new families get these understandings, we know that they are much more at ease, and move more quickly at assimilating and progressing. If they don’t, major social problems can and do arise from their frustrations.

(There are more than 30 *other* countries and ethnic groups represented by current immigration. They come in smaller numbers, usually encouraged by a tight-knit community from the same country. They need the same attention, and usually have a built-in group embracing them, and pointing them in the right directions.)

Anything we can do to expedite the assimilation process, especially with regard to learning English and developing new adult/parent acculturation skills, will help the Brown County economy and social fabric in major ways. Immigration can’t be avoided. We need it. We must embrace it. We will benefit from that embrace in every way.

July 2009

BACC Immigration Study

Because the major policy reasons for encouraging immigration are ...

- **Economic Development** ... additional workers to support economic expansion, and ...
- **Creativity and Innovation** ... because our nation's major innovation waves have followed major immigration waves, ...

it should be local policy to expedite assimilation into our culture, especially via learning of language skills and of habits that lead most quickly to success.

Therefore, our Key Recommendations are as follows ...

I. Key Recommendations

A. More Pro-Active English Language Training, Mentoring.

The biggest need by far from all of our interviews is to reach immigrants earlier than we do and with greater resources than we do to help them learn the English language so they can passably navigate life and its complications here.

NWTC and Literacy Green Bay are the primary providers of English Language Learning opportunities for the refugee and immigrant population in this area. NWTC provides a number of English Language Learner (ELL) classes at all levels of instruction. Literacy Green Bay trains and supports volunteer tutors, conducts ELL classes, coordinates a Family Literacy program, and collaborates with other organizations and businesses to provide ELL classes at other sites and worksites throughout the community.

Literacy Green Bay served over 850 adults and children in 2008 in Adult Tutoring, ELL Classes, Family Literacy and Workforce Development. In spring 2009, 179 volunteer tutors are serving almost 200 adults in Adult Tutoring (75 adult learners are on the waiting list for a tutor) and another 250 adults are enrolled in ELL classes. At this time, 34 families are participating in an ELL class in the Family Literacy program (a collaborative effort with NWTC, UWGB and the Howe Resource Center).

Currently, they need funding to train more tutors: (\$500/tutor training workshop, 6 workshops a year), provide staffing for ELL classes onsite and offsite (\$1,600/class/semester), provide childcare for the children of adult learners enrolled in classes, and fund an ELL class instructor via Children First Family Literacy. Volunteer responsibilities at Literacy Green Bay are not short-term, although they have flexible hours.

Professionals indicate it takes an adult immigrant about seven years to become truly proficient in English, but anecdotal evidence shows that children function quite well in less than a year, especially through "immersion", and adult workers can pick up enough understanding to function well within the first six months.

The importance of this cannot be underestimated. Recently, in Binghamton, NY, an Hispanic male killed 13 people in an immigrant service center. Analysis indicated he didn't have adequate language skills, couldn't understand what was needed to navigate through daily life, had become very depressed, and reacted in this terrible way. Think about your own experiences when you didn't know the language in another country, and couldn't express your immediate needs to anyone. The development of our immigrant population and its integration into being societal contributors will be greatly expedited.

We call on the Volunteer Center to publicize the need to attract up to 100 additional tutors and teachers for Literacy Green Bay, so it can support its own and others' programs

B. More, Pro-Active Adult/Parent Information/Mentoring.

The second-biggest need is for Pro-Active Adult/Parent Education. Interviewees unanimously indicated that new arrivals want to understand the nuances of daily life in Green Bay ... how to navigate the city to fulfill their various needs ... shopping, health, financial, legal, transportation, job seeking, etc. In addition, they want THE BEST for their children ... what is expected of the children, how they can help, etc.

We must make it easy for them to access such training/ learning ... whether through formal courses, or informal support get-togethers. It is no different than the “on-boarding” process for new employees at companies. You want to bring them up-to-speed as quickly as possible on what it takes to succeed.

An important piece of this should be MENTORS for families, volunteers who agree to interact periodically with the family and be a resource for them. The challenge is how to put the Mentoring Program in place, in alliance with parent information efforts and more volunteers?

Several organizations now provide Parent Training as part of their regular programming ... Integrated Community Services (which would like six additional mentors this fall), the Family & Childcare Resource Center (which would like two more this fall, primarily for parenting programming), Family Services and some churches. The demand and usefulness is very great. Example: The F&CR says “Parenting classes always have a waiting list”, adding “many often have some kind of mental illness, whether depression, stress or other” (see D, below). F&CR’s class attendance volume has doubled in the past year, with more than 450 taking parenting classes. Home visits are coupled with the classes, but home visits often deal more with daily survival challenges than parenting tips.

We call on the Volunteer Center to publicize the need for up to 15 additional Mentors and Counselors for ICS, F&CRC, FS and several churches to work with immigrant families on acculturation challenges.

C. Increase the Availability of Trained, Committed Volunteers.

The Volunteer Center struggles with finding volunteers to support immigration and other programs, primarily because many needs are longer-term while most prospects want short projects, with a beginning and an end. (Depressing statistic: The average volunteer time monthly of those who volunteer is 1.5 hours ... when many times that is needed to have impact on individuals/families in need.) Hopefully, the partial retirement of Baby Boomers will provide a reservoir of committed citizens.

More specifically, Volunteer Center head Christine Danielson reports that right now more than 200 local non-profits are requesting more than 3,000 volunteers to work four hours per week efforts ... “one of the highest levels I can remember.” Many of them are for one-on-one work with individuals with specific needs.

We call on the Volunteer Center to work even more creatively to get the message into the community of the need for more volunteers with specific time and talent availabilities!

No language expertise is necessary, just extensive life experiences and a willingness to help. The Volunteer Center is an organized base for making this happen.

D. Increase Access to Mental Health Counselors.

A number of respondents indicated that there is a significant percentage of immigrants going through classes and counseling that are suffering from mild depression and anxiety disorder. (Indeed, some were in severe reactions to their new environment and were suffering schizohrenia and naranoia)

Currently, there is being funded for three years a program called MORE (Mental Health Outreach Resource Expansion), but it's staffing resource is inadequate. This begins to address the availability of counseling for the poor, including immigrants. Local experts indicate an additional 15 counselors would still not satisfy the need, which is especially acute for child psychiatric care.

This being said, most immigrant families are psychologically healthy.

We call on the Community Foundation to work to both maintain and increase resources for the MORE program (by an additional 15 counselors), or another program with similar deliverables.

Maria arrived here in the mid-1990s from Seattle, with 5-year-old Amanda, and husband Daniel, who got a job at American Foods. He is still there, and is training to become a supervisor. Baby Victor was born almost immediately, and they also now have a three-year-old who is being taught BOTH Spanish and English in the home. Amanda, now 17 at East, is bright, and has been told her main COLLEGE options will be St. Norbert and Harvard(!). Victor, 12, is at Washington Middle School.

They bought their first car by saving \$400. Husband recently got his GED from NWTC. Today, Maria has a Literacy Green Bay tutor come to her home on a regular basis to improve her already good English.

When they arrived in GB, Amanda was placed in HeadStart at Kennedy, and no Spanish was spoken. Immersion. The next year, she attended Kindergarten at Howe, again with no Spanish resource. Immersion. She picked it up well. Victor also hasn't been exposed to an ESL or ELL situation; he learned through immersion.

Maria has had a wide assortment of odd jobs in GB, and now works part-time at the Howe Neighborhood Family Resource Center as the receptionist. The family attends St. Willebrod, and is involved in its heavy Spanish family referral and service effort. Because of her experience, she gives guidance to many.

II. Why We Need This Study

Because this is a subset of the recent Poverty study, we don't need to repeat the implications when people in less than subsistence situations do not get the help they need. It is natural to develop this as a separate study.

What we do need to mention, however, is the additional impact that persons of different racial/ethnic backgrounds incur when they enter our community ... especially in these times of heavy influx of illegal immigrants from worse economies in search of a better life, tight budgets for social welfare services, and job turmoil as we convert to a global society.

The fact remains that most immigrants *are* legal, and are pursuing the normal yet complex process of trying to become a U.S. citizen; see the enlightening accounting of the citizenship process later in this report.

The normal sociology, the normal process of assimilation, recounted in the next section, does yield withdrawal behavior and anxiety. It is normal not to be welcoming, to be offput, to wonder about people who aren't like you. Unfortunately, there have been instances where major public figures have participated too visibly in this reaction, resulting in negative publicity for our community.

This reinforced a point we developed in our research ... that when many long-time citizens see a Hispanic person, they immediately think "illegal immigrant."

That's not a good beginning.

Cultural Barriers

Some fundamental cultural differences add challenges to the immigrant path to Americanization. At a base level, community and religious based cultural customs may be starkly different. Many immigrants come from poor, rural areas and find it challenging to relate to the more urban nature of life in the United States. The relationship of the government to its citizens is also often quite different than in their home countries. Health care is an area where the private, employer based U.S. approach stands in stark contrast to government sponsored and delivered health care with which they may be familiar. Many immigrants come from countries with underdeveloped or corrupt financial systems, leaving them ill prepared for a world with electronic funds, payday loans and consumer credit. Taxation, family living patterns, and the legal system all add to the foreign experience of life in the United States.

Cultural Bonds

Despite the differences, immigrants come with values that often overlap or exceed those of the U.S. population. Work ethic and entrepreneurial spirit show in their work habits and various immigrant centric businesses. Family is often one of the strongest values immigrants bring. Many immigrants come in with religious beliefs that are similar to the local population, a product of the active role churches have played in immigration.

-- Tom Schumacher, *Services Plus*, and former pres., *Employer Workforce Development Network*

III. Sociology of the Challenge

This is certainly not an unrecognized problem ... that the process of assimilating immigrants into culture and civic life does not go smoothly. It has happened several times in the past in Green Bay, and it has happened many, many times in our country; the research on it, how it happens and progresses, is voluminous. Once again, we watch it play out as it typically does. The full text of these excerpts are found in **Appendix I**.

A. Renowned Harvard sociologist/researcher Robert Putnam:

- Where levels of social capital are higher, children grow up healthier, safer and better educated, people live longer, happier lives, and democracy and the economy work better. In the short to medium run, however, immigration and ethnic diversity challenge social solidarity and *inhibit* development of social capital. In the medium to long run, on the other hand, successful immigrant societies create new forms of social solidarity and dampen the negative effects of diversity by constructing new, more encompassing identities. Thus, the central challenge for modern, diversifying societies is to create a new, broader sense of 'we'.

Two critically important points:

- **Creativity in general seems to be enhanced by immigration and diversity.**
- **Immigration is generally associated with more rapid economic growth.**

(Wall Street Journal, 4/27/09: "Immigrants have had a disproportionate role in innovation and technology. Companies founded by immigrants include Yahoo, eBay and Google. Half of Silicon Valley start-ups were founded by immigrants, up from 25% a decade ago. Some 40% of patents in the U.S. are awarded to immigrants.immigrants are 50% likelier to start businesses than natives." More in the next section.)

- In advanced countries with aging populations, immigration is important to help **offset the impending fiscal effects of the retirement of the baby-boom generation.**
- Diversity does not produce 'bad race relations' or ethnically-defined group hostility, Putnam's findings suggest. Rather, inhabitants of diverse communities tend to withdraw from collective life, to distrust their neighbours, regardless of the colour of their skin, to withdraw even from close friends, to expect the worst from their community and its leaders, to volunteer less, give less to charity and work on community projects less often, to register to vote less, to agitate for social reform more, but have less faith that they can actually make a difference, and to huddle unhappily in front of the television. Note that this pattern encompasses attitudes and behavior, bridging and bonding social capital, public and private connections. **Diversity, at least in the short run, seems to bring out the turtle in all of us.**
- **Many Americans today are uncomfortable with diversity.** Social psychologists and sociologists have taught us that people find it easier to trust one another and cooperate when the social distance between them is less. When social distance is small, there is a feeling of common identity, closeness, and shared experiences. But when social distance is great, people perceive and treat the other as belonging to a different category'
- **Immigration policy** is not just about numbers and borders. It is also about fostering a sense of shared citizenship.
- Tolerance for difference is but a first step. To strengthen shared identities, we need more opportunities for meaningful interaction across ethnic lines where Americans (new and old) work, learn, recreate, and live. Community centers, athletic fields, and schools were among the most efficacious instruments for incorporating new immigrants a century ago, and we need to reinvest in such places and activities once again, enabling us all to become comfortable with diversity.
 - Most immigrants want to acculturate – to learn English, for example. Expanding public support for English-language training, especially in settings that encourage ties among immigrants and natives of diverse ethnic backgrounds, should be a high priority.
 - Since the long-run benefits of immigration and diversity are often felt at the national level (scientific creativity, fiscal dividends, and so forth), whereas the short-run costs (fragile communities, educational and health costs, for example) are often concentrated at the local level, there is a strong case for national aid to affected localities.
 - Our field studies suggest that locally based programs that reach out to new immigrant communities are a powerful tool for mutual learning. Religious institutions – and in our era, as a century ago, especially the Catholic church – have a major role to play in incorporating new immigrants and then forging shared identities across ethnic boundaries.
- The task of becoming comfortable with diversity will not be easy or quick, but it will be ~~needed by our collective efforts and in the end well worth the effort~~

Lorena is now a Parent Educator at Family & Childcare Resources. She actually got to Green Bay as a student from south Mexico through a UWGB program, and graduated from there. She says that typically, a family arrives because a relative/friend knows a job is available and initially provides some room for the relative/friend. The family works to save money to move into its own apartment and to buy a used car. Still, there is barely enough money to live on. An example is a single parent with five children who milks cows at a farm and makes tamales to sell for \$10 per dozen.

B. On Innovation and Creativity

- **Harry Dent, Futurist: Regarding Creativity**, immigrants in many countries and especially the U.S. have been responsible for major Innovation Waves. Dent's studies conclude that the 1898-1914 immigration wave in the U.S. drove the Roaring Twenties, and that the 1978-1991 one was a major factor in the 1990s dot.com boom. There is more evidence that Second Generation immigrants come from no background of comfort and, hence, are ambitious and aggressive thinkers and employees, and drive even higher levels of innovation.
- **Mark Burwell, long-time head of Urban Hope** (now e-Hub), the Reggie White-inspired entrepreneur training organization headquartered at NWTC's Business Assistance Center, provides these statistics on ethnic participation in their training programs:

	<u>2006</u>	<u>2007</u>	<u>2008</u>
Native American, for comparison	22%	15%	13%
African American	5%	7%	5%
Asian (incl. Hmong)	--	1%	4%
Hispanic (incl. Mexican)	5%	3%	1%
Other (more than 10 nationalities)	--	4%	3%

Participation by Brown County immigrants does not meet national averages. He does no promotion, but regularly gets in excess of 100 participants in the center's 12-class courses, which end with development of a business plan, each year. He says that lack of English expertise is a significant deterrent. Average ages are generally in the 45-55 range, which is interesting ... skewing older ... and two-thirds are women.

- **Robert Fairlie, Researcher: Startups of businesses by Wisconsin immigrants** is at a very poor level compared to the rest of the nation ... only about 3% of new businesses in Wisconsin are started by immigrants, figures indicate.

Normally, immigrants provide much vigor very early to the economy, starting on average 30% more businesses than natives do. Data indicates that First Generation immigrants constitute 12% of today's workforce, 12% of business owners and business income, and 11% of businesses with employees. (Of interest, Greeks are most likely to start a business (25%), with Koreans, Italians and Iranians just behind. Regarding business size, the largest contingent of immigrant business owners are Mexicans, followed by Koreans, Indians and Chinese.)

“There are still some people in the community who feel that ALL Hispanic/Latino people are one way, that ALL Hmong individuals are another. People with closed minds really make it difficult for me to make suggestions....

“I get frustrated that people feel that all minorities are illegal immigrants. People make generalizations too easily.”

- *Kristin Phillip, Hispanic Outreach Liaison, Green Bay Chamber*

C. Green Bay: Ahead of the Game

- **Wisconsin Policy Research Institute report on Immigration in Green Bay (March 2008) ...**

Seventeen years ago, we predicted that the Hmong would make a serious contribution to Wisconsin's economy, even though at the time a large portion were on welfare. That prediction has gained credibility over the years....

Today, Hispanics have moved into Green Bay in large numbers to find low-income jobs in Green Bay's economy. Short term, the Hispanics are providing those low income workers. On the other hand, there is little doubt that the taxes they pay do not equal the amount that local government spends on them. The best example is public education. The children of immigrants put an enormous financial pressure on the local public school systems.

Estimates are that Hispanics will grow from 10.7% of the Green Bay (city) population in 2006 to at least 17% by 2017, and nearly 30% by 2032.

This may cause some people tremendous anxiety, but Hispanic immigrants are no different than any other immigrant group that has come to Wisconsin. Why would anyone go to a northern climate from a place like Mexico unless they were serious about economic opportunities and are willing to fill entry-level jobs?

More to the point, as Wisconsin's population ages, we will need these immigrants in our future workforce to keep our economy vibrant. In that respect, the impact of immigration on Green Bay may place it in the most advantageous position of any Wisconsin city. They have a work base for the future, and it is not clear that other cities in our state will be able to match Green Bay.

James H. Miller, President

- (Overall ethnicity in the Green Bay Area Public School District as of now: 61% are Caucasian, 19% are Hispanic, 8% are Asian, 7% are African American, and 5% are American Indian. Many other minorities are prevalent, but with miniscule percentages.)
- While immigrants use a disproportionate amount of *local* costs, especially schools, they contribute disproportionately through *federal* taxes for which they don't receive back equivalent in transfer payments.
- Green Bay immigrants clearly have benefitted the local economy by starting businesses, saving and investing money, purchasing consumable goods, hiring employees, and creating the conditions for more efficient use of capital through the provision of their labor. Data on the impact of immigration on wages is mixed and inconclusive.

IV. Some Local History

Studies show that this same challenge has existed before in essentially the same way, at least several times:

- **1850s:** Belgians, Germans, Scandinavians, Irish and Dutch, lured by cheap land and good soil, and escaping the "unemployment, overpopulation, poverty and political oppression in Europe," settled in Fort Howard and surrounding townships ... quickly followed by Poles who settled near Franciscan monasteries in Fort Howard and Pulaski. There was little inter-mixing.
- **1880s:** Swiss and others brought butter and cheese-making skills.
- **1975:** Hmong/Vietnamese influx occurred, supported by the Catholic diocese. Today, the Hmong and Vietnamese are moving into home ownership, and the second generation is having strong, positive impacts in the schools and the workforce.

- **1982/3:** Polish refugees, again, sponsored by the Diocese, accompanied by another major Hmong migration.
- Finally, in the **1990s**, Hispanic immigration ramped up as they entered the U.S. to improve their lives with employment.

A major aspect of the resistance to assimilate people of different cultures, besides a lack of understanding of how that assimilation has positively shaped the U.S. culture in the past, is that creating a family life is a struggle and is fragile ... and the interjection of a new element will be a threat until it is better understood. That threat is primarily to economic security (taking away the next job or wage increase opportunity, requiring more tax dollars for services), but also to self esteem so it becomes personal.

The radical injection of differences, of perplexing upheaval, is seen in:

- Different looking people.
- Strange new foods.
- Languages that aren't understood.
- Different habits.

It's natural when one does not understand something, to think the worst about it and to protect one's self from that "worst." That sets a belief and behavior structure that is difficult to overcome.

V. Special Insights

A. Where Do Immigrants Go For Help:

Interviews indicated as follows:

- **Utility and Rent payment assistance** ... Integrated Community Services
- **Job Search, Food Stamps and Rent assistance** ... Job Center and Brown County Human Services in the Sophie Beaumont building
- **Clothes:** St. Willebrod's, Salvation Army, YWCA, St. Vincent de Paul (2x/year vouchers), Fort Howard Resource Center's clothes buckets, and Goodwill (can get \$25 per person per year vouchers)
- **Medical:** Obtain Medical Assistance at Brown County Human Services for children in poverty, which is accepted by most doctors. Parents aren't covered, but can get free service at NEW Community Clinic (downtown and at NWTC). If they have insurance, they may go to Bellin's Hispanic-speaking clinic. Nicolet school has an Aurora doctor on staff.
- **Child Dental** ... Howe Resource Center.
- **Adult Dental** ... NWTC.

B. Do they need their own special ethnic support groups?

The Hmong and the Hispanic communities do have their own ethnic association which provides a center for activity and support. But what about the other 30-plus ethnic groups. The major ones, according to Barbara Biebel of Catholic Charities, which provides support services for refugees, are Russians and Ukrainians (about 250 people) and Somalians (about 130). Typically, these smaller ethnic groups indicate no need for a central support service, she says. This is because they were usually attracted here by friends or relatives, and they provide those informal services ... and they already know who each other are.

C. Where will the Volunteers we need come from?

The Volunteer Center struggles with finding volunteers, primarily because many of the volunteer needs are longer-term, and most prospects want short projects, with a beginning and an end. This needs to be counteracted, and the Center needs help in understanding how to do that. Currently, they are asking agencies to re-think how they might use Volunteers, to retool programs and look at volunteerism differently ... a way of incorporating 'flexibility' into assignments.

D. JOSHUA/Josue is working to organize immigrants into interest groups which will focus politically on fulfilling their needs.

E. The Green Card Process To Citizenship

To become a Legal Permanent Resident leading to U.S. Citizenship:

Scenario for client married to a U.S. Citizen (USC).

1. Petition submitted by Spouse on behalf of undocumented spouse: I-130. Petition fee: \$355. Family member submitting application has to have legal status and be of age.
2. Once USCIS gets petition, will return a Receipt Acknowledging the fee and application (takes 1-2 months to receive Receipt I-797).
3. After Fee Receipt (I-797) received, client will receive Approval Notice (2-3 months later). Application APPROVED means all paperwork acknowledged by USCIS, and file started on client and sent to National Visa Center. It doesn't mean that client has been approved or has legal permission to stay in US
4. Client will receive notice that it's time for (AOS) Affidavit of Support to be submitted, but in order to do so needs to submit Fee: \$400. Then USCIS will notify to send AOS ... usually after another 1-3 months of sending of APPROVAL Notice or can be sooner. Depends on processing of application.
5. Once AOS is received, an Agent form and a request for the DS-230 is requested. This takes maybe 1 month after AOS received. This form is requesting all of the Biographic info of both Petitioner and Beneficiary. Once this form is sent then the client will receive a notice indicating the date and time for the interview (possibly another month). From step 1 to last step usually takes between 9 months to 1 yr.
6. After successful interview, a Green Card is issued. It states the person is now a Legal Permanent Resident, and indicates under what category they are accepted. It will have an expiration date of either Two years or Ten years.

When married to a USC, the Green Card is provided for TWO years as a Conditional Visa. Prior to the Two-year anniversary, he/she has to submit a request to remove the conditions. The conditions are set so the beneficiary has to demonstrate that he/she married the USC because he/she wants to make a future with her/him, and not just to get into the US.

7. Once conditions are removed, then the Card has to be renewed every TEN years. That is to see if the New Resident is planning on being a good potential candidate for citizenship. If they commit crimes of moral turpitude and/or disrespect the law, then they can lose their legal status. A Ten-year renewal costs \$370.

8. After client receives his Legal Permanent Resident card, then after 3 years can apply for Citizenship if still married to USC. If divorced, has to wait 5 years. The application is \$675.
9. Client submits Citizenship application, fees and photos. After 1-3 months, once USCIS gets a clearance from FBI that their background checks out and the applicant is in good moral standing, they are notified by mail of date and time for Civic Exam and biometrics. If exam is passed, then within 1-2 months the Oath Ceremony takes place in Milwaukee.
10. Steps 1-6 typically take 9-12 months. After three years, can then apply for citizenship ... with the exam and ceremony occurring within five months.
-- *Information provided by Carolina Farvour, Immigration Counselor, Catholic Charities.*

Appendix One

Prior Studies

- A. “Diversity and Community in the 21st Century”, Robert D. Putnam , Ph.D., Harvard Univ.
 - B. “Economic Impact of Immigraton on Green Bay, Wisconsin Policy Research Institute Report, March 2008
 - C. “Immigrant Business Ownership”, Robert Fairlie, November 2008
 - D. “The Roaring 2000s”, Harry Dent (1998)
 - E. “League of Women Voters Study”, Annual Report, May 12, 2008
- A. **Robert D. Putnam, Ph.D., Harvard University, *Diversity and Community in the 21st Century*** (<http://www3.interscience.wiley.com/cgi-bin/fulltext/118510920/HTMLSTART>)
1. Where levels of social capital are higher, children grow up healthier, safer and better educated, people live longer, happier lives, and democracy and the economy work better.
 2. In the short to medium run, however, immigration and ethnic divrsity challenge social solidarity and *inhibit* development of social capital.
 3. In the medium to long run, on the other hand, successful immigrant societies create new forms of social solidarity and dampen the negative effects of diversity by constructing new, more encompassing identities. Thus, the central challenge for modern, diversifying societies is to create a new, broader sense of 'we'.
 4. That diversity will be a valuable national asset:
 - **Creativity** in general seems to be enhanced by immigration and diversity (Simonton 1999). Throughout history, for example, immigrants have accounted for three to four times as many of America's Nobel Laureates, National Academy of Science members, Academy Award film directors and winners of Kennedy Center awards in the performing arts as native-born Americans (Lerner & Roy 1984; Simonton 1999, Chapter 6; Smith & Edmonston 1997, 384–5). If we were to include second-generation immigrants (i.e. the children of immigrants), the contribution of immigrants would be even greater. Many (though not all) of the scores of studies of collective creativity in work groups (in business, education and so on) find that diversity fosters creativity (Webber & Donahue 2001; O'Reilly et al. 1997; Williams & O'Reilly 1998). Scott Page (2007) has powerfully summarized evidence that diversity (especially intellectual diversity) produces much better, faster problem-solving.
 - Immigration is generally associated with **more rapid economic growth**. The economics profession has debated the short-run economic consequences of immigration for native workers. While there are important distributional effects to be considered, especially the impact of immigration on low-wage native workers in the US, the weight of the evidence suggests that the net effect of immigration is to increase national income. One recent study, for example, suggests that the income of native-born Americans rises more rapidly, ceteris paribus, if they are living in places with more immigrants than if they are living in places with fewer immigrants.
 - In advanced countries with aging populations, immigration is important to help **offset the impending fiscal effects of the retirement of the baby-boom generation**.

5. Social Capital Theories:

- ‘Contact’ Hypothesis: As we have more contact with people who are unlike us, we overcome our initial hesitation and ignorance and come to trust them more.
- ‘Conflict’ Hypothesis: For various reasons – but above all, contention over limited resources – diversity fosters out-group distrust and in-group solidarity. On this theory, the more we are brought into physical proximity with people of another race or ethnic background, the more we stick to 'our own' and the less we trust the 'other'.
- ‘Constrict’ Hypothesis: For many people who have high internal “bonding” capability, they also have high “bridging” capability ... and can make the leap to assimilation.
- Important: Studies suggest that people tend to Trust those in their neighborhoods, who behave closer to their norms (even people of a different race/culture), than people in other neighborhoods ... even when of the same race/culture.
- As diversity increases, behavior becomes like this, at least initially:
 - Lower confidence in local government, local leaders and the local news media.
 - Lower political efficacy – that is, confidence in their own influence.
 - Lower frequency of registering to vote, but more interest and knowledge about politics and more participation in protest marches and social reform groups.
 - Less expectation that others will cooperate to solve dilemmas of collective action (e.g., voluntary conservation to ease a water or energy shortage).
 - Less likelihood of working on a community project.
 - Lower likelihood of giving to charity or volunteering.
 - Fewer close friends and confidants.
 - Less happiness and lower perceived quality of life.
 - More time spent watching television and more agreement that 'television is my most important form of entertainment'.
- Diversity does not produce 'bad race relations' or ethnically-defined group hostility, our findings suggest. Rather, inhabitants of diverse communities tend to withdraw from collective life, to distrust their neighbours, regardless of the colour of their skin, to withdraw even from close friends, to expect the worst from their community and its leaders, to volunteer less, give less to charity and work on community projects less often, to register to vote less, to agitate for social reform more, but have less faith that they can actually make a difference, and to huddle unhappily in front of the television. Note that this pattern encompasses attitudes and behavior, bridging and bonding social capital, public and private connections. **Diversity, at least in the short run, seems to bring out the turtle in all of us.**
- The strongest predictors (controlling for everything else) are individual-level variables: age (younger people are less trusting), ethnicity (blacks and Hispanics are less trusting) and socioeconomic class (the educated, the well-off, and homeowners are more trusting). All of these individual-level patterns are well-established from past research. Next in importance are several contextual variables: poverty (less trust among inhabitants of poorer neighbourhoods), crime (less trust in high-crime areas) and ethnic diversity (less trust among inhabitants of ethnically heterogeneous neighbourhoods).....

- In short, we have tried to test every conceivable artifactual explanation for our core finding, and yet the pattern persists. **Many Americans today are uncomfortable with diversity.**
- Social psychologists and sociologists have taught us that people find it easier to trust one another and cooperate when the social distance between them is less. When social distance is small, there is a feeling of common identity, closeness, and shared experiences. But when social distance is great, people perceive and treat the other as belonging to a different category' (Alba & Nee 2003, 32). Social distance depends in turn on social identity: Our sense of who we are. Identity itself is socially constructed and can be socially de-constructed and re-constructed. Indeed, *this sort of social change happens all the time* in any dynamic and evolving society. For example, religious evangelism, social mobilization and political campaigning all involve the intentional transformation of identities.

Changed identity can also lead to changed behaviour. For example, the more university graduates identify with their alma mater, the greater their alumni donations. Although the linkage between identity and social capital is only beginning to be explored, it is an important frontier for research. The relationship between the two is almost certainly powerful and reciprocal: *Whom you hang out with probably affects who you think you are, and who you think you are probably affects whom you hang out with.*

Adapting over time, dynamically, to immigration and diversity requires the reconstruction of social identities, not merely of the immigrants themselves (though assimilation is important), but also of the newly more diverse society as a whole (including the native born).

- **Immigration policy** is not just about numbers and borders. It is also about fostering a sense of shared citizenship. Whatever decisions we reach on numbers and borders, America is in the midst of renewing our historical identity as a nation of immigrants, and we must remind ourselves how to be a successful immigrant nation:
- Tolerance for difference is but a first step. To strengthen shared identities, we need more opportunities for meaningful interaction across ethnic lines where Americans (new and old) work, learn, recreate, and live. Community centers, athletic fields, and schools were among the most efficacious instruments for incorporating new immigrants a century ago, and we need to reinvest in such places and activities once again, enabling us all to become comfortable with diversity.
- Most immigrants want to acculturate – to learn English, for example. Expanding public support for English-language training, especially in settings that encourage ties among immigrants and natives of diverse ethnic backgrounds, should be a high priority.
- Since the long-run benefits of immigration and diversity are often felt at the national level (scientific creativity, fiscal dividends, and so forth), whereas the short-run costs (fragile communities, educational and health costs, for example) are often concentrated at the local level, there is a strong case for national aid to affected localities.
- Our field studies suggest that locally based programs to reach out to new immigrant communities are a powerful tool for mutual learning. Religious institutions – and in our era, as a century ago, especially the Catholic church – have a major role to play in incorporating new immigrants and then forging shared identities across ethnic boundaries. Ethnically defined social groups (such the Sons of Norway or the Knights of Columbus or Jewish immigrant aid societies) were important initial steps toward immigrant civic engagement a century ago.

Bonding social capital can thus be a prelude to bridging social capital, rather than precluding it. To force civic and religious groups who work with immigrants to serve as enforcement tools for immigration laws, as some have suggested, would be exceptionally counterproductive to the goal of creating an integrated nation of immigrants.

- The task of becoming comfortable with diversity will not be easy or quick, but it will be speeded by our collective efforts and in the end well worth the effort. One great achievement of human civilization is our ability to redraw more inclusive lines of social identity. The motto on the Great Seal of the United States (and on our dollar bill) and the title of this essay –e pluribus unum– reflects precisely that objective – namely to create a novel 'one' out of a diverse 'many'.

B. Wisconsin Policy Research Institute Report

March 2008: “Economic Impact of Immigration on Green Bay”

Seventeen years ago, we predicted that the Hmong would make a serious contribution to Wisconsin’s economy, even though at the time a large portion were on welfare. That prediction has gained credibility over the years....

Today, Hispanics have moved into Green Bay in large numbers to find low-income jobs in Green Bay’s economy. short term, the Hispanics are providing those low income workers. On the other hand, there is little doubt that the taxes they pay do not equal the amount that local government spends on them. The best example is public education. The children of immigrants put an enormous financial pressure on the local public school systems.

Estimates are that Hispanics will grow from 10.7% of the Green Bay population in 2006 to at least 17% by 2017, and nearly 30% by 2032.

This may cause some people tremendous anxiety, but Hispanic immigrants are no different than any other immigrant group that has come to Wisconsin. Why would anyone go to a northern climate from a place like Mexico unless they were serious about economic opportunities and are willing to fill entry-level jobs?

More to the point, as Wisconsin’s population ages, we will need these immigrants in our future workforce to keep our economy vibrant. In that respect, the impact of immigration on Green Bay may place it in the most advantageous position of any Wisconsin city. They have a work base for the future, and it is not clear that other cities in our state will be able to match Green Bay.

James H. Miller, President

- (Overall ethnicity in the Green Bay Area Public School District as of now: 61% are caucasian, 19% are Hispanic, 8% are Asian, 7% are African American, and 5% are American Indian. Many other minorities are prevalent, but with miniscule percentages.)
- While immigrants use a disproportionate amount of *local* costs, especially schools, they contribute disproportionately through *federal* taxes for which they don’t receive back equivalent in transfer payments.
- Green Bay immigrants clearly have benefitted the local economy by starting businesses, saving and investing money, purchasing consumable goods, hiring employees, and creating the conditions for more efficient use of capital through the provision of their labor. Data on the impact of immigration on wages is mixed and inconclusive.

C. Robert Fairlie, “Immigrant Business Ownership”, November 2008

- Still, startups of businesses by Wisconsin immigrants is at a very poor level compared to the rest of the nation. Indeed, immigrants provide much vigor very early to the economy, starting on average 30% more businesses than natives do. Data indicates that First Generation immigrants constitute 12% of today's workforce, 12% of business owners and business income, and 11% of businesses with employees.

(Of interest, Greeks are most likely to start a business (25%), with Koreans, Italians and Iranians just behind. Regarding business size, the largest contingent of immigrant business owners are Mexicans, followed by Koreans, Indians and Chinese.)

D. Harry Dent, “The Roaring 2000s” (1998)

Regarding Creativity, immigrants in many countries and especially the U.S. have been responsible for major Innovation Waves. Dent's studies conclude that the 1898-1914 immigration wave in the U.S. drove the Roaring Twenties, and that the 1978-1991 one was a major factor in the 1990s dot.com boom. There is more evidence that Second Generation immigrants, coming from no background of comfort and, hence, are ambitious and aggressive thinkers and employees, drive even higher levels of innovation. Finally, there is the Every 80 Years Phenomenon ... a cycle evident over centuries that innovation, spending and cultural influence have peaks.

E. League of Women Voters Study, Annual Report, May 12, 2008

- Language is the primary issue. From that flows the person's ability to get a good-paying job, find good housing and ensure other basic needs are met. There are not enough opportunities for people to learn English offered at times when the immigrants can come. Some employers are offering English classes at the work site.
 - A good understanding of the English language is necessary for job training and getting necessary services.
 - NWTC, Literacy Green Bay, the public schools and some companies have English Language Learner programs, and are trying to expand them.
- All the leaders we talked with ... emphasized the need for unskilled workers in order to continue their flourishing businesses. They told us that if they can't find workers for the jobs they provide, the cost will fall upon the citizens in higher prices for products.
- Within the past few years, businesses such as banking have changed their operations, hiring and training immigrants who will be able to communicate with customers who do not speak English. (Banks have adapted to allow immigrants to wire money to relatives' banks in Mexico.)

Appendix Two

Other Perspectives

- **Study by Immigration Policy Center: *The Economics of Immigration: Legalizing Undocumented Immigrants a Key to U.S. Economic Recovery***
- **Pew Report Backs the Case for Legalizing Undocumented Immigrants (April 2009)**
 - <http://immigrationimpact.com/2009/04/15/pew-immigration-reform-undo...>
(Submitted by Steve Herro, Green Bay Diocese)
- **Data Supports Benefits of Immigration Reform in a Bear Market Economy (April 2009)**
 - <http://immigrationimpact.com/2009/04/13/economy-immigration-reform-...>
(Submitted by Steve Herro, Green Bay Diocese)