

**CITY-COUNTY COMMON MEETING
TUESDAY, NOVEMBER 19, 2019
COUNTY-CITY BUILDING 555 SOUTH 10TH STREET
ROOM 113 - BILL LUXFORD STUDIO
11:00 A.M. - 12:00 P.M.**

Location Announcement of Nebraska Open Meetings Act: A copy of the Nebraska Open Meetings Act is located on the wall at the back of the room

Present: Deb Schorr, Common Vice Chair; Sean Flowerday, Rick Vest and Christa Yoakum, County Commissioners; James Michael Bowers, Richard Meginnis, Jane Raybould, Bennie Shobe, Tammy Ward, Sandra Washington, City Council Members

Absent: Roma Amundson, County Commissioner; Roy Christensen, City Council Member; and Leirion Gaylor Baird, Mayor

Others Present: Ann Ames, Deputy Chief Administrative Officer; Dan Nolte, County Clerk; and Leslie Brestel, County Clerk's Office

Advance public notice of the Board of Commissioners Staff Meeting was posted on the County-City Building bulletin board and the Lancaster County, Nebraska web site and provided to the media on November 18, 2019.

The Vice Chair noted the location of the Open Meetings Act and opened the meeting at 11:02 a.m. Roll call attendance was taken.

AGENDA ITEM

1. APPROVAL OF COMMON MEETING MINUTES OF JUNE 4, 2018

MOTION: Shobe moved and Ward seconded approval of the June 4, 2018 Common Meeting minutes. Schorr, Flowerday, Vest, Yoakum, Bowers, Meginnis, Raybould, Shobe, Ward, and Washington voted yes. Amundson, Christensen and Gaylor Baird were absent. Motion carried 10-0.

2. ELECTION OF OFFICERS - Election of City-County Common Officers

The Vice Chair opened nominations for Chair.

MOTION: Shobe moved and Ward seconded to nominate Jane Raybould as Chair of the 2020 City-County Common.

Raybould accepted the nomination and proposed the Common move to quarterly meetings.

ROLL CALL: Schorr, Flowerday, Vest, Yoakum, Bowers, Meginnis, Raybould, Shobe, Ward, and Washington voted yes. Amundson, Christensen and Gaylor Baird were absent. Motion carried 10-0.

MOTION: Flowerday moved to nominate Rick Vest as Vice Chair of the 2020 City-County Common.

MOTION: Vest moved to nominate Roma Amundson as Vice Chair of the 2020 City-County Common.

Flowerday withdrew his nomination and seconded Vest's motion.

The Vice Chair restated the motion to nominate Roma Amundson as Vice Chair of the 2020 City-County Common.

ROLL CALL: Schorr, Flowerday, Vest, Yoakum, Bowers, Meginnis, Raybould, Shobe, Ward, and Washington voted yes. Amundson, Christensen and Gaylor Baird were absent. Motion carried 10-0.

3. PLACE MATTERS 3.0, COMMUNITY MAPPING OF DATA RELATED TO HEALTH FACTORS AND OUTCOMES - Lori Seibel, President, Community Health Endowment; Pat Lopez, Interim Director, Lincoln Lancaster County Health Department; Raju Kakarlapudi, Health Department Epidemiologist

Seibel reviewed the Place Matters 2019 presentation (Exhibit A).

Concerning poverty, it is increasing in all directions. Seibel defined poverty as earning \$25,000 or less per year for a family of four.

Raybould asked if areas with uninsured populations of more than 20% represent those who make too much to qualify for Medicaid but not enough to qualify for other insurance plans. Seibel answered poverty levels make insurance deductibles difficult to afford.

Seibel stressed access to health care is crucial as there is a correlation between uninsured individuals and fewer regular doctor visits.

Regarding tobacco use, there has been a reduction in tobacco use; however, vaping has increased. Seibel stated 27.4% of Lincoln Public Schools (LPS) youth have reported vaping this year.

Concerning childhood obesity, the rates have declined, however there are still areas of high obesity rates. Aerobic fitness is an important indicator of health.

Additionally, access to healthy food has been improved upon. Healthy food choices were added in convenience stores and markets in areas with limited access to healthy food. Also, a healthy food truck is available in areas with both the lowest healthy food scores and the lowest vehicle access. That food is made available from the Food Bank of Lincoln.

Seibel noted there is a 20-year difference in life expectancy between different areas of Lincoln.

A Place Matters 2019 map was also distributed (Exhibit B).

Kakarlapudi reviewed his presentation on community data from Census Tracts 4 and 5 (Exhibit C). He noted more than 70% of the individuals in Census Tract 5 spend more than 30% of their annual income on rent. Flowerday said high income housing was added in the Haymarket area during this timeframe.

Kakarlapudi stated a new reporting tool will be available in 2020 where a user can view various data points and Geographic Information System (GIS) mapping along with the Census Tracts in real time.

When asked if anyone knows how much it would cost to invest in early childhood programs, Seibel answered it would mean a community shift and supporting investments in such programs. Yoakum added it was a large component of the LPS Superintendent Facility Use study.

Flowerday inquired what would be one thing to change in the community to which Seibel said she would increase the community's education level regarding brain science, Kakarlapudi answered reducing smoking and vaping, and Lopez said extending the home visitation program.

A handout on the Community Health Endowment of Lincoln was also distributed (Exhibit D).

4. CITIES FOR CITIZENSHIP - Christa Yoakum, Lancaster County Commissioner

Yoakum stated she attended the Cities for Citizenship conference. This is a movement where cities actively help individuals achieve United States citizenship and is part of the Partnership for New Americans. South Sioux City is the only city in Nebraska who is participating. Cities for Citizenship tries to address the gap in who is eligible for citizenship and who naturalizes.

Yoakum discussed the New American and Inclusion Prosperity Act that would reduce citizenship fees and strengthen future immigration reform. She noted asylum, naturalization and docket fees among others are increasing.

Additionally, Yoakum noted the City of Lincoln is part of the Cities for Action and the Welcoming America/Welcoming Cities programs. The New Americans task force will present data to the City Council and the County Board.

Materials from the Cities for Citizenship conference were distributed (Exhibits E and F).

5. REVIEW OF COMMON BY-LAWS

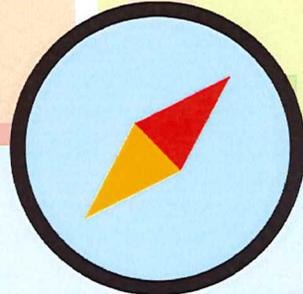
Schorr proposed quarterly meetings in February, May, August and November of 2020 alternating between the third Mondays at 1:00 p.m. and the third Tuesdays at 11:00 a.m. It was the consensus of the group for the February meeting to be held on Tuesday, February 18 at 11:00 a.m.

Raybould encouraged the group to submit ideas for February agenda topics.

6. ADJOURNMENT

MOTION: Washington moved and Shobe seconded to adjourn at 12:06 p.m. The motion carried unanimously.

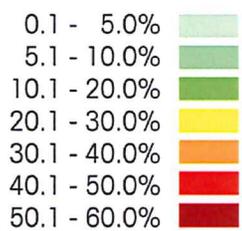
Submitted by Leslie Brestel, County Clerk's Office



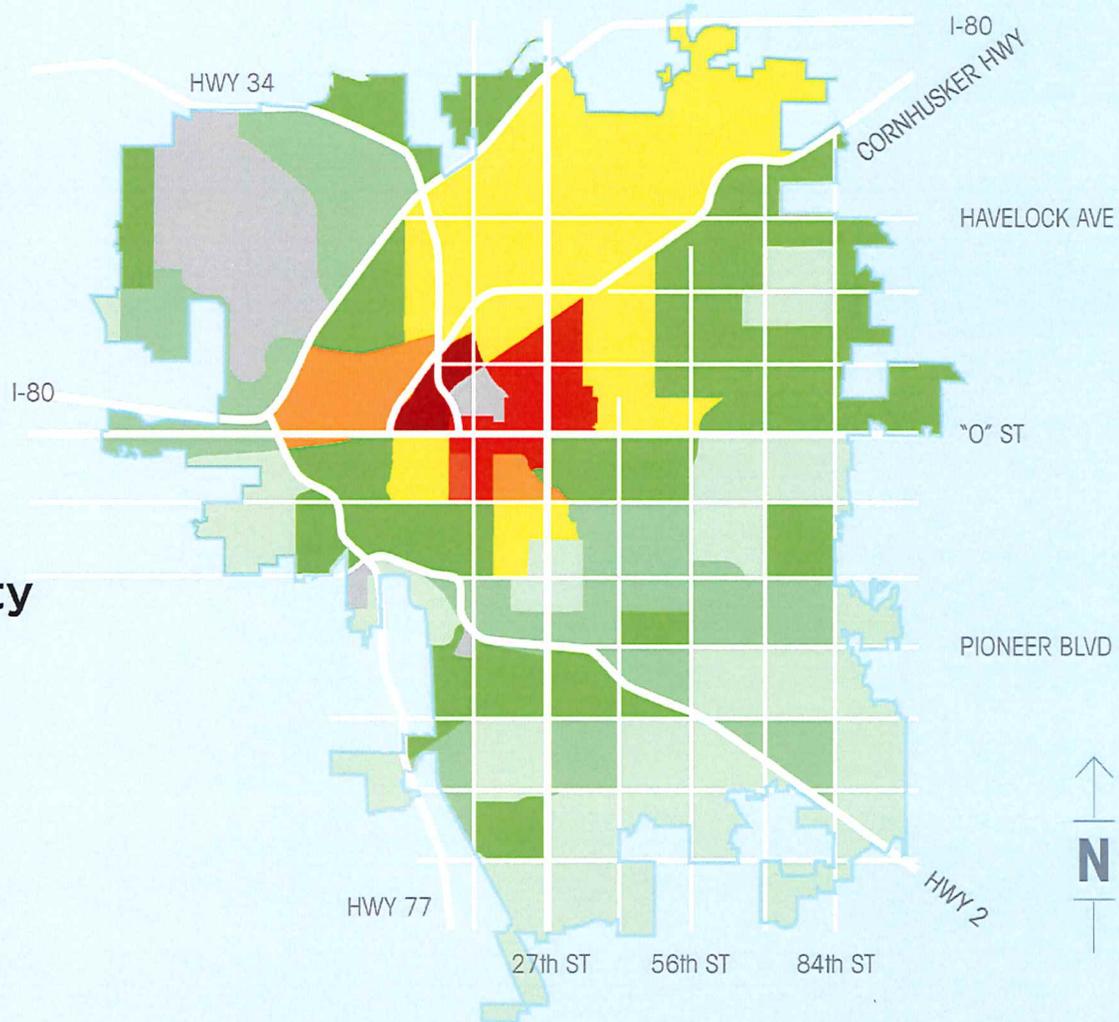
PLACE matters

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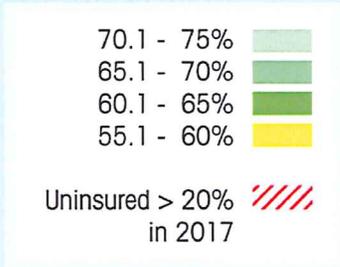
2013 - 2017 People Living in Poverty



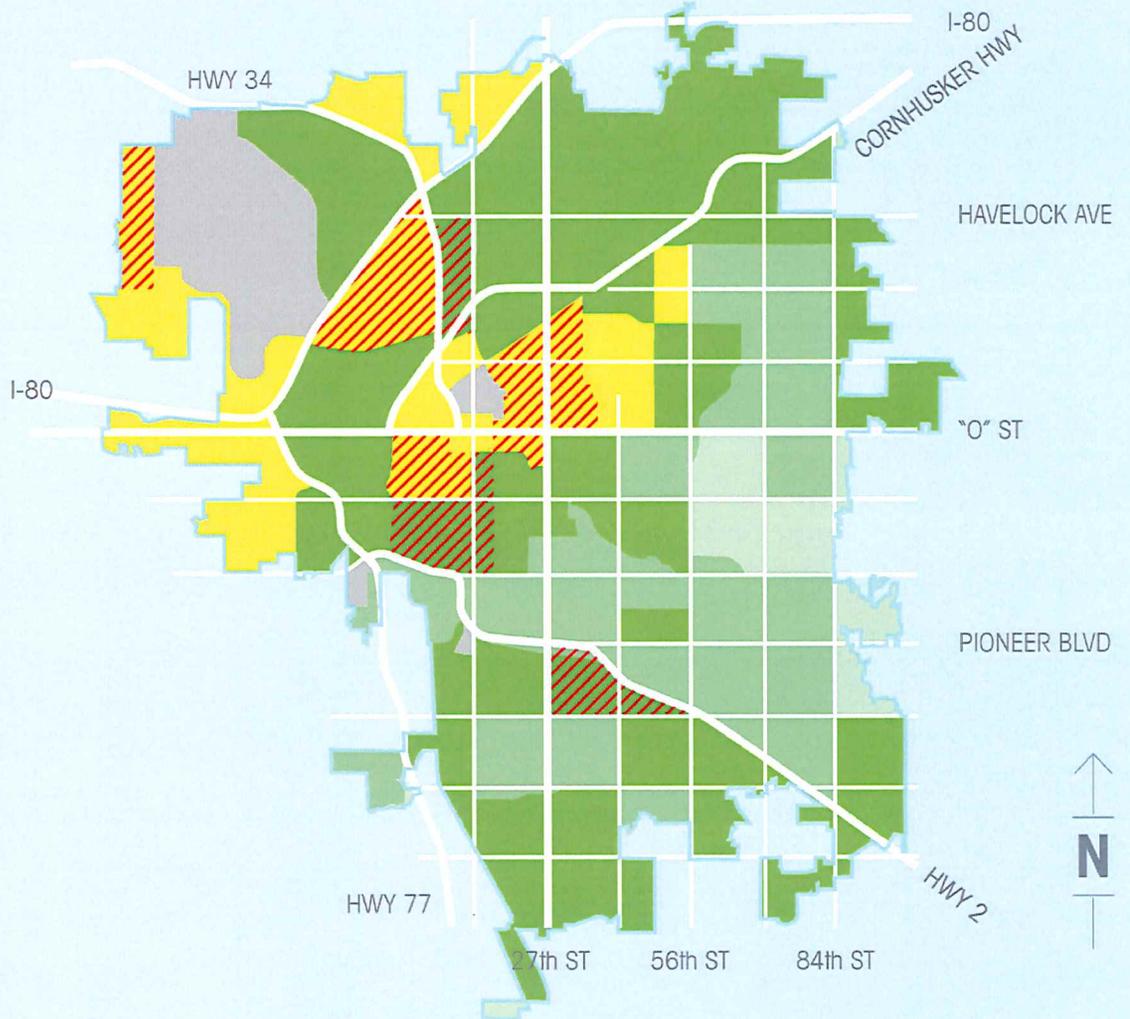
SOURCE: U.S. CENSUS BUREAU
MAP: LLCHD



2016 Adult Visits to Doctor for a Routine Checkup

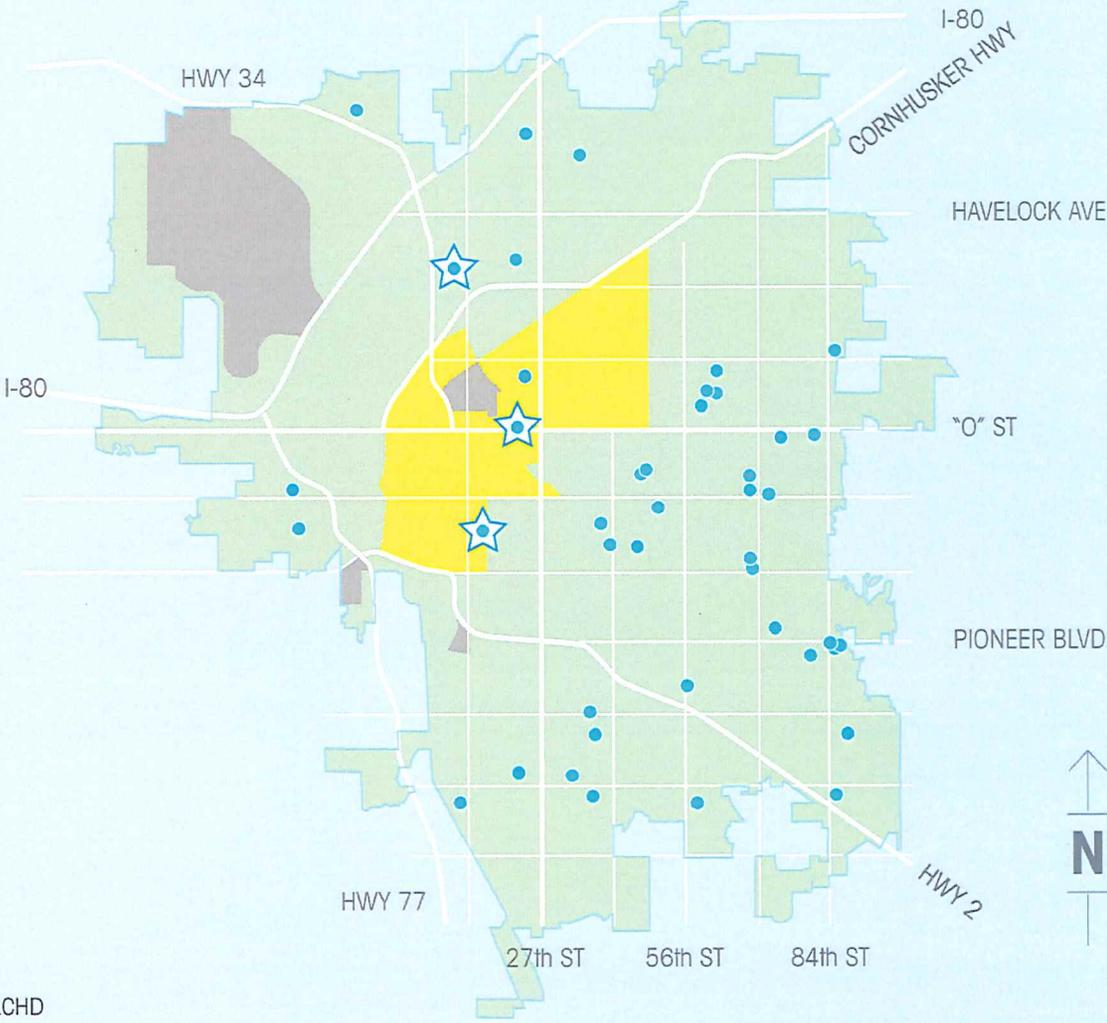


SOURCE: U.S. CENSUS BUREAU
MAP: LLCHD



2019 Primary Medical Care

Primary Care ●
Medically Underserved Area (MUA) ■

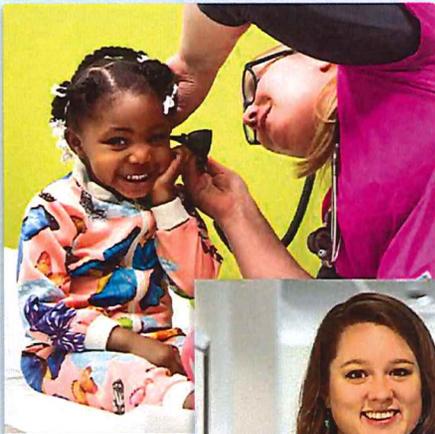


SOURCES: LANCASTER COUNTY MEDICAL SOCIETY,
UNMC HEALTH PROFESSIONS TRACKING SERVICE; MAP: LLCHD

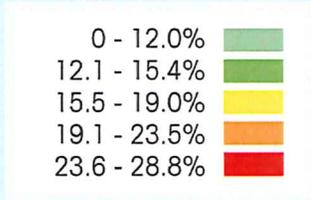




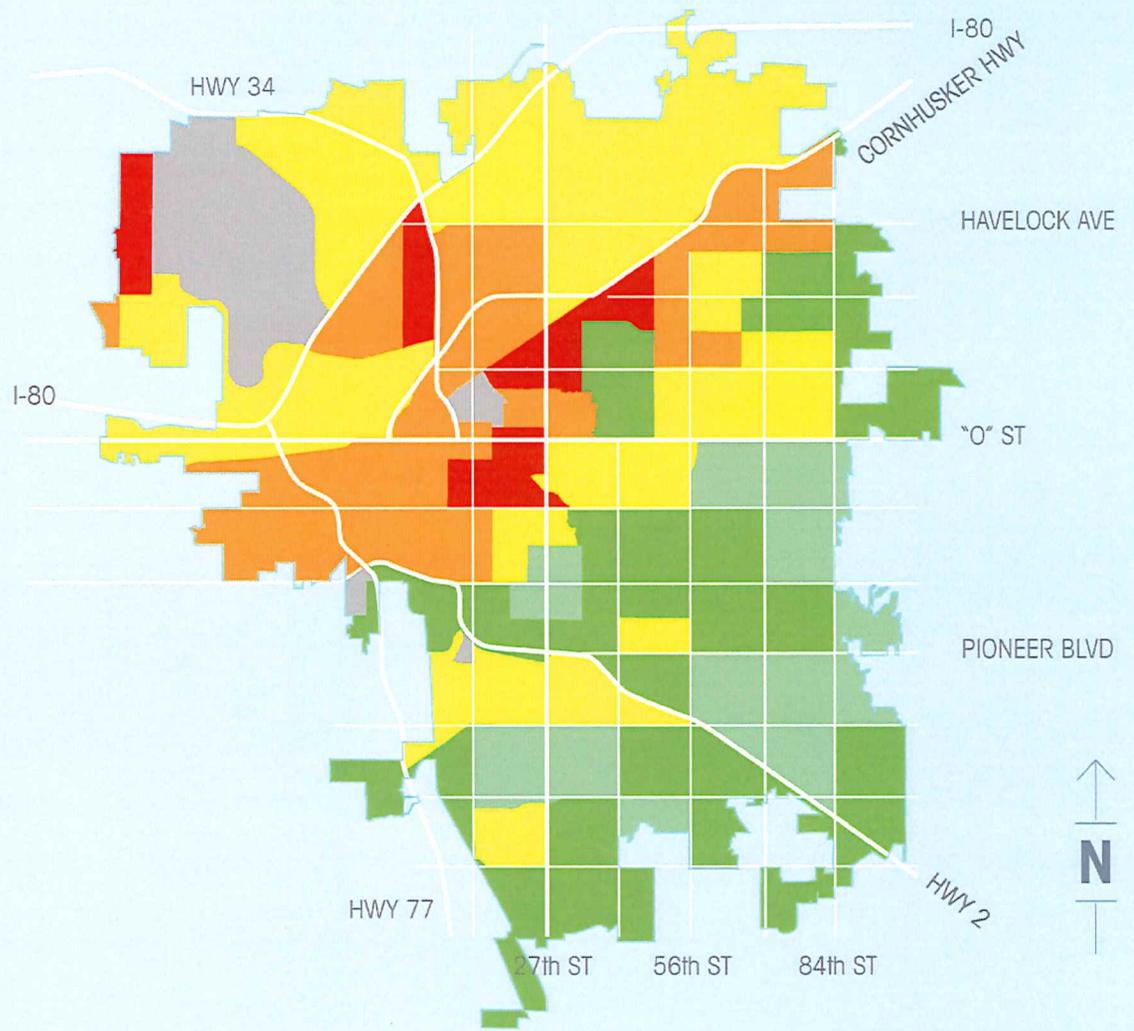
Health 360 Integrated Clinic



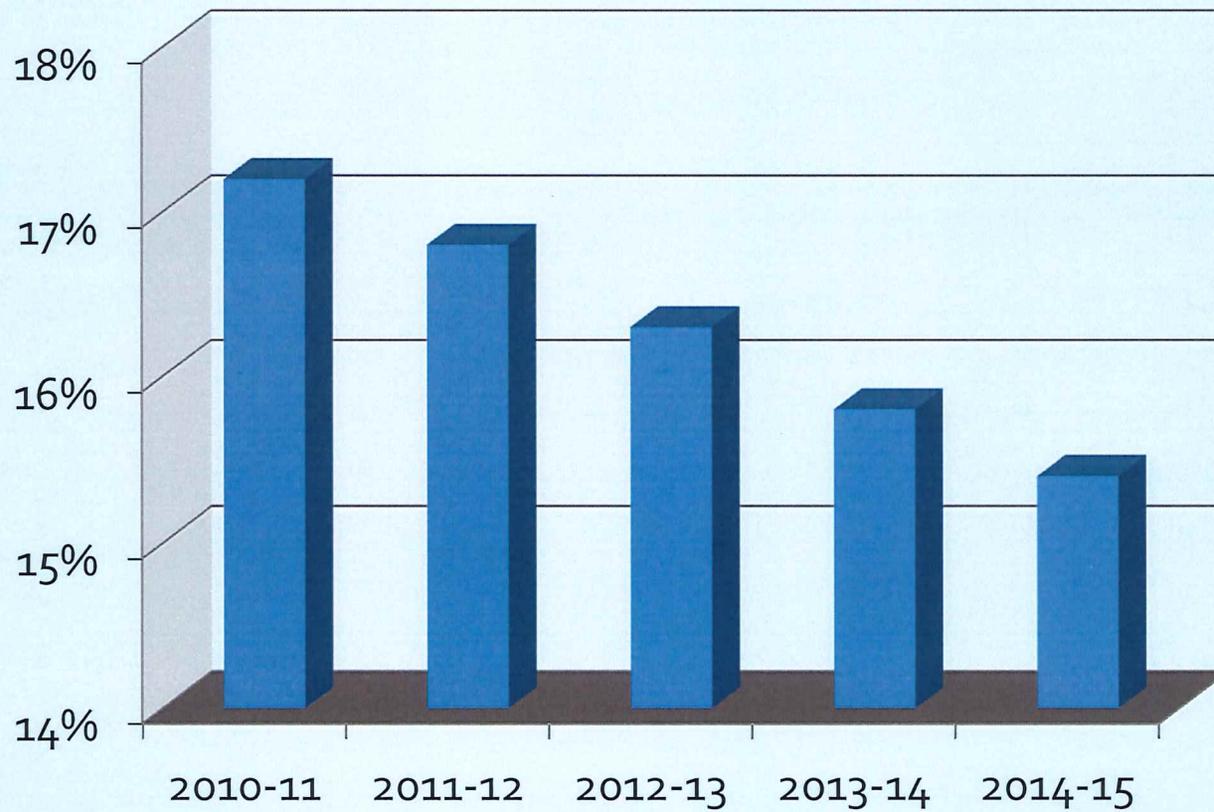
2016 People 18+ Who Smoke Tobacco



SOURCE: CDC BRFFSS
MAP: LLCHD

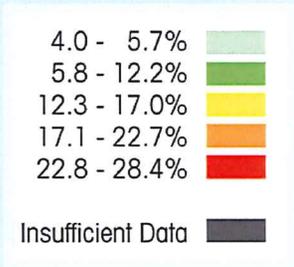


Childhood Obesity in Lincoln, NE

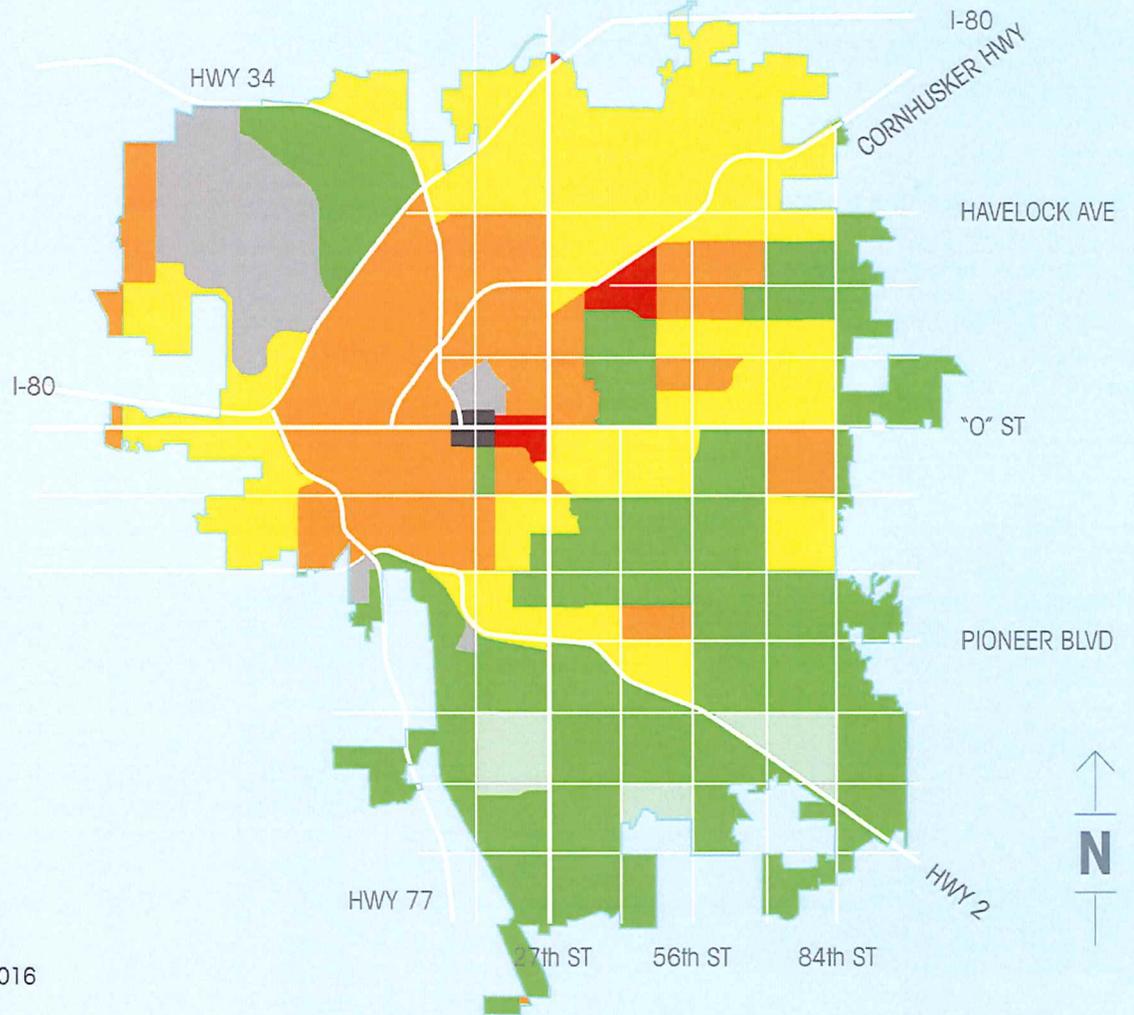


SOURCE: LINCOLN PUBLIC SCHOOLS, K-8

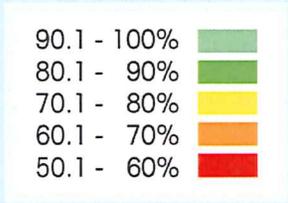
Children K - 4 Considered Obese



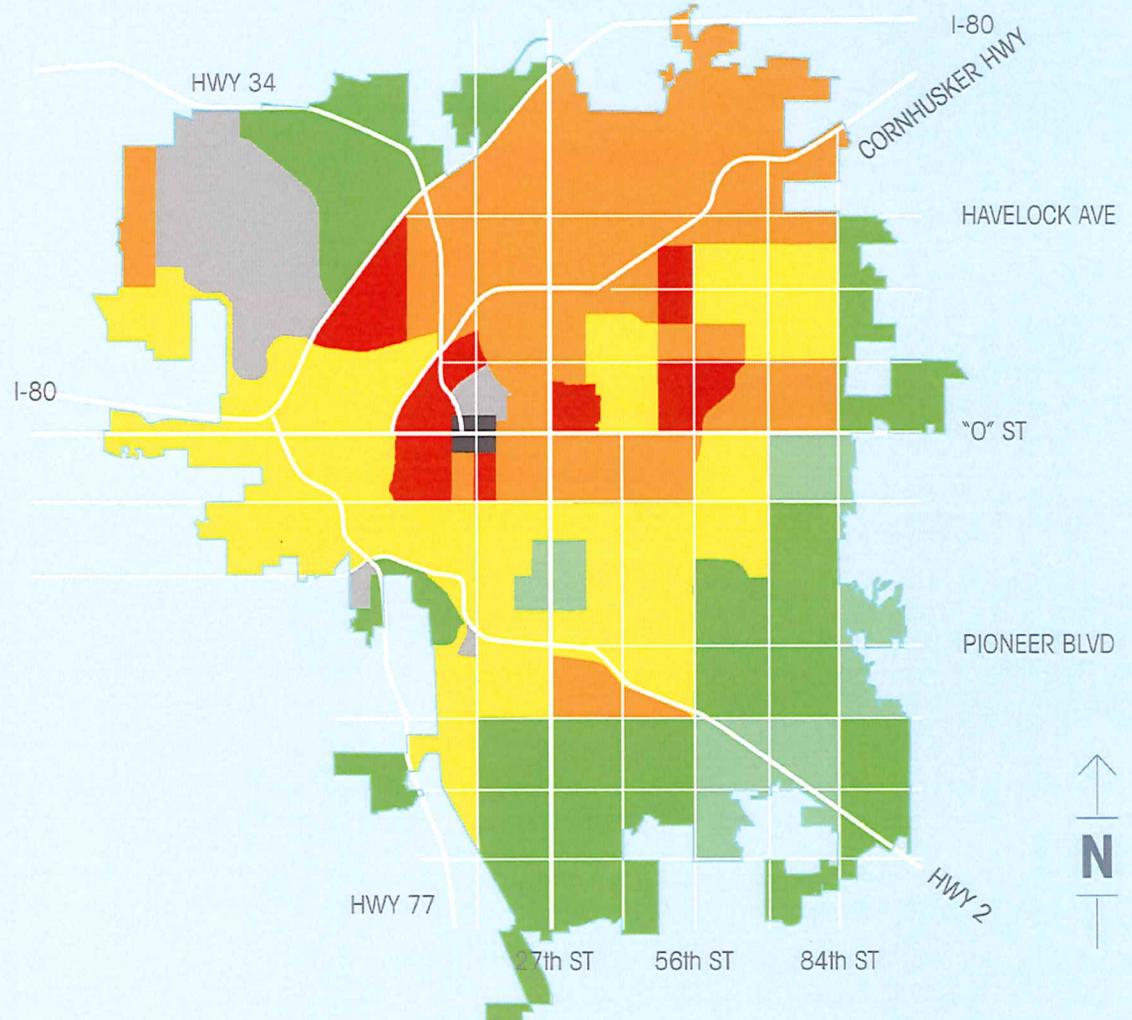
SOURCE: LINCOLN-LANCASTER COUNTY HEALTH DEPT., 2016

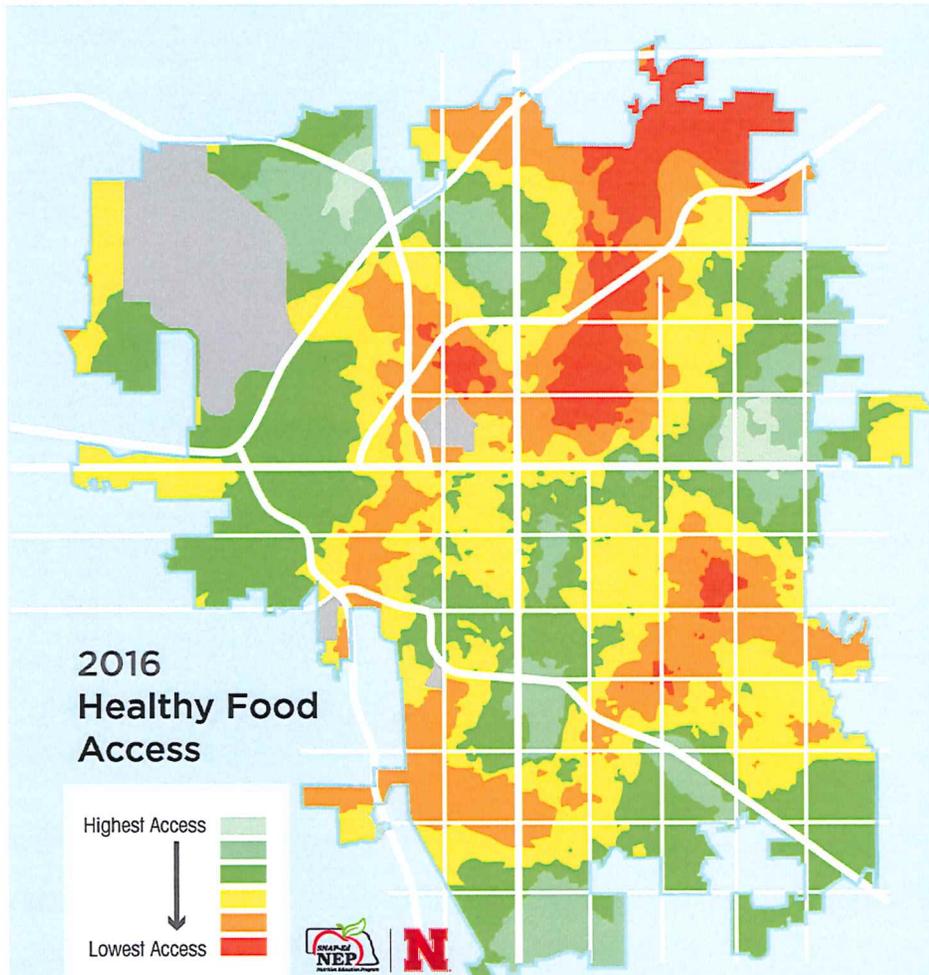


2019 Children Grades 4-8 Passing PACER Test

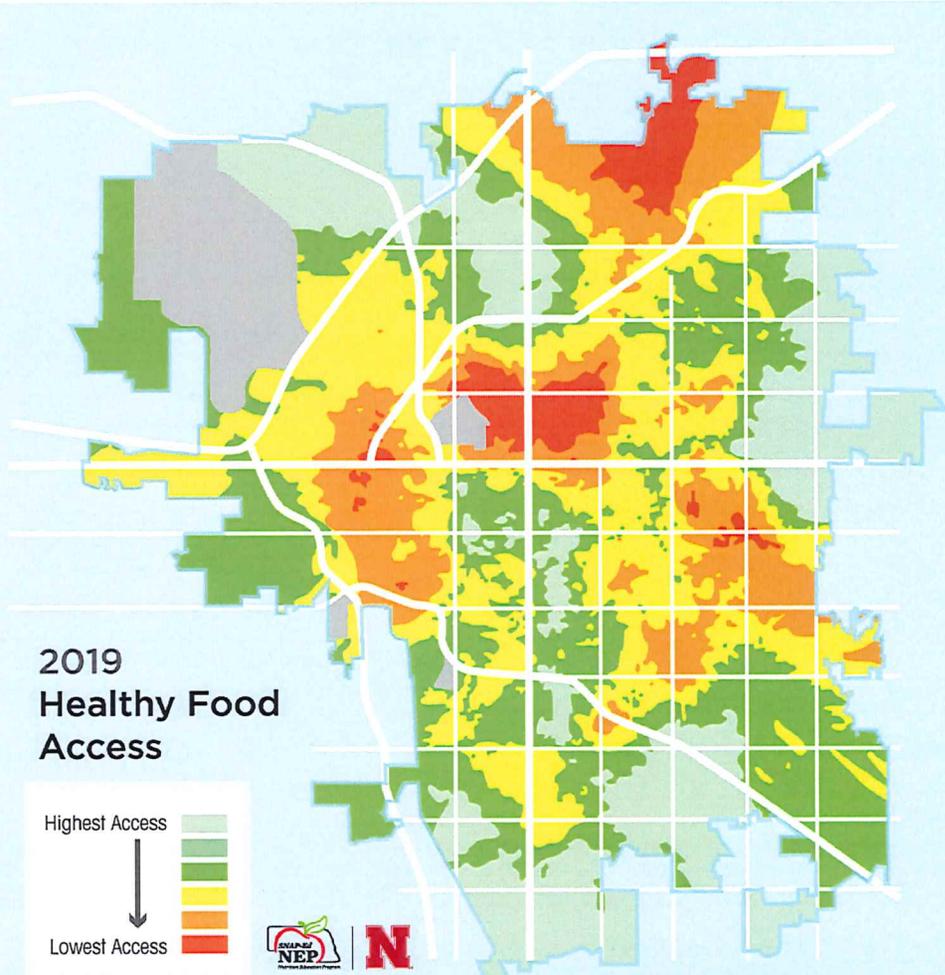


SOURCE: LPS
MAP: LLCHD





SOURCE: NEBRASKA EXTENSION (NEBNEMS-S DATA) AND THE U.S. CENSUS BUREAU ACS (VEHICLE ACCESS DATA); MAP: CITY OF LINCOLN URBAN DEVELOPMENT



SOURCE: NEBRASKA EXTENSION (NEBNEMS-S DATA) AND THE U.S. CENSUS BUREAU ACS (VEHICLE ACCESS DATA); MAP: CITY OF LINCOLN URBAN DEVELOPMENT







Lincoln Fresh

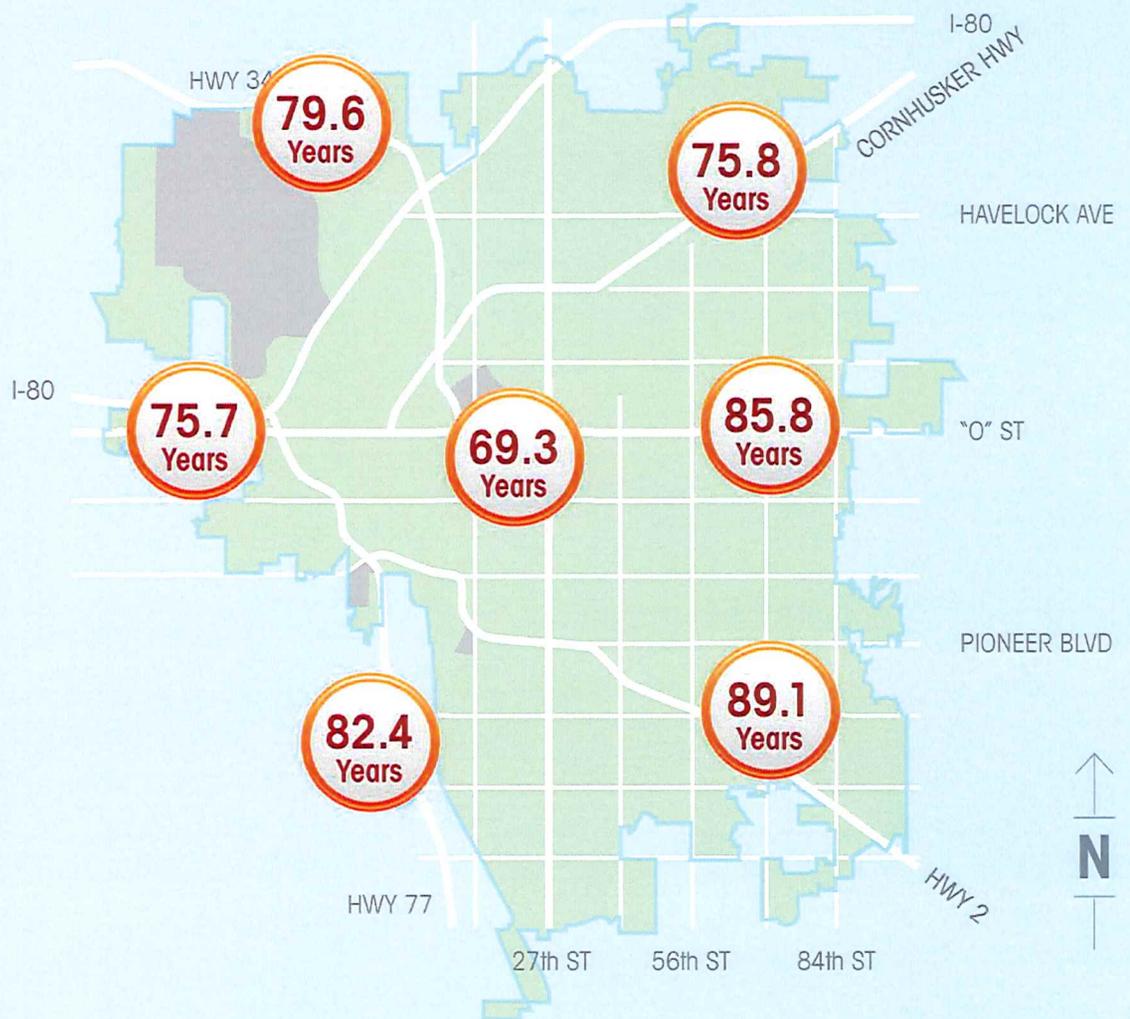
- 16 stops determined by Place Matters mapping
- 83,520 pounds (42 tons!) of fresh produce distributed April – September
- Average = 9 pounds/person
- Cost of produce = \$14,000
Value of produce = \$125,000



2013 - 2017 Life Expectancy

80.4 Life Expectancy
in Lancaster County

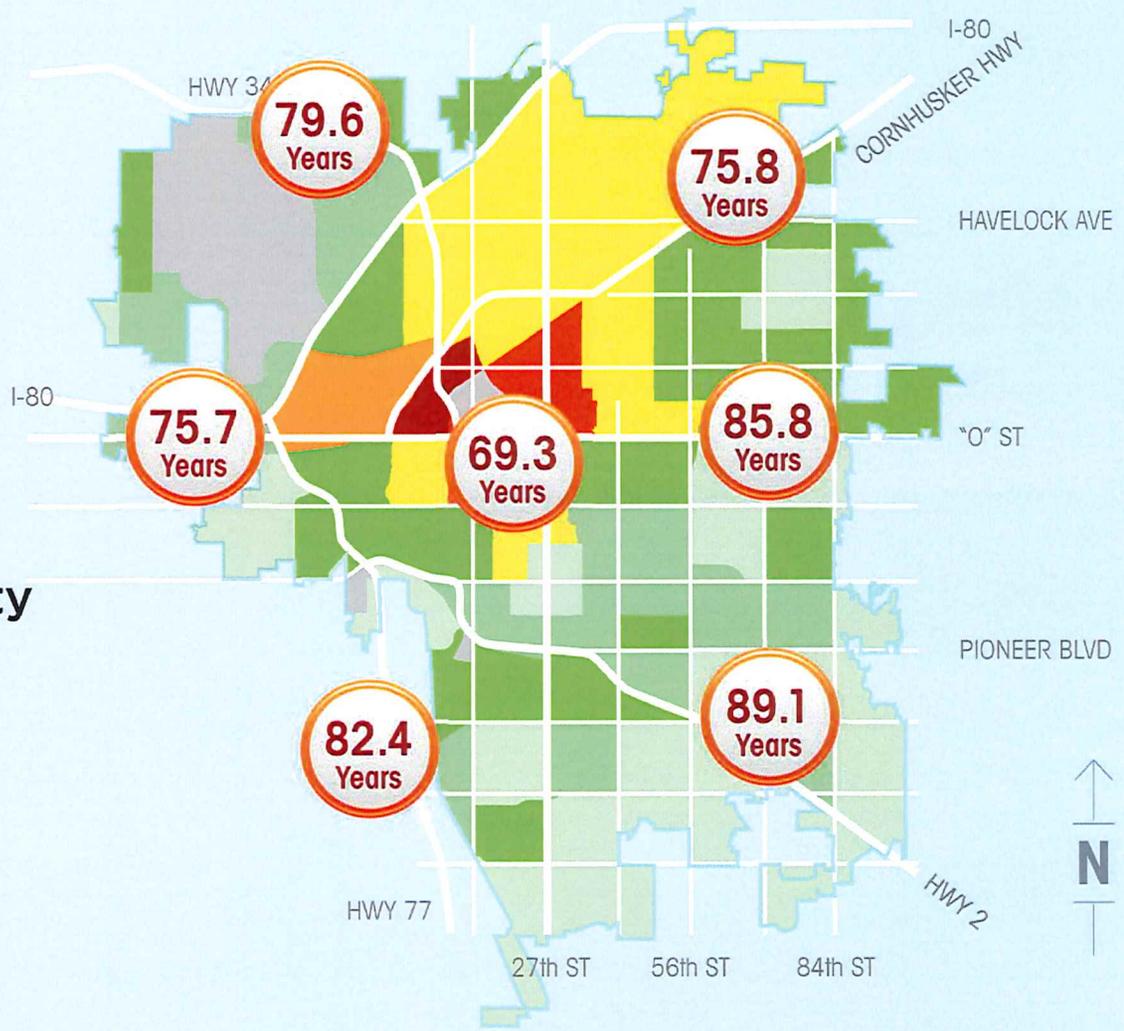
SOURCE: LANCASTER COUNTY VITAL RECORDS
MAP: LLCHD



2013 - 2017 People Living in Poverty



SOURCE: U.S. CENSUS BUREAU



EXHIBIT

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PLACE matters

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Community Health Endowment of Lincoln

in partnership with the
Lincoln-Lancaster County
Health Department



Table of Contents

Poverty 1980.....	4
Poverty 2013–2017	5
First Trimester Prenatal Care 2013–2015	6
First Trimester Prenatal Care 2015–2017	7
Changes in Health Insurance Coverage Between 2012 and 2017.....	8
Adult Visits to Doctor for a Routine Check Up 2016	9
Primary Medical Care and Dental Care 2019.....	10
Tobacco Use 2016.....	11
Youth Fitness 2019.....	12
Healthy Food Access 2019.....	13
Life Expectancy 2013–2017	14
Call to Action.....	15

SPECIAL THANKS TO:

Lancaster County Medical Society
Lincoln Public Schools
City of Lincoln
Urban Development Department

Nebraska Department of Health and
Human Services, Division of Public Health
Nebraska Extension
Partnership for a Healthy Lincoln



Place Matters 3.0 2019

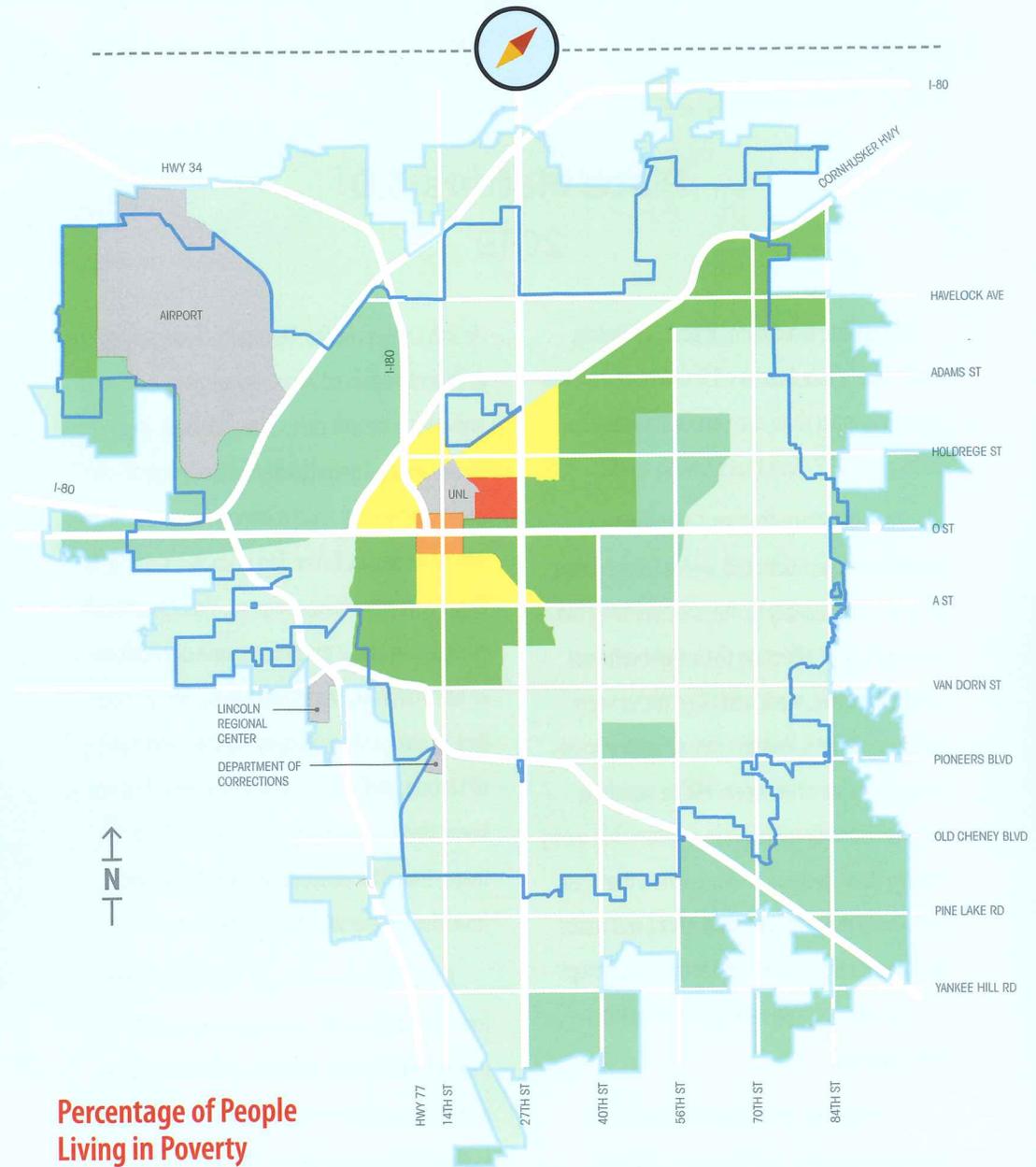
Third time is a charm. If that old saying holds true, Place Matters 3.0 will have an even greater impact than the versions released in 2015 and 2017. And that's saying a lot.

Since the Place Matters Community Mapping Project debuted, we've learned that people relate deeply to maps where they can see the factors affecting the neighborhoods where they live, work and play. We've seen people gain new insights into neighborhoods where they've never been. We've watched organizations become more comfortable using data in their decision making when they can see where time, money, and effort will make the biggest impact. We've learned that maps can sometimes raise more questions than they answer.

Place Matters 3.0 shows us that policy changes can make a difference – rates of first trimester prenatal care improved when changes in state policy provided more pregnant women with access to care. Lincoln intentionally located two Federally Qualified

Health Centers in our Medically Underserved Area and improved access to primary, pediatric and dental health care. Place Matters also shows that targeted projects have impact – access to healthy food is improving in the areas where Nebraska Extension is implementing its Choose Healthy Here program. Though difficult to map, we know that the mobile distribution of free fruits and vegetables in targeted areas by Lincoln Fresh, a program of the Food Bank of Lincoln, will make a difference, too. And we know there is much more to learn – from the maps, from the people who use them, and from the people who live in the community.

An African Proverb says, "There are three friends in this world: courage, sense, and insight." With three versions of Place Matters complete, we have deeper insight into health in this place we call home. We've made sense of the data by making it visual and relevant. Now, with courage to act, we will continue to make Lincoln a healthier community, map by map.



Percentage of People Living in Poverty

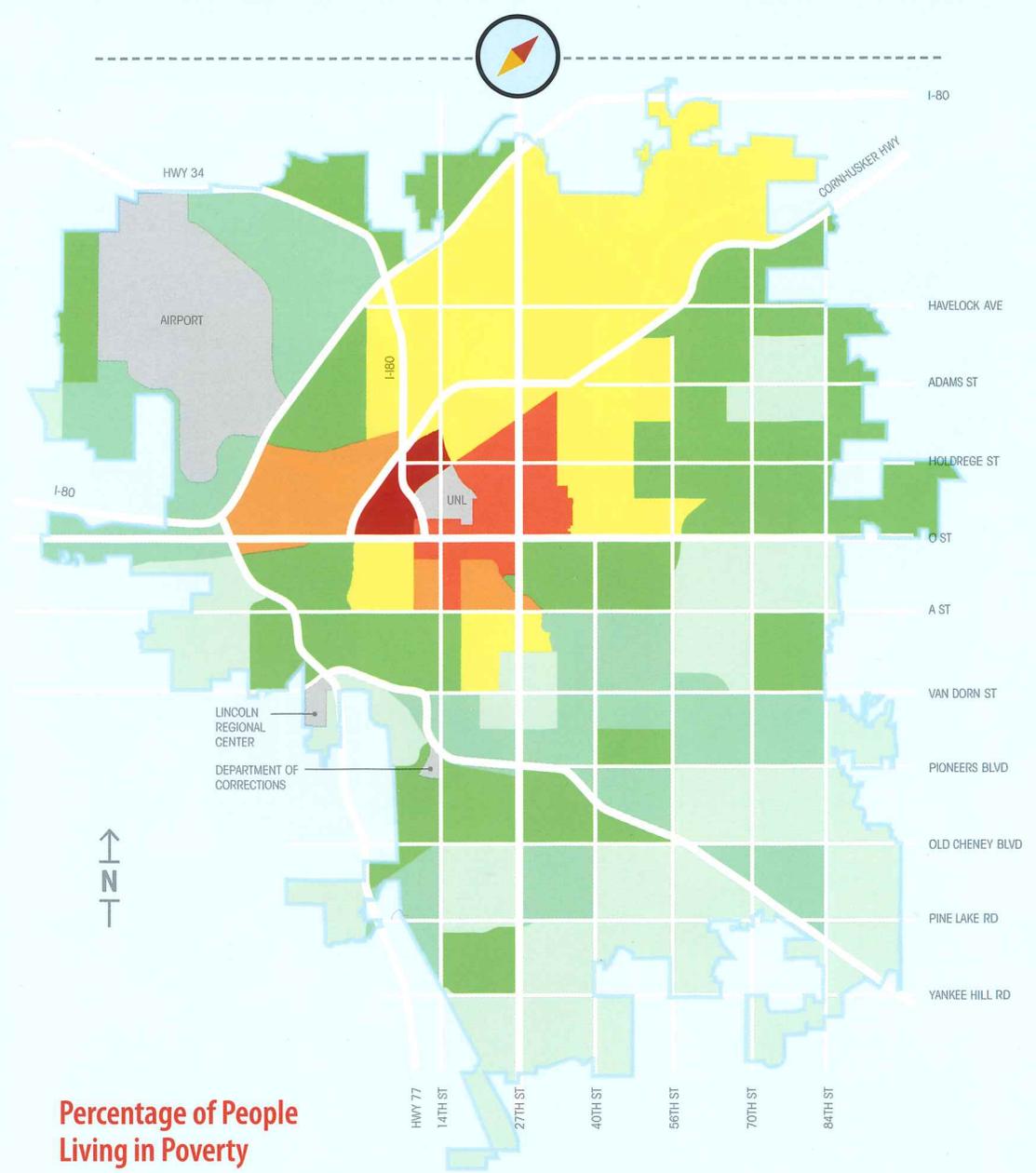
- 0-5%
- 5.1-10%
- 10.1-20%
- 20.1-30%
- 30.1-40%
- 40.1-50%
- Excluded
- Current City Limits
- 1980 City Limits

Data Source: U.S. Census Bureau
 Map: Lincoln-Lancaster County Health Department (LLCHD)

Poverty 1980

In 1980, 8.6% of Lancaster County residents were considered to be living in poverty. Across the city, 18 census tracts had at least 10% of residents living in poverty.* Over the past four decades, poverty has expanded in every direction from Lincoln's core. Poverty should be viewed as the "cause of causes" and the most powerful predictor of disease and mortality.

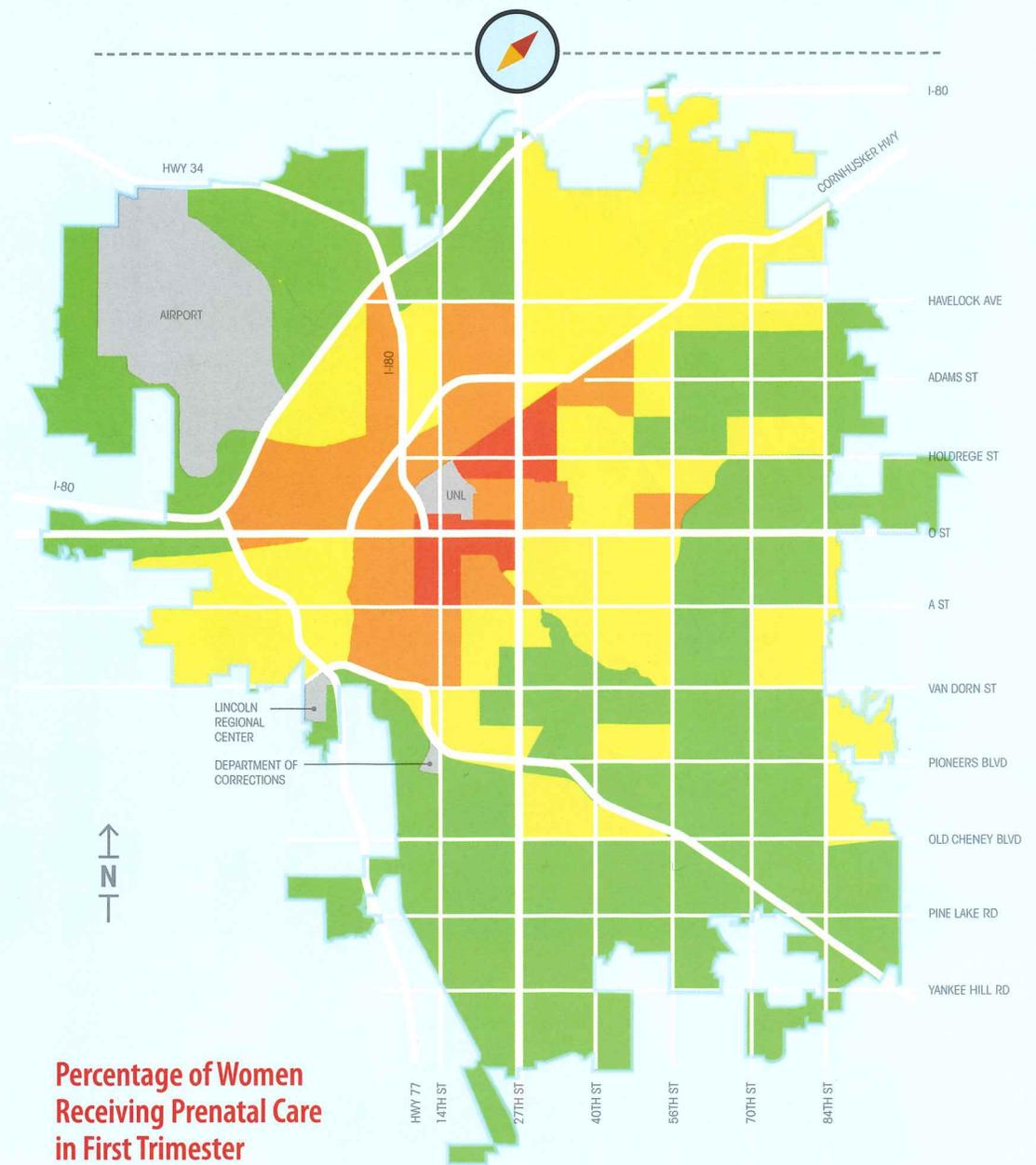
* Poverty is defined as 100% of the federal poverty threshold as determined by the U.S. Census Bureau.



Poverty 2013-2017

The most current data shows 15.1% of Lincoln residents live in poverty. Of 70 census tracts mapped in Lincoln, 40 (57%) have at least 10% of residents living in poverty. This compares to 18 census tracts of 50 (36%) in 1980. The number of census tracts with at least 30% of residents living in poverty has dramatically increased, from two in 1980 to 12 in 2013-2017. For the first time, one census tract has more than 50% of residents living in poverty.

Data Source: U.S. Census Bureau
Map: LLCHD



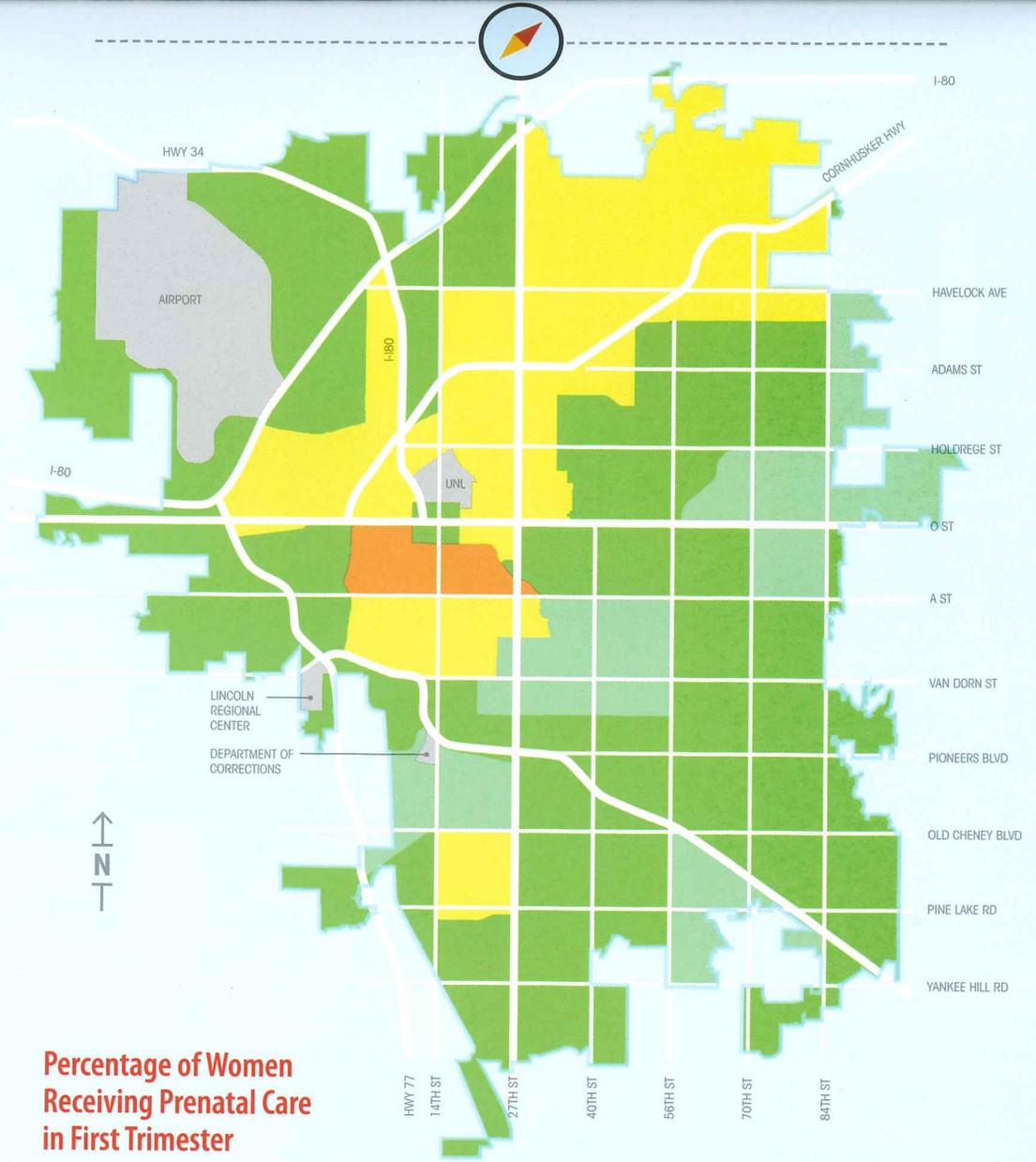
Percentage of Women Receiving Prenatal Care in First Trimester

- 80-89.9%
- 70-79.9%
- 60-69.9%
- 50.1-59.9%
- Excluded
- City Limits

*Data Source: Lancaster County Vital Records
Map: LLCHD*

First Trimester Prenatal Care 2013-2015

Prenatal care, especially in the first trimester, is important for the health of the infant and mother. Women who receive late or no prenatal care are more likely to have babies with health problems, including low birth weight. In 2013-15, not a single census tract met Lincoln's goal that 90% of pregnant women receive care in the first trimester. An improving economy, Medicaid enhancements, and targeted programming have resulted in significant improvements for Lincoln's pregnant women. (See next map).



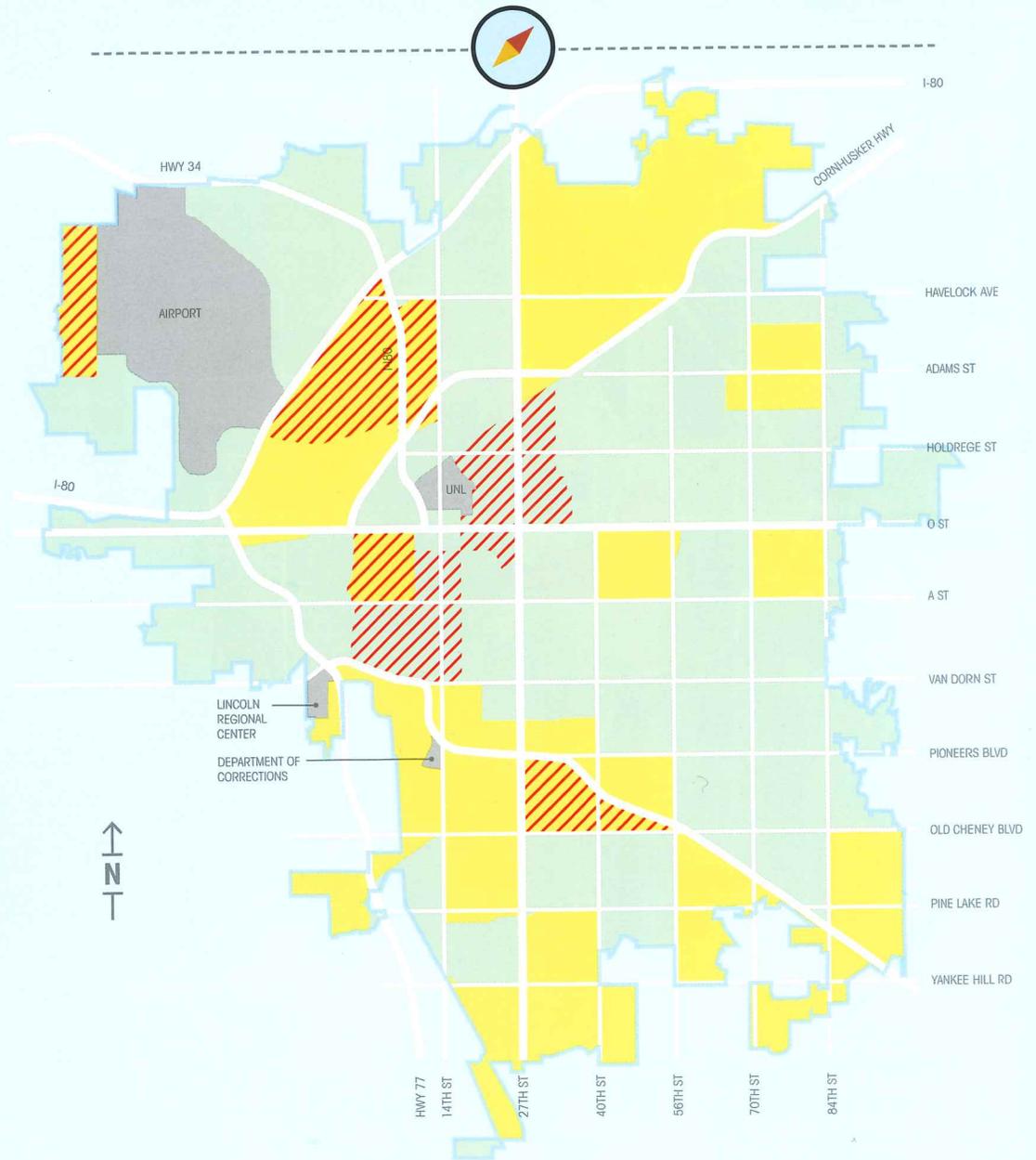
**Percentage of Women
Receiving Prenatal Care
in First Trimester**

- 90-92%
- 80-89.9%
- 70-79.9%
- 60-69.9%
- 50.1-59.9%
- Excluded
- City Limits

*Data Source: Lancaster County
Vital Records
Map: LLCHD*

**First Trimester Prenatal Care
2015-2017**

The percentage of women receiving first trimester prenatal care in Lincoln has improved sharply since 2013-15. During that time, not a single census tract met Lincoln's goal that 90% of pregnant women receive care in the first trimester. Data for 2015-17 shows eight census tracts now meet this goal. In 2013-15, there were 15 census tracts where less than 70% of pregnant women received first trimester care. This improved to only four census tracts in 2015-17. Overall, the percentage of pregnant women receiving prenatal care in Lincoln increased from 77.2% (2013-2015) to 82.8% (2015-2017).

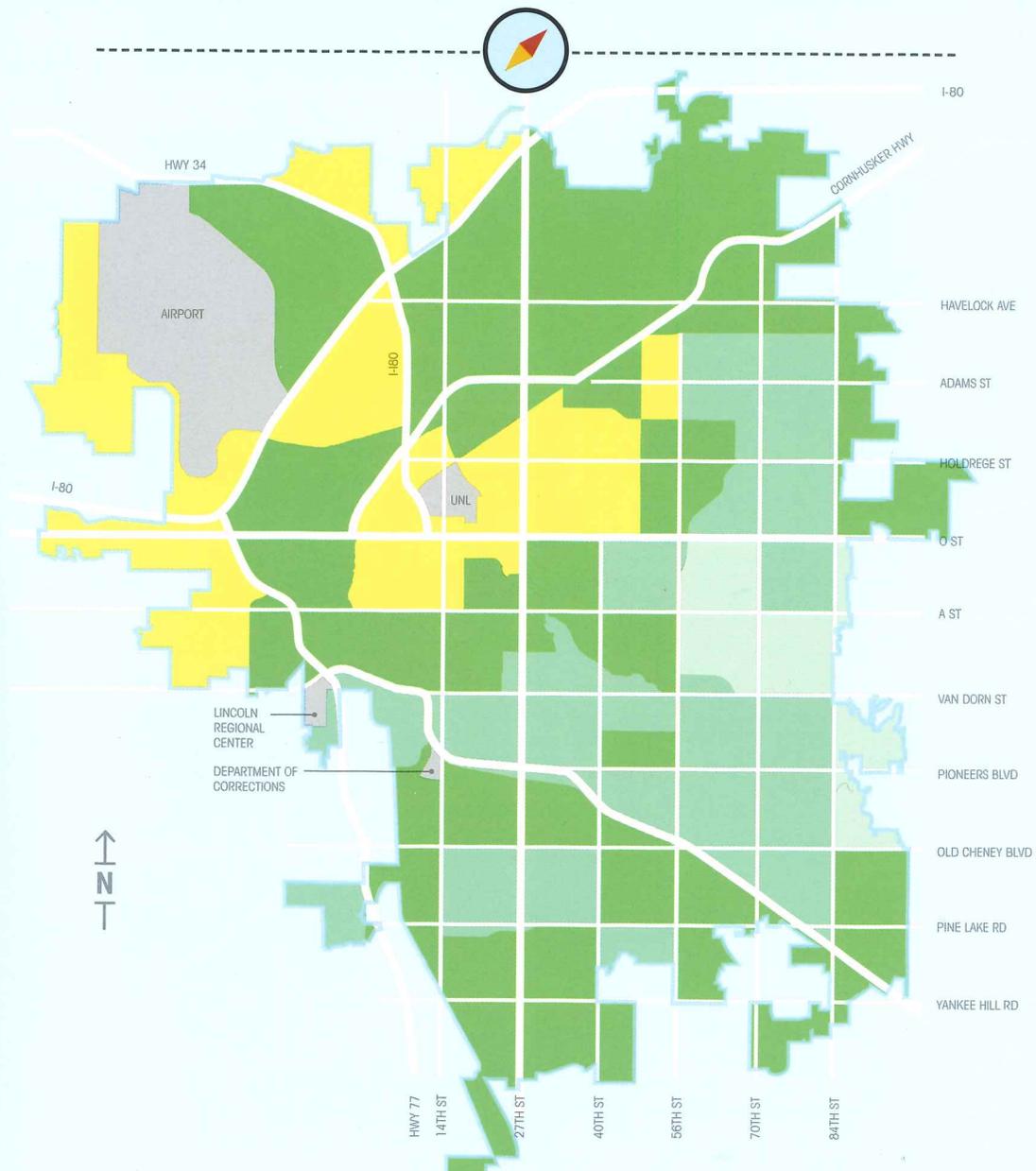


-  Uninsured > 20% in 2017
-  Uninsured Rate Decreased
-  Uninsured Rate Increased
-  Excluded
-  City Limits

Data Source: U.S. Census Bureau
 Map: LLCHD

Changes in Health Insurance Coverage Between 2012 and 2017

The percentage of adults ages 18-64 who have current health insurance coverage has improved, largely as a result of the Affordable Care Act which provided coverage to an additional 4,000 Lincoln residents. In light of Nebraska voter approval of Medicaid expansion, more improvement can be expected. This map highlights how health insurance coverage has changed since 2012. The hatch marks show where lack of coverage still exceeds 20%.

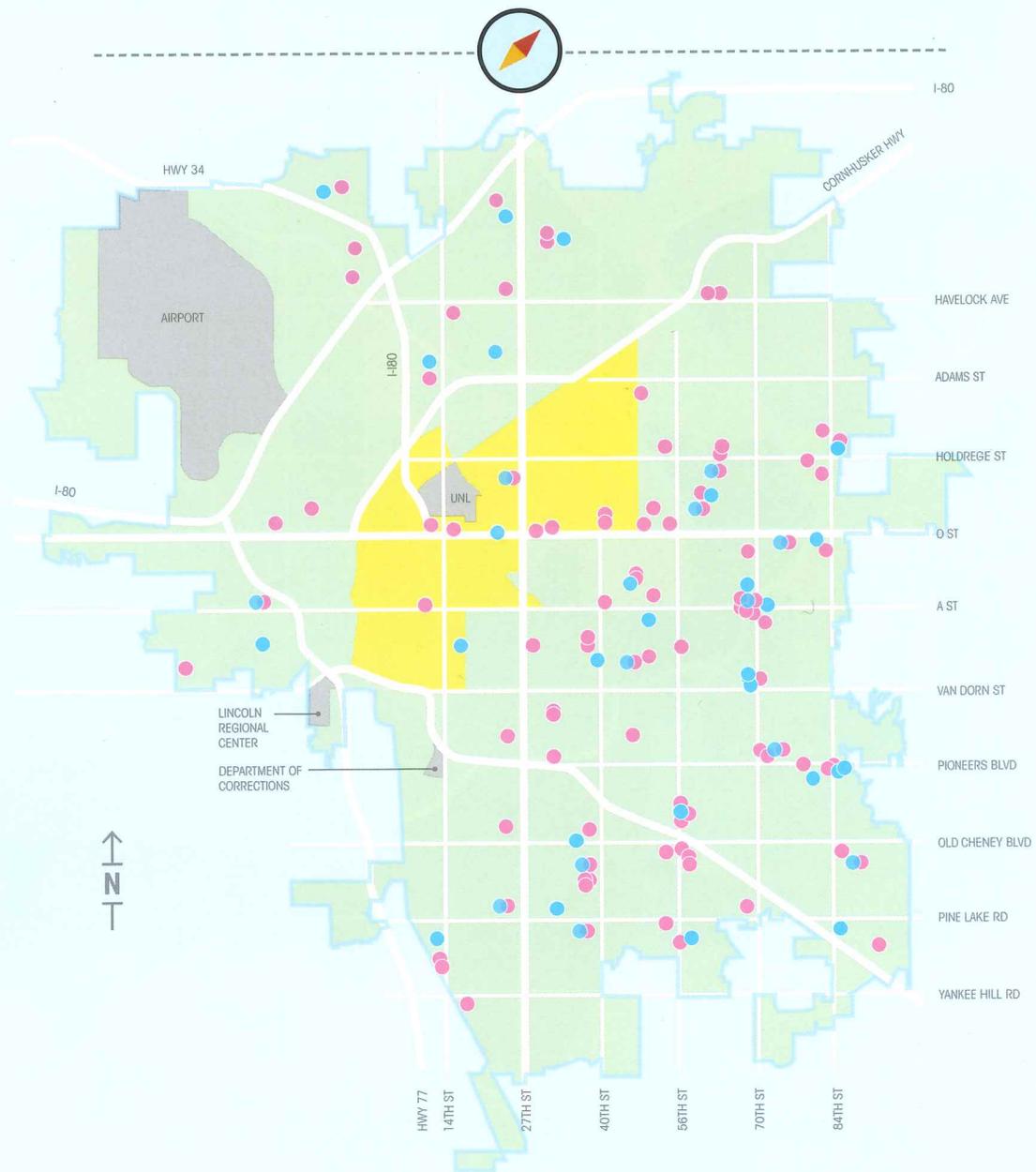


- 70.1-75%
- 65.1-70%
- 60.1-65%
- 55.1-60%
- Excluded
- City Limits

Data Source: Centers for Disease Control (CDC), Behavioral Risk Factor Surveillance System (BRFSS)
 Map: LLCHD

Adult Visits to Doctor for a Routine Check Up 2016

Visiting a health care provider annually for a routine checkup can detect problems early when there are better opportunities for treatment and cure. Establishing a relationship with a physician – creating a medical home – is an important step toward a longer, healthier life. The map shows the percentage of individuals age 18 and over who reported they visited a physician within the past year ranges from 55% to 73%, with an overall rate of 66.7%.

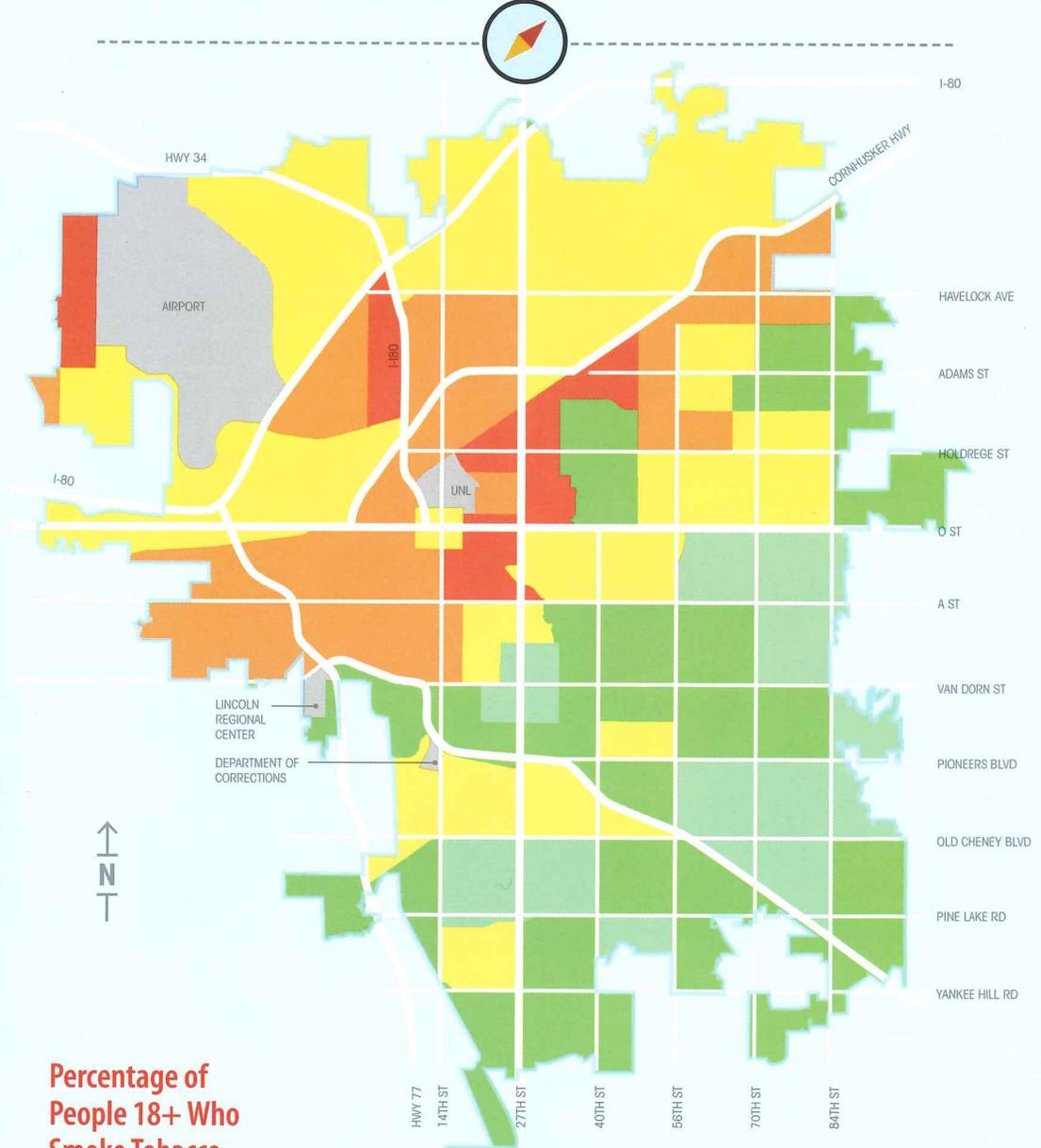


- Primary Care
- Dental Care
- Medically Underserved Areas
- Excluded
- City Limits

*Data Source: Lancaster County Medical Society, UNMC Health Professions Tracking Service
Map: LLCHD*

Primary Medical Care and Dental Care 2019

This map identifies the locations of primary medical care (family medicine, internal medicine and pediatric) and dental care in Lincoln. While market forces remain a key factor in determining practice location, Lincoln has deliberately located primary care in medically underserved areas and expanded access to dental care. This map does not distinguish between clinics that accept Medicaid or uninsured patients and those that don't. Rather, this map illustrates the geographic disparity of medical and dental services and the lack of a health presence in some neighborhoods.



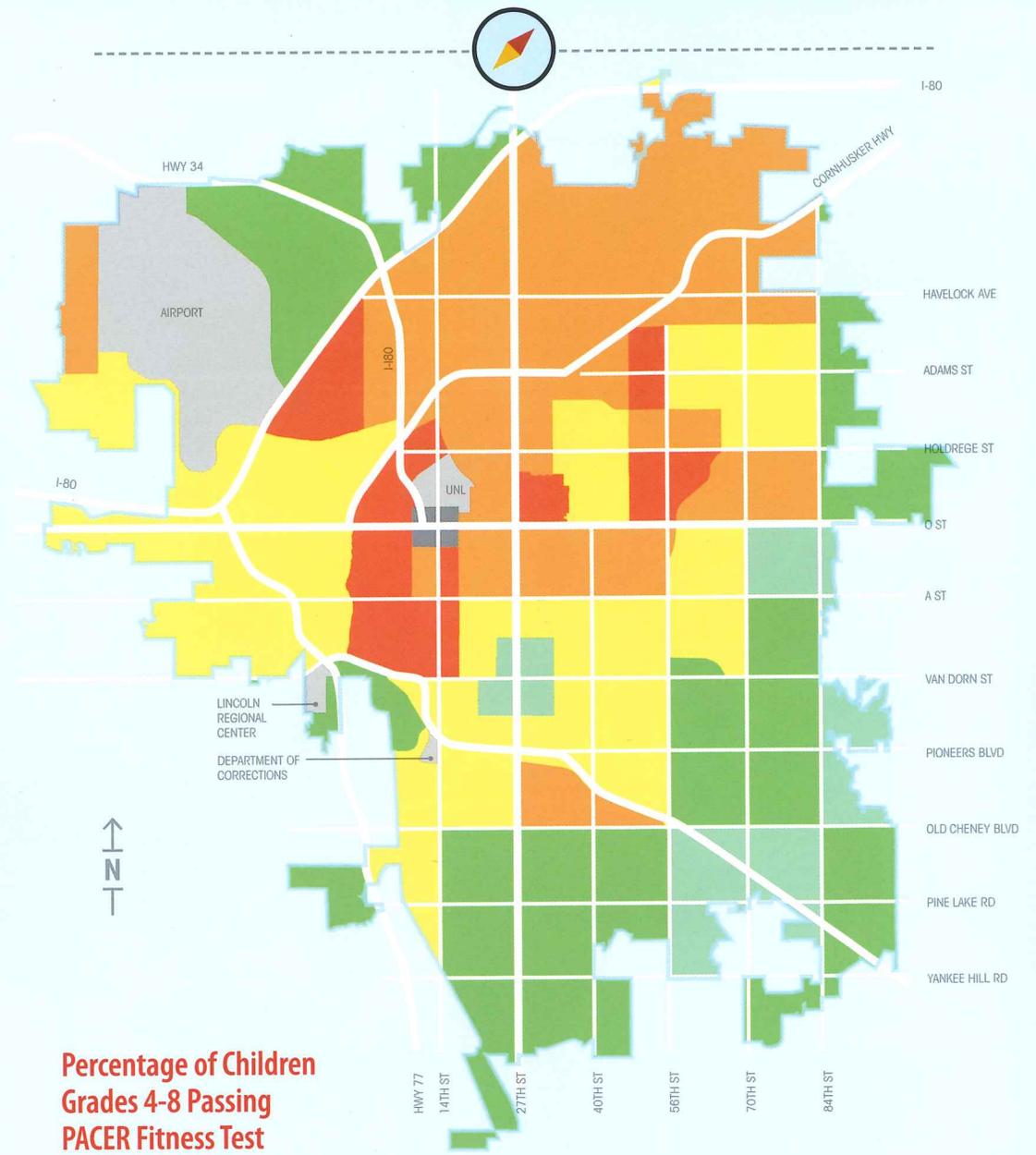
Percentage of People 18+ Who Smoke Tobacco

- 0-12%
- 12.1-15.4%
- 15.5-19%
- 19.1-23.5%
- 23.6-27.4%
- Excluded
- City Limits

Data Source: CDC BRFSS
Map: LLCHD

Tobacco Use 2016

Lincoln has been at the forefront of policy and programs to discourage tobacco use. Lincoln's ambitious goal is to decrease the prevalence of adults who smoke tobacco to less than 12% by 2020. In 2014, 18.3% of adults reported smoking, declining to 15.6% in 2016, and 12.5% in 2017 (map not available). In 2014, 14 census tracts reported that more than 23.6% of residents smoked, declining to eight census tracts in 2016. Unfortunately, a new threat has emerged. In 2019, 27.4% of high school students reported the use of e-cigarettes, i.e. vaping. Major efforts must be taken to prevent a new generation of addiction and illness.



**Percentage of Children
Grades 4-8 Passing
PACER Fitness Test**

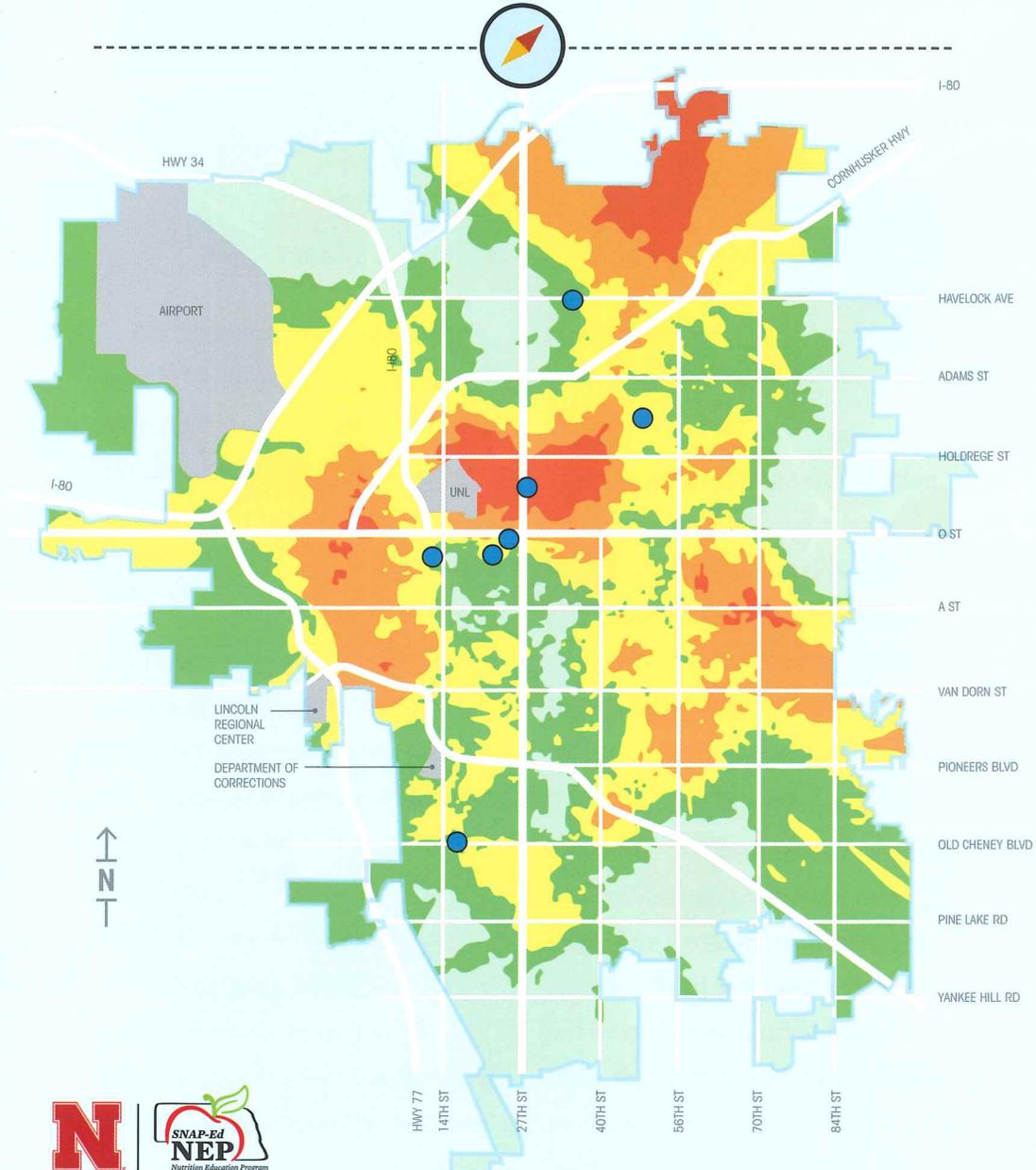
- 90.1 - 100%
- 80.1 - 90%
- 70.1 - 80%
- 60.1 - 70%
- 50.1 - 60%
- Insufficient Data
- Excluded
- City Limits

Data Source: Lincoln Public Schools
Map: LLCHD

Youth Fitness 2019

Research indicates cardiorespiratory fitness is a more powerful predictor of illness or mortality than obesity. Also, multiple studies show youth fitness correlates with academic performance – the better a student’s aerobic fitness, the better their academic performance. In Lincoln Public Schools (LPS), aerobic fitness is measured using the Fitnessgram PACER, a multistage aerobic capacity test. Lincoln’s goal is that 80% of LPS students pass* the PACER test. Currently, only 19 census tracts meet that goal. The pass rate across the entire LPS district ranges from 50.9% to 93.4%, with an average pass rate of 74.9%.

* Passing the PACER test is defined as achieving the standardized, grade level aerobic capacity score.



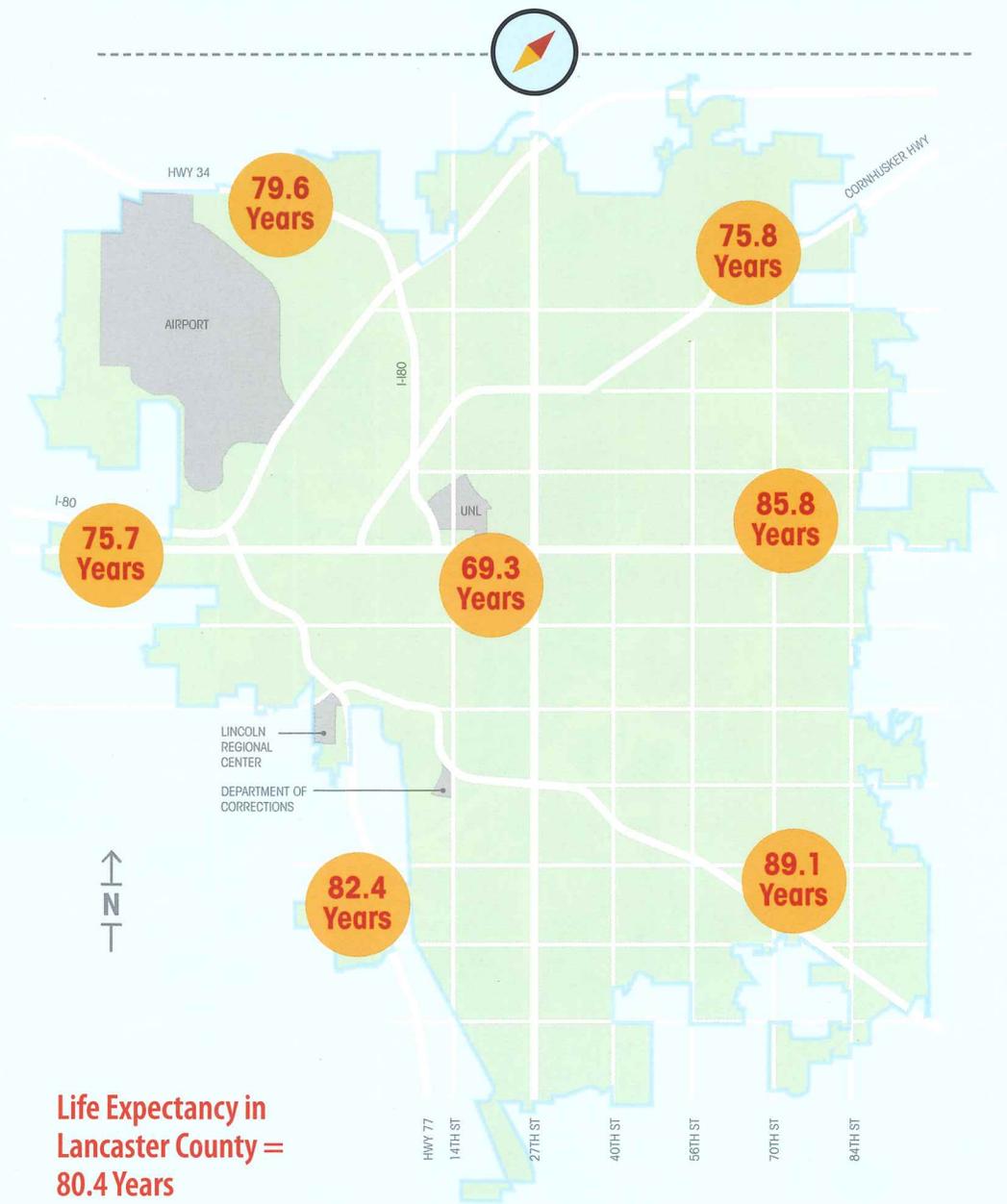
- Highest Access
-
-
-
- Lowest Access
- Choose Healthy Here Locations
- Excluded
- City Limits

Data Source: Nebraska Extension,
U.S. Census Bureau
Map: City of Lincoln Urban Development

Healthy Food Access 2019

In 2019, Nebraska Extension completed a follow-up to their 2016 NebNEMS* survey of Lincoln food stores. This point-in-time observation recorded the availability of healthy food options (fruits with no added sugar, vegetables with no added sauce, lean protein, low-fat dairy, and whole grains) in 235 stores. This map shows improvements in access due in part to Nebraska Extension's "Choose Healthy Here" program in convenience stores. However, the impact of the 2018 closure of a grocery store in north central Lincoln is apparent. Efforts such as Double Up Food Bucks and mobile distribution of free fruits and vegetables by Lincoln Fresh will likely have a positive impact.

* Nebraska Nutrition Environment Measures Survey



Life Expectancy in Lancaster County = 80.4 Years

- Excluded
- City Limits

*Data Source: Lancaster County Vital Records
Map: LLCHD*

Life Expectancy 2013-2017

Life expectancy is the statistically probable length of time an individual born today can be expected to live. In this map, life expectancy is based on mortality patterns of the population in a specific census tract given the risk factors in that location. While most people don't live their entire life in the same census tract, this map shows the geographic variance in life expectancy and the influence a person's address can have on health, especially during critical formative years. Life expectancy in Lancaster County improved slightly from 80.1 years in 2015 to 80.4 years in 2017, unlike life expectancy in the United States as a whole which has declined for the last three years.

** Calculated using Reed-Merrill and Greville methods.*



What do we do now with what we now know?

Use these maps. Regardless of your “place” in the community, these maps can inform and inspire. Keep them on your desk or in your back pocket - anywhere they can make change, make your case, or make a difference. If you need an extra copy or two, call us.

Examine what you believe about equity and opportunity. What do you know about Lincoln beyond where you live or work? Explore Lincoln’s history and discover how our past has influenced the community we are today. Ask questions. Ask why. The answers may surprise you.

Find your issue. What about these maps caught your attention? What is nudging you toward action? Poverty? Vaping? Youth fitness? Prenatal care? Everyone longs

to make a difference. Now is the time to decide what matters to you and take the first step.

Bring others into the conversation.

Who else needs this information? Who can join you in taking action? Make sure that policy makers and decision makers in your circle of influence know about these maps. Help make them visible throughout our community. We are stronger together.

Each set of maps created through Place Matters has been unique. We learn something new with each map, both from the data and from the process. Our most challenging question is, “What do we want to see in next set of maps?” It is up to each of us to work toward the Lincoln we want and that future generations deserve.



Community Health Endowment of Lincoln

250 N. 21st Street, Suite 2
Lincoln, NE 68503



402-436-5516
www.chelincoln.org



facebook.com/chelincoln



[@che_lincoln](https://twitter.com/che_lincoln)

For more information about the Place Matters Community Mapping Project and access to our interactive maps, visit chelincoln.org/placematters

If your organization would like a presentation about Place Matters, contact Marcia White, Program Manager, marcia.white@chelincoln.org or (402) 436-5516.





November 19, 2019

Community Focus

Lincoln Lancaster County Health Department



Demographics

Lancaster County & Census Tracts 4 & 5



Census Tract 4

Population 2013-17:

5,267

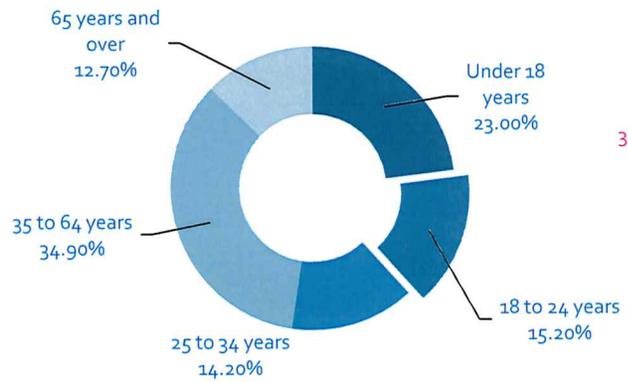


Census Tract 5

Population 2013-17:

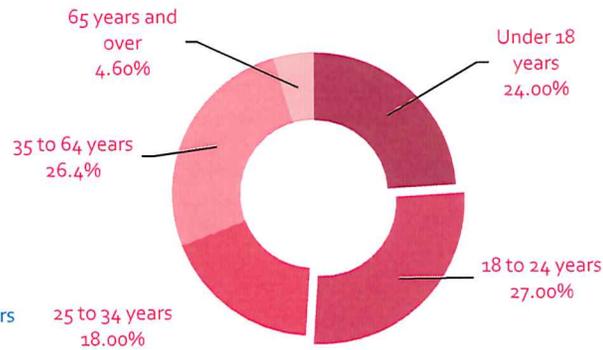
2,250

Population by Age Group 2013-17



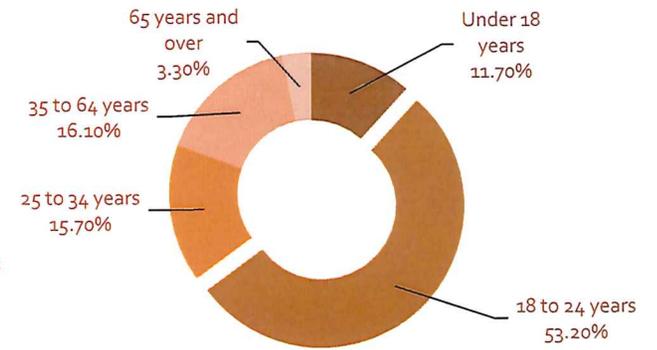
Lancaster Co

18-24 Age Group: 15.2%



Census Tract 4

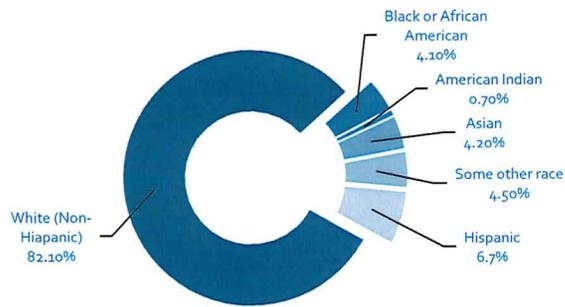
18-24 Age Group: 27.0%



Census Tract 5

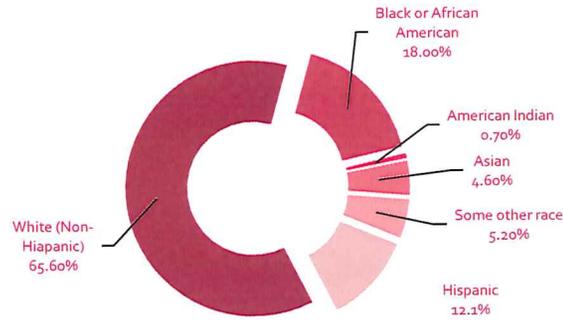
18-24 Age Group: 53.2%

Population by Race & Ethnicity 2013-17



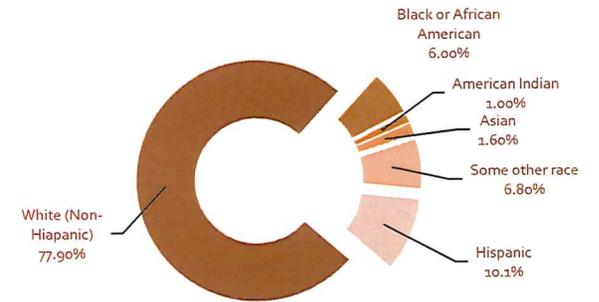
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Racial & Ethnic Minority: 17.9%



Census Tract 4

Racial & Ethnic Minority: 34.4%

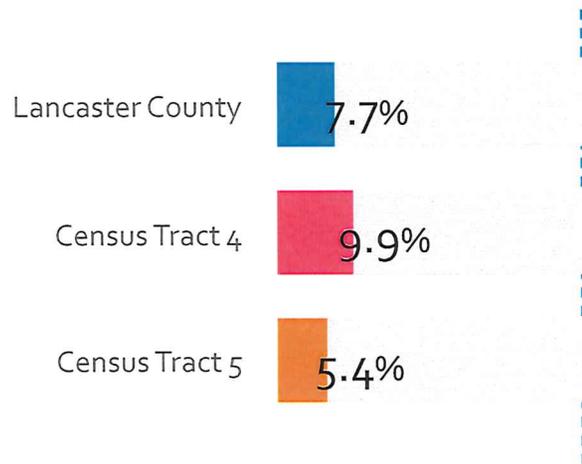


Census Tract 5

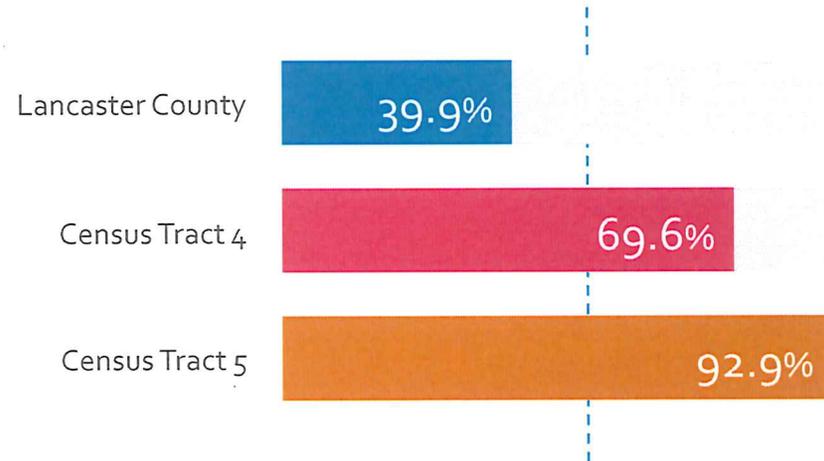
Racial & Ethnic Minority: 22.1%

Demographics

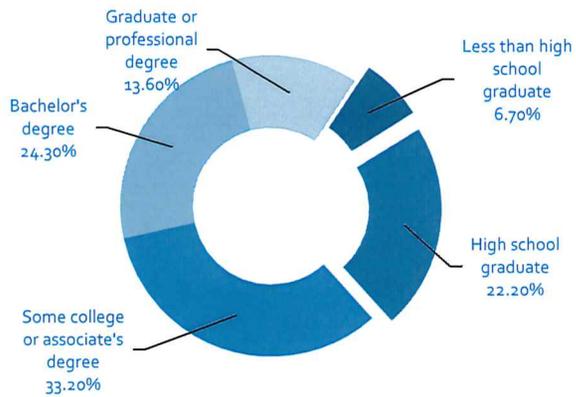
Foreign Born Population



Rental Housing

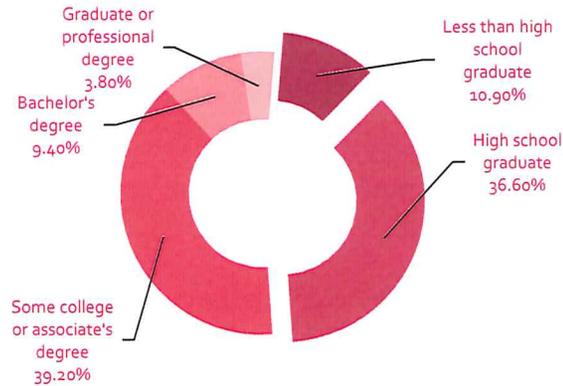


Education Attainment 2013 - 17



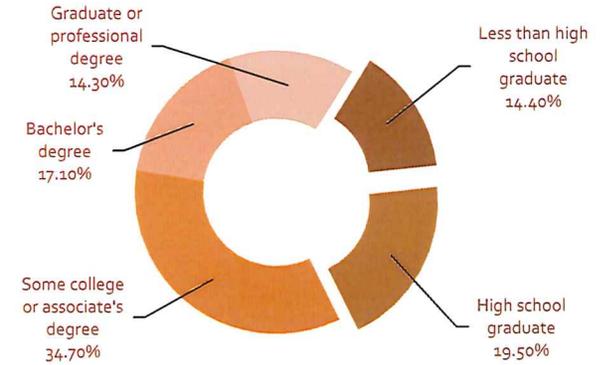
Lancaster Co

High School or Less : 28.9%
 Median Income: \$55,747



Census Tract 4

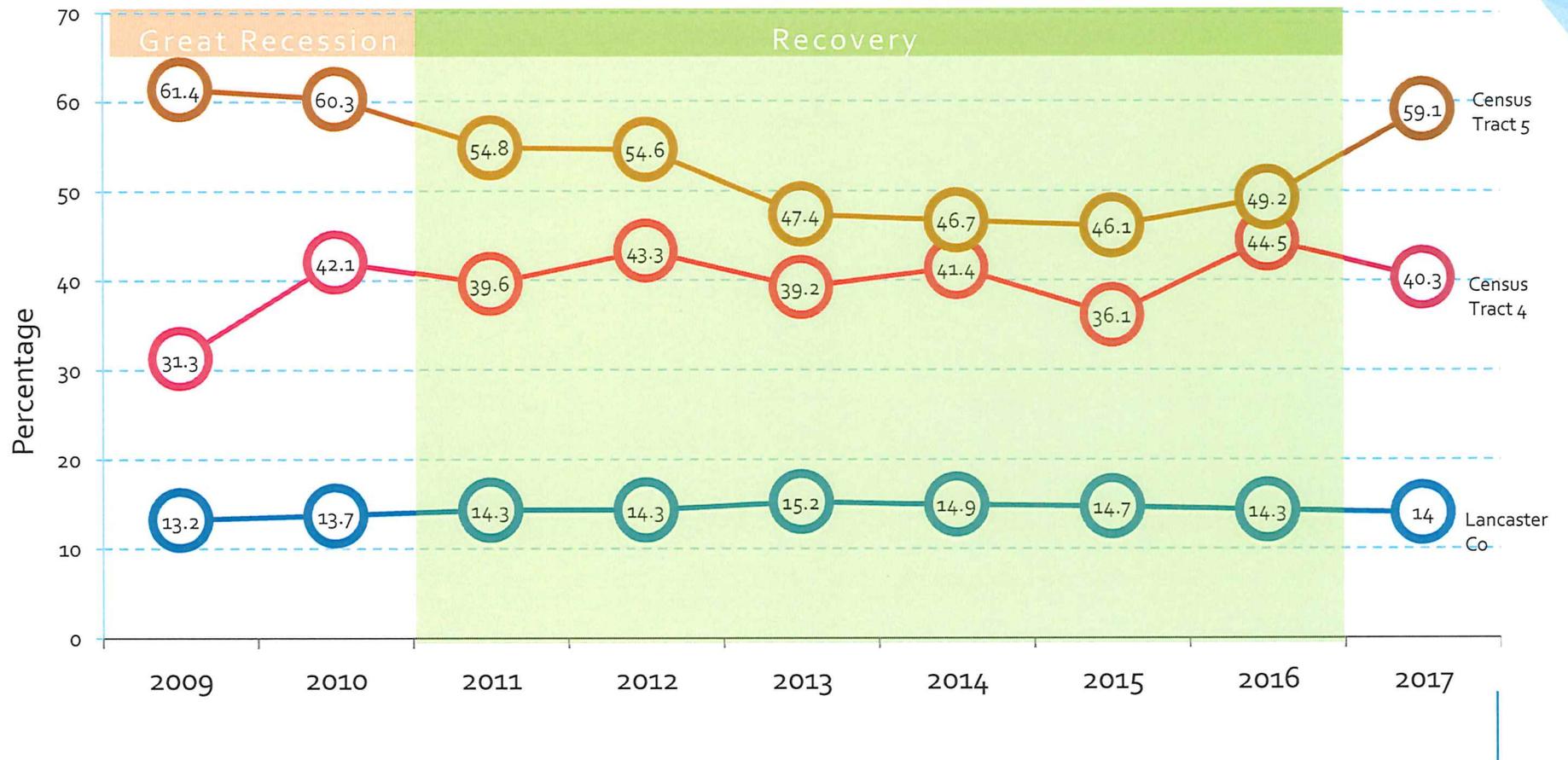
High School or Less: 47.5%
 Median Income: \$30,861



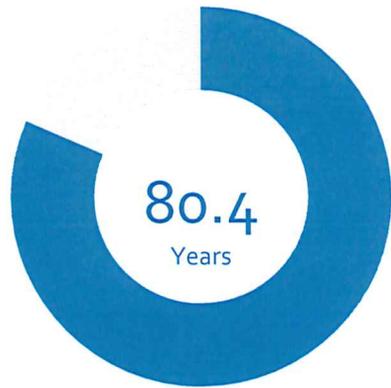
Census Tract 5

High School or Less : 33.9%
 Median Income: \$25,819

Poverty 2009-2017

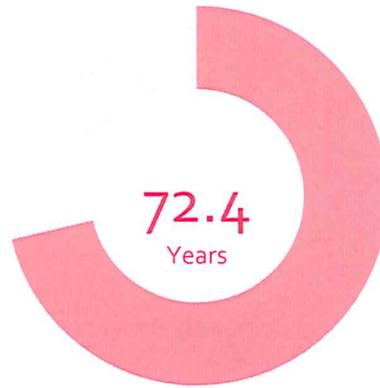


Life Expectancy 2013-17



Lancaster County

Death Rate:
234.7 per 100,000 Population



Census Tract 4

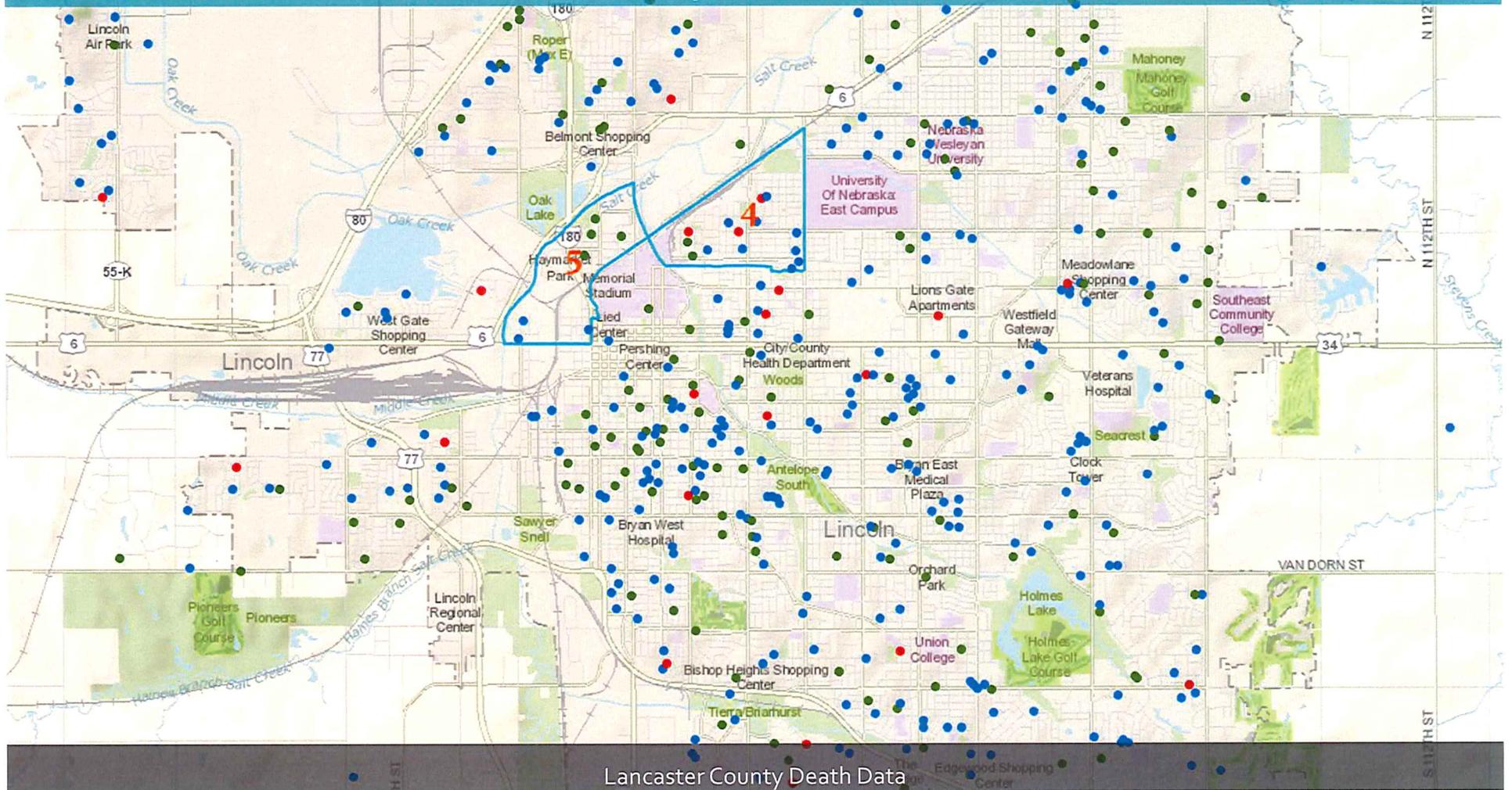
Death Rate:
176.9 per 100,000 Population



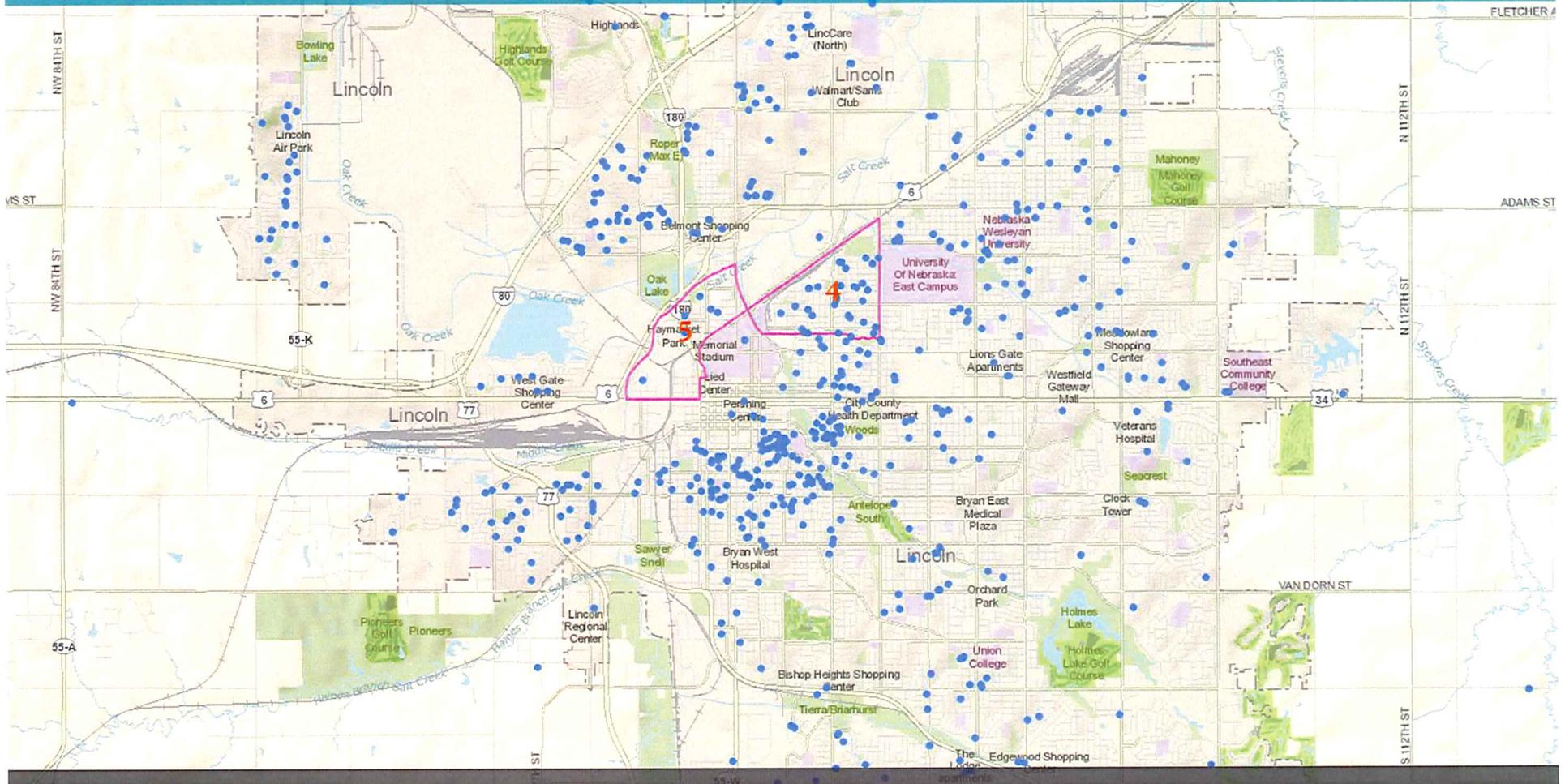
Census Tract 5

Death Rate:
181.8 per 100,000 Population

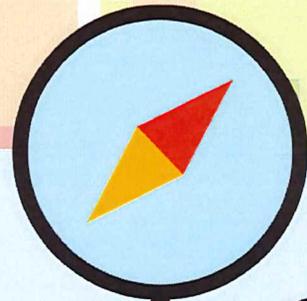
Deaths due to Accidents, Suicide or Homicide 2013-17



Home Visitation Clients 2017-19



Each dot is a family and Health Department monitors multiple children within the family along with the parents



PLACE
matters



2 0 1 9

Place Matters 3.0

How does where we live, work and play affect our health? Join us to learn more about Place Matters 3.0, the third edition of CHE's popular community mapping project produced in partnership with the Lincoln-Lancaster County Health Department.

See where health factors have improved in our community and where we still face challenges. See new maps for health insurance coverage and youth fitness along with updated maps for poverty, healthy food access, and more.

CHE will host three Community Conversations on Place Matters 3.0:

- *October 16, 2 p.m., at CHE, 250 North 21st Street*
- *October 18, 10 a.m. at the Child Advocacy Center, 5025 Garland Street*
- *October 23, 7 p.m., at College View Church, 4801 Prescott Avenue*

All presentations will cover the same information.

Register for any of the Place Matters 3.0 conversations here: <https://che-lincoln.eventbrite.com>

Vaping - A New Public Health Threat

*Tuesday, November 19, 2019
2 p.m. at CHE*

The use of electronic cigarettes, or vaping, is in the news nearly every day. Join us for this event to learn more about what vaping looks like in Lincoln and hear a personal story about e-cigarette addiction. You'll also hear about what's being done to educate and protect our youth, and what you can do to help our community stop this new public health threat.

Presented in partnership with the Lincoln-Lancaster County Health Department

Registration is requested and available here: <https://che-vaping-11-19-19.eventbrite.com>

Five Lessons Learned from a Career in Health Care: A Conversation with Kim Russel, President and CEO, Bryan Health

*Wednesday, December 11, 2019
10:30 a.m. at CHE*

When Kim Russel retires as President and CEO of Bryan Health in January 2020, she will have led Lincoln's largest health system for nearly 12 years. During that time, Russel and the Bryan Health team navigated implementation of the Affordable Care Act and a new electronic health record system, and oversaw expansion projects on both Bryan Health campuses. Active in local and state business issues, Russel was named one of Lincoln's 30 most influential women by the Lincoln Journal Star. Russel has served on the CHE Board of Trustees since 2008 and as chair from 2013 – 2015.

Join us for this conversation with Russel and Lori Seibel, CHE President and CEO.

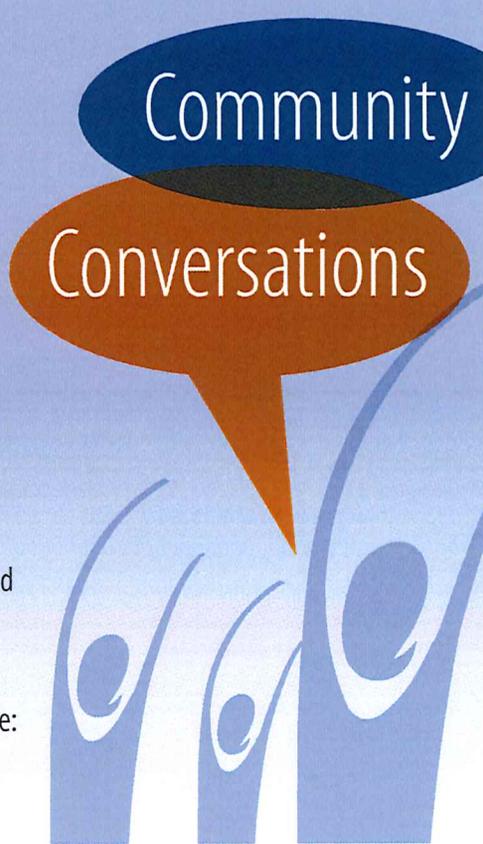
Presented in partnership with Bryan Health

Registration is requested and available here: <https://che-russel-12-11-19.eventbrite.com>.

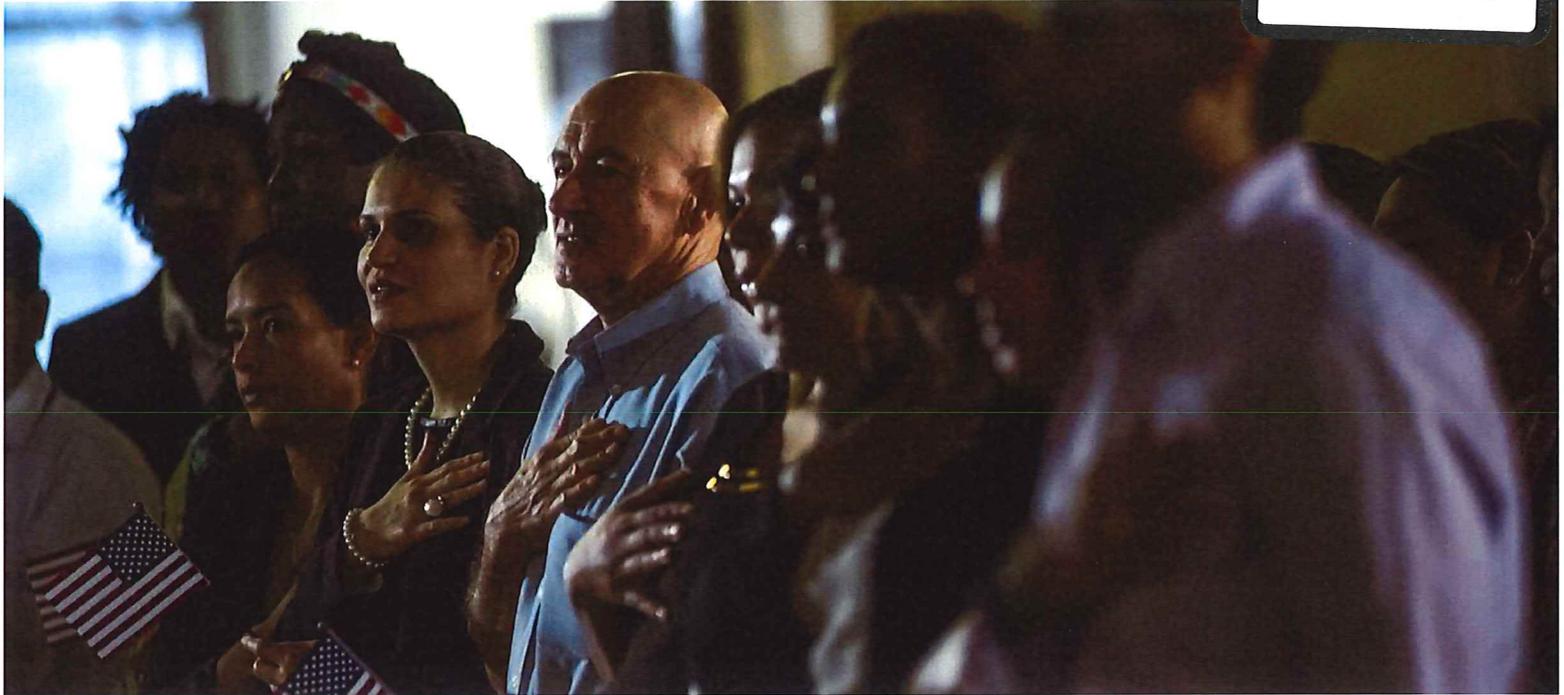
Community Health Endowment of Lincoln

402-436-5516

www.chelincoln.org



Community
Conversations



RESEARCH REPORT

The Economic Impact of Naturalization on Immigrants and Cities

María E. Enchautegui

Linda Giannarelli

December 2015

Supported by

NYC
Mayor's Office of
Immigrant Affairs

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CitiCommunityDevelopment.com

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ABOUT THE URBAN INSTITUTE

The nonprofit Urban Institute is dedicated to elevating the debate on social and economic policy. For nearly five decades, Urban scholars have conducted research and offered evidence-based solutions that improve lives and strengthen communities across a rapidly urbanizing world. Their objective research helps expand opportunities for all, reduce hardship among the most vulnerable, and strengthen the effectiveness of the public sector.

ABOUT THE NYC MAYOR'S OFFICE OF IMMIGRANT AFFAIRS

The New York City Mayor's Office of Immigrant Affairs (MOIA) promotes the well-being of immigrant communities by recommending policies and programs that facilitate successful integration of immigrant New Yorkers into the civic, economic, and cultural life of the city.

ABOUT CITI COMMUNITY DEVELOPMENT

Citi Community Development leads Citi's commitment to achieve economic empowerment and growth for underserved individuals, families and communities by expanding access to financial products and services, and building sustainable business solutions and innovative partnerships. Our focus areas include: commercial and philanthropic funding; innovative financial products and services; and collaborations with institutions that expand access to financial products and services for low-income and underserved communities. For more information, please visit www.citicommunitydevelopment.com.

ABOUT CITIES FOR CITIZENSHIP

Cities for Citizenship is a major national initiative aimed at increasing citizenship among eligible US permanent residents and encouraging cities across the country to invest in citizenship programs. It is chaired by New York City Mayor Bill de Blasio, Chicago Mayor Rahm Emanuel, and Los Angeles Mayor Eric Garcetti, with support from the Center for Popular Democracy and the National Partnership for New Americans. Citi Community Development is the Founding Corporate Partner. To learn more, visit www.citiesforcitizenship.com.

Contents

Acknowledgments	IV
Foreword: Statement from Funders	V
Executive Summary	VI
Economic Impact of Naturalization on Immigrants and Cities	1
A Framework for Understanding Naturalization Decisions	3
Benefits of Naturalization	5
Previous Work about the Economic Benefits of Naturalization	6
Methodology	7
Estimates of the Population Eligible to Naturalize	9
Characteristics of the Population Eligible to Naturalize	11
Individual-Level Impact	15
Aggregate Impacts of Naturalization on Earnings	18
Aggregate Impact of Naturalization on Homeownership	20
Impacts of Naturalization on Tax Revenues	21
Impacts of Naturalization on Use of Government Benefits: Focus on New York and San Francisco	22
Concluding Remarks	25
Appendix A. Detailed Methodology	28
Appendix B. Naturalized and Eligible to Naturalize Population Sample Sizes	31
Appendix C. Logit Model of Naturalization Used in PSM	32
Appendix D. PSM Estimates of the Effects of Naturalization on Economic Outcomes	33
Notes	34
References	35
About the Author	38
Statement of Independence	39

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We appreciate the comments of Sam Solomon of the New York City Mayor’s Office of Immigrant Affairs and Hamutal Bernstein, Dan Kuehn, and Greg Acs from the Urban Institute; we also appreciate the programming assistance of Joyce Morton, Elissa Cohen, and Megan Thompson from the Urban Institute. For providing data for San Francisco, we acknowledge the California Department of Social Services and the San Francisco Office of Civic Engagement and Immigrant Affairs; Department of Public Health; Mayor’s Office of Housing and Community Development; Housing Authority; Office of the Controller; and Human Services Agency.

The microsimulation analysis relies upon previous investments in the development of the TRIM3 modeling system. The Office of the Assistant Secretary for Planning and Evaluation of the Department of Health and Human Services funds and holds the copyright to the version of TRIM3 that operates on Current Population Survey data. TRIM3’s adaptation to the American Community Survey was funded by the Annie E. Casey Foundation and the MacArthur Foundation.

Foreword: Statement from Funders

Citizenship is an economic asset.

Americans have long understood the emotional and social importance of naturalization. Now, we are pleased to present the Urban Institute's research findings on the powerful economic effects of naturalization on individual immigrants as well as on their communities and the economy at large.

This research demonstrates the immense value to cities when they empower their eligible immigrant residents to naturalize and integrate into their local economies. Along with our partners at Cities for Citizenship, we are committed to lifting up and supporting cities' efforts to harness naturalization as a powerful tool for financial inclusion and inclusive growth. Learn more at CitiesforCitizenship.org.

We thank the Urban Institute for this important report and sincerely hope that it will inform and inspire all those who want to build inclusive cities, where everyone can fulfill their potential and contribute to thriving urban economies.

We thank you for reading.



Nisha Agarwal
Commissioner
Mayor's Office of Immigrant Affairs
City of New York



Bob Annibale
Global Director
Citi Community Development and Inclusive
Finance

Executive Summary

Nationwide, about 8.8 million immigrants are eligible to naturalize but have not yet done so. Less than 10 percent of this group naturalizes per year. This report quantifies the economic benefits of naturalization to those eligible immigrants and the cities where they live and presents the first published estimates of the effect of naturalization on expenditures for public benefits.

We examine naturalization-eligible immigrants in 21 cities, including cities both large and small, historic immigrant gateways as well as new immigrant destinations, and all 18 of the Cities for Citizenship coalition as of August 2015.

Using econometric and microsimulation models, we are able to make important new findings about the benefits of naturalization for those eligible to naturalize and about effects of increased naturalization on the communities where they live. With naturalization

- individual annual earnings increase by an average of 8.9 percent, or \$3,200;
- employment rate rises 2.2 percentage points; and
- homeownership increases 6.3 percentage points.

The earnings increase and employment gains from the naturalization of those eligible to naturalize translate into \$5.7 billion in the 21 cities combined. Naturalization of those eligible also increases tax revenues. Federal, state, and city income tax and federal payroll tax (from both employers and employees) revenue would increase by \$2.03 billion in the 21 cities if those eligible to naturalize became citizens. These findings confirm and expand on previous research in this area, showing economic benefits for individuals and their communities.

Finally, we are presenting the first-ever study of the effect of naturalization on the use of and expenditures on public benefits programs, using New York City and San Francisco as detailed case studies. In New York City, naturalization causes a decrease in the overall cost of six public benefits: child care subsidies, Temporary Assistance for Needy Families (TANF), the Special Supplemental Nutrition Program for Women, Infants, and Children (WIC), the Supplemental Nutrition Assistance Program (SNAP), housing assistance, and the Low Income Home Energy Assistance Program (LIHEAP). The decreased costs in those programs are offset partially by a rise in Supplemental Security Income (SSI) expenditures. In San Francisco, the naturalization of the eligible will slightly raise government benefit expenditures.

We find that if all naturalization-eligible immigrants in New York City and San Francisco were to become citizens, the following results would apply:

- In New York City, annual city, state, and federal tax revenue would rise \$789 million and public benefits costs would decrease \$34 million, for a net benefit of \$823 million.
- In San Francisco, city, state, and federal tax revenue would rise \$90 million and public benefits costs would increase \$4 million, for a net benefit of \$86 million.

Based on these findings, we conclude that programs promoting naturalization for those who are eligible could be a powerful mechanism for cities to harness the full economic contribution of immigrants and promote local economic development.

From coast to coast, through initiatives like Cities for Citizenship and Welcoming America, municipal leaders, community groups, and the private sector are beginning to collaborate on initiatives to expand outreach, provide legal assistance and financial coaching, and offer civics and English language classes to promote naturalization. These findings demonstrate the value of further developing such programs and additional research on the most effective methods to increase naturalization and realize the economic benefits of citizenship for immigrants and their communities.

Economic Impact of Naturalization on Immigrants and Cities

One of the most iconic images of immigrant integration into the society and polity of the United States is the naturalization ceremony. In the past five years, an average of 719,000 immigrants annually have taken the Oath of Allegiance to the United States of America and become US citizens.¹ Naturalization underlies the “remarkable idea that it is possible for anyone to become American, no matter where they were born” (Thorman 2010). Becoming a US citizen is an important marker in the integration trajectory of immigrants. It is a clear expression of membership and belonging to the country the immigrant now calls home (Aleinikoff 2009; Jones-Correa 2001; Mendoza 2013).

Naturalization confers rights and duties and puts immigrants on an equal footing with US-born citizens. Naturalized immigrants can vote in national, state, and local elections; are protected from deportation; travel with a US passport; can access all federal government jobs; can petition for visas for their immediate relatives without getting in a queue; and can access all government benefits just as US-born citizens can. The sense of security that comes with American citizenship and a commitment to one’s adopted home can lead to increased productivity and long-term investments in the receiving country, such as buying a house or opening up a business.

But an estimated 8.8 million immigrants are able to naturalize but have yet to do so (Baker and Rytina 2014). Government policies can affect immigrants’ decisions to naturalize. Comparing Canada and the United States, Bloemraad (2002, 2006) concludes that the integration support Canadian immigrants receive from the state is one of the main factors explaining the higher naturalization rate in Canada. In the United States, the federal government has traditionally taken a more passive role in the integration of immigrants and has dedicated relatively few resources to promoting and supporting naturalization.²

Recognizing the importance of naturalization in the integration process of immigrants and the potential benefits it can bring to the immigrants themselves and their communities, cities across America are adopting programs and practices to foster naturalization. These initiatives could greatly increase naturalization rates because naturalization is a collective process that draws from the collective experience of immigrants (Logan, Oh, and Darrah 2012). The Cities for Citizenship initiative is a national initiative aimed at increasing citizenship and encouraging municipalities to invest in citizenship programs.³ The New Americans Campaign brings together legal-service providers, faith-

based organizations, businesses, foundations, and community leaders to pave a better road to citizenship,⁴ and the National Partnership for New Americans promotes strategic and collaborative work between community organizations and cities to create effective local programs and to promote the value of US citizenship.⁵ The National League of Cities has also been involved in promoting citizenship across municipalities.⁶ And in September 2015, the White House launched the “Stand Stronger” Citizenship Awareness Campaign, a national, multilingual public awareness campaign to promote citizenship.

This study estimates the economic impact of naturalization on 21 cities. The cities examined are Atlanta, GA; Baltimore, MD; Boston, MA; Chattanooga, TN; Chicago, IL; Dallas, TX; Denver, CO; Houston, TX; Jersey City, NJ; Los Angeles, CA; Miami FL; Milwaukee, WI; Nashville, TN; New York, NY; Philadelphia, PA; Pittsburgh, PA; Reading, PA; San Francisco, CA; San Jose, CA; Seattle, WA; and Washington, DC. All but three of these cities (Dallas, Houston, and Miami) are members of Cities for Citizenship as of August 2015. The many variations among the cities make them good laboratories for studying the impact of naturalization: they range from small to large in population, some are traditional immigrant gateways and others are new immigrant destinations, and they have different ethnic and racial compositions.

Estimating the potential impact of naturalization poses significant methodological challenges. To identify a reliable sample of the population eligible to be naturalized, we use data from the combined 2011–13 American Community Survey (ACS), following a well-established method to impute detailed immigration status and identify those eligible to naturalize. To obtain estimates of the effects of naturalization for earnings, employment, and other economic outcomes at the individual-level, we use propensity score matching (PSM) statistical techniques. Then, to assess how those changes ripple through tax and transfer programs, we use a version of the Transfer Income Model version 3 (TRIM3) that operates on data from the American Community Survey.

We estimate that 23 percent of the foreign-born population in the 21 focus cities is eligible to naturalize. Naturalization increases earnings of the naturalization eligible 8.9 percent, increases their probability of homeownership 6.3 percentage points, reduces self-employment 2 percentage points, and increases overall employment 2 percentage points. The aggregate economic impact depends on how many of those eligible to naturalize become citizens. Combined earnings for the 21 cities would increase \$5.7 billion and combined tax revenues would increase \$2.03 billion if all those who are eligible to naturalize were to do so. Naturalization could produce 45,000 new homeowners in these 21 cities.

Naturalization is therefore a mechanism to improve the economic well-being of immigrants. In addition, these wage effects represent an untapped source of tax revenue for governments. Local governments and nonprofit organizations have already begun to implement ambitious naturalization-promotion programs across the country. This study underscores the importance of such programs for the integration of immigrants to improve their well-being and ability to contribute to local economic development.

A Framework for Understanding Naturalization Decisions

Naturalization is a deeply democratic idea (Wegner 2013). After meeting the requirement for years of residence, most legal permanent resident immigrants can become citizens, and citizenship remains the choice of the immigrant: nobody is coerced or forced to naturalize.

One approach to understanding the naturalization decision is the individual cost-benefit calculus. In deciding whether or not to naturalize, immigrants weigh the benefits against the costs of naturalization (Chiswick and Miller 2009; Jasso and Rosenzweig 1986). Naturalization increases access to tangible and nontangible resources, conferring political and economic rights (Van Hook, Brown, and Bean 2006). A survey of Latinos found that the most common reasons they naturalize are to gain civic and legal rights and for benefits or opportunities; a combined 34 percent of survey respondents gave those reasons for naturalizing (Gonzalez-Barrera et al. 2013). Other reasons cited concerned family, American identity, and a feeling that the United States is home. Similarly, a survey of Texas immigrants in the mid-1990s found that most immigrants seek naturalization to participate fully in American life, to be able to sponsor the immigration of relatives, and to ensure a better future for their children (Freeman et al. 2002). Among minority immigrants, naturalization could also be a way to defend and assert the right to belong (Bloemraad 2006; Mazzolari 2009; Van Hook, Brown, and Bean 2006) in what Yang (1994) calls forced self-protection.

From a cost-benefit approach, individual characteristics and state policies that affect the costs and benefits of becoming a citizen influence the likelihood of an immigrant's naturalization. One policy change that has received attention is the Personal Responsibility and Work Opportunity Reconciliation Act of 1996 (PRWORA), which denied a range of federal safety-net benefits to some legal noncitizens. Before PRWORA, only unauthorized immigrants and temporary residents were categorically disqualified for benefits. Some benefits were restored by subsequent legislation, but today most authorized noncitizens

with less than five years residency in the United States remain ineligible for many government benefits. Supplemental Security Income (SSI) is the benefit most affected by naturalization. Qualified citizens can access SSI benefits with no work requirements. However, most noncitizens who arrived after August 22, 1996, even those with more than five years of US residence, can get SSI only if they have at least 40 quarters of work.⁷ Some researchers argue that PRWORA exposed the vulnerability of legal permanent residents and prompted “protective citizenship”—becoming naturalized to be able to obtain welfare benefits if ever needed (Gilbertson and Singer 2003; Nam and Kim 2012; Van Hook, Brown, and Bean 2006). Most recently, environments in some states hostile to unauthorized immigrants may be creating a sense of vulnerability among legally residing immigrants, especially considering the high incidence of mixed-status families (Enchautegui 2013; Levin 2013).

Another policy affecting the cost-benefit balance of naturalization is dual citizenship. Since the mid-1990s, an increasing number of countries—including important sending countries, such as Mexico, the Dominican Republic, and El Salvador—accept dual citizenship (Jones-Correa 2002; Mazzolari 2009). Loyalty to the home country may lead immigrants to feel that naturalization is a denial of identity, a breaking of loyalty to the country left behind and to friends and relatives left at home (Hammar 1985). However, dual citizenship allows the immigrant to belong to two worlds. Gilbertson and Singer (2003) argue that today more people want to be members of more than one state, and naturalization can be a transnational strategy to keep links in more than one place and with families spread between two countries. Not having to give up one’s birth citizenship reduces the cost of naturalization (Mazzolari 2009).

But factors other than individual motivations are at play in the decision to naturalize. Immigrants do not approach the question of citizenship only as individuals but also through shared experiences with those who came from the same country, who have settled in the same community, and who have the same race and ethnic background (Jones-Correa 2001; Liang 1994; Yang 1994). Bloemraad (2003, 2006) calls attention to the institutional context of reception, given that “naturalization is embedded within a larger institutional and policy environment” (2006, 275). Beyond the individual cost-benefit calculus, the state plays a role in naturalization decisions. It shapes the meaning of naturalization and helps immigrants visualize its benefits. Availability of institutional and state programs, administrative bureaucracies, and integration policies all influence how welcome immigrants feel at arrival and provide material and symbolic meaning to naturalization (Bloemraad 2003; Lewis and Ramakrishnan 2007; Logan, Oh, and Darrah 2012; Marrow 2009). Countries’ integration policies create a “collective” experience that could promote or discourage naturalization (Logan, Oh, and Darrah 2012). From this perspective, the local context of reception, exemplified by policies, programs, receptivity to immigrants,

and bureaucratic norms, can foster naturalization. In combination, the cost-benefit approach and the institutional approach provide a comprehensive picture of the naturalization decision.

Benefits of Naturalization

If naturalization produces economic benefits, such benefits should stem from the opportunities that open up upon acquiring citizenship. These opportunities can have direct or indirect effects on economic well-being. Here, we describe the benefits of citizenship and how they can lead to economic gains.

- *Access to a broader range of employers:* The most direct benefit of naturalization is access to work all available jobs in the federal government,⁸ the largest employer in the United States, and with other government agencies and government contractors. In addition, naturalized citizens travel abroad with American passports, and having an American passport can open up opportunities in jobs that require overseas travel because it reduces effort and potential risk for the employer. Naturalization can also improve access to private-sector jobs that require a high security clearance (Pastor and Scoggins 2012).
- *Right to vote:* Naturalization gives immigrants the right to vote in national, state, and local elections and referenda. By voting, especially in local areas, naturalized citizens can increase the attention of lawmakers to issues that are relevant to immigrants and bring resources to immigrant communities, such as better school services, after-school programs for immigrant children and youth, better transportation services, increased resources for English-language education, and changes in immigration laws. Immigrant voting can also foster coalitions with native-born voters to call attention to the needs of immigrants (Bass and Casper 2001). Voting can then lead to economic benefits for immigrants and their communities.
- *Ability to petition for visas for immediate relatives without queuing:* Visas for immediate relatives petitioned for by US citizens are not subject to numerical caps and are granted with a minimal wait. Family members are instrumental in the economic integration of immigrants, pooling resources to get ahead and helping with the human capital investments of family members (Duleep 1998; Duleep and Regets 1996). The possibility of sponsoring the status adjustment of immediate relatives, such as one's wife, parents, or minor children, some of whom may be in temporary status or unauthorized, also gives peace of mind to naturalized citizens (Gonzalez and Consoli 2012), which could have a positive effect on productivity. Many unauthorized immigrants co-reside with people of different immigration statuses (Enchautegui 2013),

including naturalized citizens. The possibility of deportation of immediate relatives is a source of stress not only for unauthorized immigrants but also for their family members who are legally residing (Dreby 2012; Gonzalez and Consoli 2012).

- *Right to live in the United States:* Naturalization gives the immigrant the right to live in the United States. It protects naturalized citizens from deportation. The Illegal Immigration Reform and Immigration Responsibility Act of 1996 expanded the list of crimes for which legal permanent residents can be deported, elevating nonviolent, minor crimes to “aggravated felonies” triggering mandatory deportation (Hagan, Rodriguez, and Castro 2011).⁹ The Antiterrorism and Effective Death Penalty Act of 1996 increased the enforcement authority of the federal government by almost eliminating judicial review for most categories of immigrants subject to deportation (Hagan, Rodriguez, and Castro 2011). About 10 percent of all people deported every year are legal permanent residents, most of them deported for minor crimes.¹⁰ Naturalization gives a sense of permanency and belonging that can promote long-term investments such as buying a house, setting up a business, and investing in US-specific human capital (Bratsberg, Ragan, and Nasir 2002). Financial opportunities may also open up as banks may be more willing to lend to people they perceive are attached to the United States through citizenship.

Previous Work about the Economic Benefits of Naturalization

Despite its importance in the integration process, little work has been done on the economic effects of naturalization in the United States. An early study using data from the 1970 Census found no difference in earnings between naturalized citizens and nonnaturalized immigrants when accounting for the number of years residing in the United States (Chiswick 1978). The author concluded that the higher earnings of citizens can be explained by their longer tenure in the country. Shierholz (2010) reported that the family incomes of naturalized citizens are 14 percent higher than those of noncitizens, controlling for personal characteristics.

Bratsberg, Ragan, and Nasir (2002) warned about self-selection in the decision to naturalize and its impact on the estimates of the effects of naturalization. Individuals who decide to naturalize may have different unmeasured productivity than immigrants who do not naturalize, and their higher earnings need not be attributed to naturalization. Estimates of the economic returns to naturalization should

consider this self-selection. Bratsberg, Ragan, and Nasir used 1979–91 data from the 1979 National Longitudinal Survey of Youth. Those youth were ages 14 to 22 in 1979. They found that naturalization increased men’s hourly wages 5.6 percent. This effect is similar to that reported by the same authors using cross-sectional data from the 1990 census.

Pastor and Scoggins (2012) used 2010 ACS data to estimate the effects of naturalization on wages taking no account of self-selection. They found that naturalization increases annual earnings between 6 and 14 percent, depending on the demographic group. The authors estimated that these increases in earnings lead to a \$21 billion to \$45 billion increase in cumulative earnings over 10 years, depending on how the increases in naturalization roll out over time.

Our study uses a quasi-experimental methodology to estimate the economic returns to naturalization in ways that account for self-selection. We look at a broader set of outcomes than previous research and thoroughly impute immigration status to produce the best estimate possible of the population eligible to naturalize.

Methodology

We use the combined files from 2011 to 2013 ACS to obtain a sufficiently large sample size for the 21 cities to precisely estimate the effects of naturalization in those cities. We use the version of the ACS data provided by the Integrated Public Use Microdata Series (IPUMS) project (Ruggles et al. 2010). The basic analytical sample is composed of naturalized and eligible to naturalize people ages 18 and older.

The method used also takes great care in determining who is eligible to naturalize. It begins by imputing unauthorized and nonimmigrant status and taking those people out of the pool of the eligible to naturalize. Then we go through the rules for becoming a US citizen. To impute immigration status, we use the residual method. The Urban Institute has used this method for almost two decades to impute immigration status for use in TRIM3. This method closely resembles Passel and Clark’s methodology (Passel and Clark 1997; Passel and Cohn 2009; Passel, Van Hook, and Bean 2004). Appendix A includes a detailed description of the imputation method of unauthorized and nonimmigrant statuses.

We use a PSM methodology to estimate the effects of naturalization on economic outcomes, taking into consideration that individuals make choices about naturalization based on perceived economic gains. In this quasi-experimental method, some people receive the treatment (are naturalized) and others do not (are not naturalized but are eligible to do so). The PSM methodology uses sophisticated

statistical techniques to match a person who is naturalized to a person who is not naturalized but has similar characteristics based on a model of the probability of being a naturalized citizen. After matching, the difference in the outcomes between the matched naturalized and nonnaturalized groups can be interpreted as the effect of naturalization. PSM produces estimates of the effects of naturalization on those who are naturalized and on those who are eligible but not naturalized. The goal is to learn the effect of naturalization on those eligible to naturalize. Various methods have been developed to perform the matching. Our estimates use four different matching techniques. Details about the matching techniques can be found in appendix A.

We use PSM estimates of the effects of naturalization on individual earnings and employment to simulate earnings increases for each city, the tax revenues brought about by such increases, and the effects on government benefits for the cities of New York and San Francisco. These simulations are performed with a version of TRIM3 that operates on data from the ACS. TRIM3 is a highly developed, comprehensive model that has been used for more than 40 years to study programs affecting US households.¹¹ The simulation model applies the rules of each government tax and benefit program to each household in the survey data, one at a time. For example, a family's level of SNAP benefits (which is not included in the survey) is simulated by following the same steps that would be followed by a caseworker to compute benefits. This process was followed for each of the seven key benefit programs—SSI, TANF, SNAP, LIHEAP, WIC, subsidized housing, and subsidized child care—as well as for payroll taxes and for income taxes paid at the federal, state, and city levels. The simulations also imputed the child care expenses paid by families without a child care subsidy. The simulations are internally consistent; for example, the amount of child care expense that is assigned by the model is used in computing SNAP benefits (because the SNAP benefit formula uses a child care expense deduction) and in computing the child and dependent care tax credit for federal income taxes. The simulations of benefit programs are aligned so the simulated caseloads and benefits come as close as possible to actual levels, and all simulation results are validated against administrative data.¹²

City of residence is one of the geographical variables available in the ACS. All cities except Atlanta, Georgia; Chattanooga, Tennessee; Dallas, Texas; Houston, Texas; San Jose, California; and Reading, Pennsylvania, can easily be identified through the city codes of the ACS microdata. To identify the population residing in the cities with no city identification code, we use the Public Use Microdata Areas (PUMAs) corresponding to these cities. PUMAs are statistical geographic areas defined for the determination of the Public Use Microdata Sample data of the ACS. Although we tried to match as best we could the boundaries of the PUMAs with the boundaries of the city, they do not always match exactly. Our use of PUMAs matched closely the census-reported population for most cities except

Reading. Reading is contained within a single PUMA that contains a larger area than Reading. Our figures for Reading thus refer to a greater Reading area.

Appendix B shows unweighted sample sizes for the naturalized and eligible to naturalize population ages 18 and older in each city. The smallest sample size is 294 for Chattanooga, followed by 387 for Reading. Data for these cities must be interpreted with caution because sample sizes are small.

Estimates of the Population Eligible to Naturalize

Table 1 shows estimates of the number of immigrants who are eligible to naturalize for each of the 21 focus cities. In the 21 cities, close to 1.9 million foreign-born people of all ages are estimated to be eligible to naturalize. Of the foreign-born population, 23 percent is eligible to naturalize. New York, with 647,000, and Los Angeles, with 401,000, have the largest number of naturalization-eligible immigrants among the 21 cities.¹³ Los Angeles, Miami, and Washington, DC, have the highest share of naturalization-eligible people within their foreign-born populations. In each of these cities, 27 percent of immigrants are eligible to naturalize. In Atlanta, by contrast, only 13 percent of the foreign-born population is eligible to naturalize.

Figure 1 shows the naturalization rate, defined as the ratio of those naturalized to the sum of the naturalized and those eligible to naturalize. In the United States as a whole, the naturalization rate is 60 percent, based on figures from the Department of Homeland Security for 2012. In the focus cities, 64 percent is naturalized. Dallas and Houston have the lowest naturalization rates, between 35 and 45 percent. San Francisco does best in terms of naturalization at 75 percent.

TABLE 1

Foreign-Born Population and Naturalization Status

21 focus cities, 2011–13, all ages

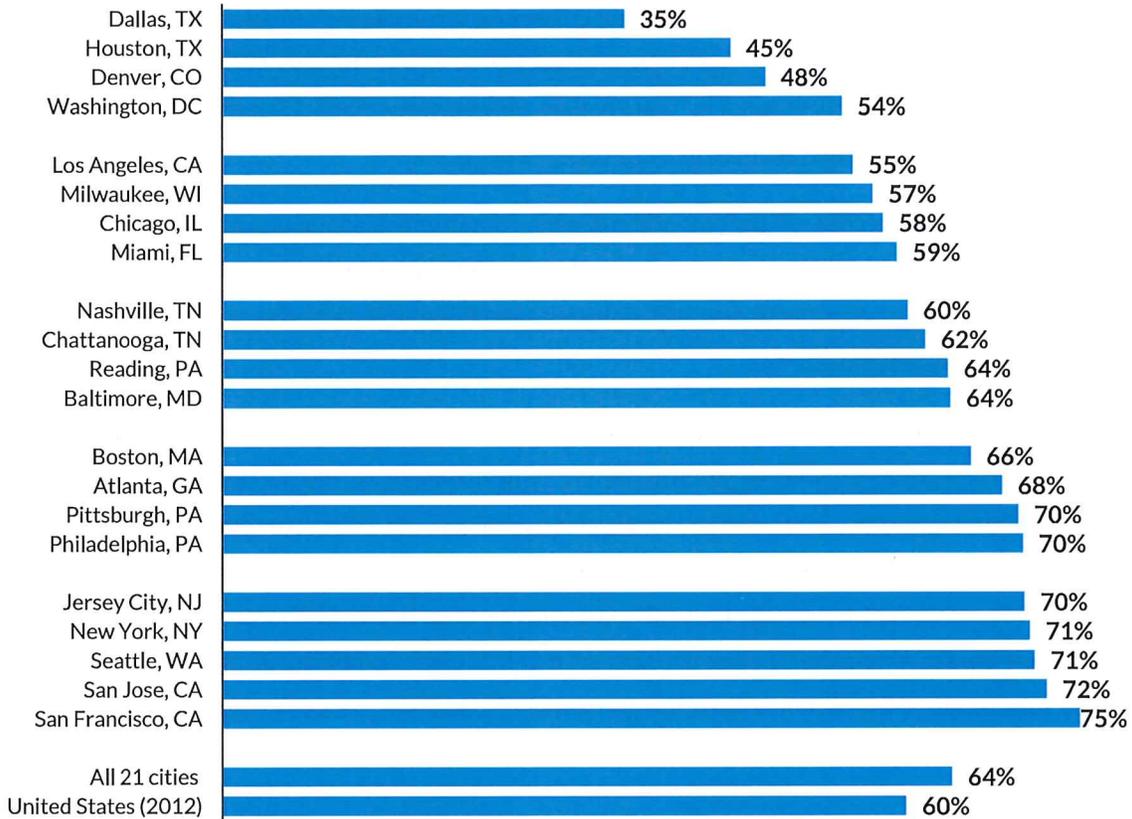
	Percentage of foreign born in the total population	All foreign born	Naturalized citizens	Eligible to naturalize	Percentage of foreign born who are eligible to naturalize
Atlanta, GA	8	34,385	9,418	4,350	13
Baltimore, MD	8	44,830	15,867	8,975	20
Boston, MA	27	162,053	69,788	36,512	23
Chattanooga, TN	6	11,604	3,173	1,972	17
Chicago, IL	21	553,650	185,026	134,001	24
Dallas, TX	24	332,425	48,851	89,564	27
Denver, CO	16	106,487	25,008	27,411	26
Houston, TX	28	659,539	140,937	174,570	26
Jersey City, NJ	40	99,499	41,346	17,419	18
Los Angeles, CA	39	1,473,424	499,280	401,866	27
Miami, FL	58	238,133	93,038	64,110	27
Milwaukee, WI	10	56,247	15,023	11,278	20
Nashville, TN	12	73,279	21,700	14,393	20
New York, NY	38	3,076,216	1,571,331	646,691	21
Philadelphia, PA	13	189,335	91,711	38,873	21
Pittsburgh, PA	8	22,597	8,508	3,677	16
Reading, PA	12	19,806	6,029	3,442	17
San Francisco, CA	36	289,866	166,435	54,961	19
San Jose, CA	39	418,217	217,380	83,256	20
Seattle, WA	18	111,773	56,171	22,648	20
Washington, DC	15	86,130	28,162	23,561	27
All 21 cities	29	8,059,495	3,314,183	1,863,530	23
United States (2012)	13	40,738,224	13,300,000	8,770,000	22

Notes: Data for the United States are from ACS 2012. Estimates of the naturalized and eligible to naturalize are from Department of Homeland Security, "Estimates of the Legal Permanent Resident Population in 2012," http://www.dhs.gov/sites/default/files/publications/ois_lpr_pe_2012.pdf.

FIGURE 1

Naturalization Rate

21 focus cities, 2011-13



Note: Naturalization rate is the ratio of the number of naturalized citizens to the sum of those naturalized and eligible to naturalize.

Characteristics of the Population Eligible to Naturalize

Knowledge of the characteristics of the population eligible to naturalize can be used to guide approaches to promote naturalization. Table 2 shows the countries or regions of origin and table 3 shows education levels, English proficiency, and income levels for the adult population eligible to naturalize. *Limited English proficiency* is defined as not speaking English at all or speaking English but not well.

Mexico, the country of origin of the largest number of immigrants in the United States, is the top country of origin of the naturalization-eligible population in 9 of the 21 focus cities. In Boston, New

York, and Reading, the top nationality of those eligible to naturalize is Dominican. In Jersey City most of the people eligible to naturalize are from India, and in San Francisco they are from China.

The city with the highest educational attainment among those eligible to naturalize is Pittsburgh, where 54 percent have at least two years of college education. Seattle follows with 49 percent. However, in Dallas, Houston, Milwaukee, and Reading, only between 9 and 15 percent of the people eligible to naturalize have two years or more of college education.

In the 21 cities combined, 37 percent of the eligible-to-naturalize population has limited English proficiency. The city with the highest percentage of limited English proficiency among the population eligible to naturalize is Miami, with over half. Baltimore and Pittsburgh have the most English proficient eligible-to-naturalize populations.

The last column of table 3 shows the percentage with incomes at or under 150 percent of the federal poverty level (FPL). Naturalization applicants with income up to 150 percent of FPL are eligible for a fee waiver by the US Citizenship and Immigration Services.¹⁴ In Milwaukee and Miami, over 40 percent of those eligible to naturalize have income only up to 150 percent of FPL, the highest in the 21 cities considered. In Seattle and San Jose, the share with incomes below 150 percent of FPL is near 20 percent, the lowest among the 21 cities considered. In the 21 cities combined, 33 percent of those eligible to naturalize have incomes up to 150 percent of FPL and thus are likely eligible for a fee waiver.

TABLE 2

Top Three Countries or Regions of Origin of the Adult Population Eligible to Naturalize
21 focus cities, 2011-13

	First	Second	Third
Atlanta, GA	Mexico	West Indies	Africa
Baltimore, MD	Africa	West Indies	Central America
Boston, MA	Dominican Republic	Haiti	China
Chattanooga, TN	Central America	India	Canada
Chicago, IL	Mexico	Poland	China
Dallas, TX	Mexico	El Salvador	Guatemala
Denver, CO	Mexico	Africa	Central America
Houston, TX	Mexico	El Salvador	Honduras
Jersey City, NJ	India	Africa	Philippines
Los Angeles, CA	Mexico	El Salvador	Guatemala
Miami, FL	Cuba	Nicaragua	Honduras
Milwaukee, WI	Mexico	Africa	Laos
Nashville, TN	Mexico	Africa	Central America
New York, NY	Dominican Republic	Mexico	China
Philadelphia, PA	West Indies	Africa	China
Pittsburgh, PA	Africa	Poland	India
Reading, PA	Dominican Republic	Mexico	Guatemala
San Jose, CA	Mexico	Vietnam	India
San Francisco, CA	China	Mexico	Philippines
Seattle, WA	Africa	China	Canada
Washington, DC	Central America	Mexico	Canada
All 21 cities	Mexico	Dominican Republic	El Salvador

Note: Regions are used when sample sizes are small.

TABLE 3

Socioeconomic Characteristics of the Adult Population Eligible to Naturalize (percentage)

21 focus cities, 2011-13

	Two years of college or more	Limited English proficiency	Income at or under 150 percent of the federal poverty level
Atlanta, GA	48	17	38
Baltimore, MD	36	14	36
Boston, MA	24	35	32
Chattanooga, TN	32	29	33
Chicago, IL	21	41	35
Dallas, TX	10	47	37
Denver, CO	20	34	29
Houston, TX	15	45	36
Jersey City, NJ	41	22	28
Los Angeles, CA	18	43	36
Miami, FL	18	51	44
Milwaukee, WI	15	31	45
Nashville, TN	27	17	30
New York, NY	24	34	32
Philadelphia, PA	23	34	39
Pittsburgh, PA	54	14	33
Reading, PA	9	28	37
San Francisco, CA	37	33	22
San Jose, CA	32	32	21
Seattle, WA	49	20	20
Washington, DC	48	18	26
All 21 cities	23	37	33

Individual-Level Impact

Naturalized citizens have higher mean annual wages and annual earnings than those eligible to naturalize. *Wages* refers to income from wages and salaries; *earnings* includes both wages and salaries as well as income earned through self-employment. Naturalized citizens also have higher employment and homeownership rates than those eligible to naturalize (figure 2). Also, those eligible to naturalize are more likely to participate in government benefits. These differences could be caused by differences between the two groups in characteristics, such as age, education, and years in the United States, and by self-selection in the decision to naturalize: those who naturalize may differ in difficult-to-measure characteristics that affect both the decision to naturalize and economic outcomes. The PSM methodology accounts for these factors.

Using the PSM methodology, we estimate the effects of naturalization on wages, earnings, employment, self-employment, homeownership, and participation in government benefit programs. In the first step of the matching process we predict the chances that a person is naturalized based on gender, years in the United States, age at arrival, region of origin, presence of undocumented people in the household, and percentage of the city that is foreign born. Results of the model of the likelihood of naturalization appear in appendix C.

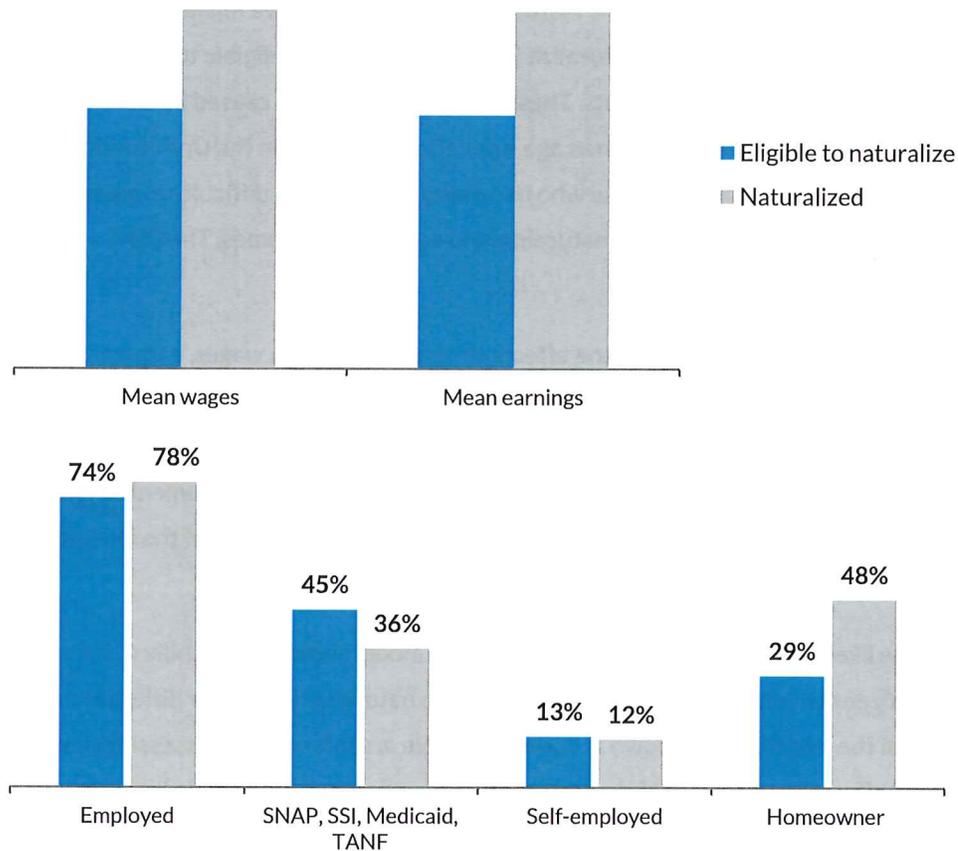
Predictions of the likelihood of naturalization based on the model shown in appendix C are used to match naturalized citizens to comparison noncitizens eligible to naturalize using four different matching techniques. Results of the matching are shown in appendix D. We are interested in assessing how naturalization would affect the outcomes of those who are not naturalized but eligible to do so.

The choice of matching technique does not substantially change the impacts of naturalization. In addition, effects are larger for those already naturalized, thus suggesting self-selection on the decision to naturalize. Using the three-nearest-neighbors technique, which is commonly used in this type of analysis, we find that naturalization increases the earnings of those eligible to naturalize 8.9 percent (figure 3). This increase means that the earnings of those who become citizens will be 8.9 percent higher than their earnings if they were not naturalized. For example, in 2011–13, those who are naturalized will have earnings that are \$3,200 higher than if they were not naturalized, bringing their earnings from about \$36,300 to \$39,500.

FIGURE 2

Economic Outcomes by Naturalization Status

21 focus cities, ACS 2011-13



Notes: Ages 18 and older. Employment rates are for people ages 18 to 64. Estimates are weighted. TANF could include other cash assistance.

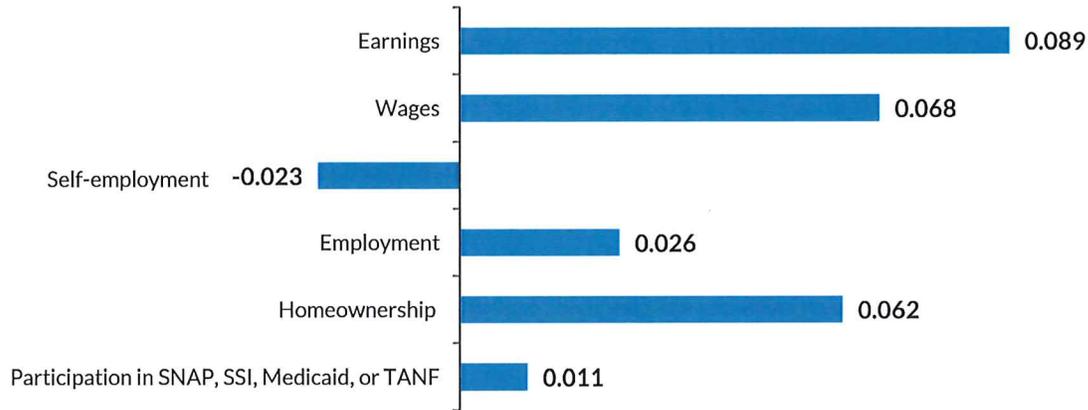
The earning impacts are larger than the wage impacts. This may be because naturalization opens up financial and market opportunities for the self-employed that have a large impact on earnings.

The impact of naturalization on the wages of the eligible to naturalize is around 6 percent. Bratsberg, Ragan, and Nasir (2002) and Pastor and Scoggins (2012) report naturalization effects on hourly wages of close to 7 percent, but their figures are for the average naturalized and nonnaturalized combined, and they do not use PSM. Also, their sample may include some long-time residents who are nonimmigrants or undocumented.

FIGURE 3

Effects of Naturalization on the Eligible to Naturalize

21 focus cities



Notes: Effects using Propensity Score Matching Nearest Neighbor (3). Results for other matching techniques are shown in appendix D. Changes in employment, self-employment, homeownership, and government benefits refer to percentage point changes. Changes in earnings and wages refer to percent increase. All estimates are statistically significant at the .01 level.

Naturalization significantly affects homeownership. Using observations of heads of household, we estimate that if the eligible were to naturalize, their homeownership rate could increase 6 percentage points. This means that the homeownership rate could increase from 29 to 35 percent. We theorize that this effect is caused by two factors: the increase in earnings, which translates into a greater ability to afford down payments and mortgage payments, and a greater sense of belonging and permanency in the United States, which translates into a greater interest in settling in the United States in the long term. Similar to wages and earnings, the effects on those already naturalized are larger than the effects on those eligible to naturalize (see appendix D).

Naturalization could reduce self-employment by about 2 percentage points: naturalized citizens may opt for salaried work rather than self-employment as better job opportunities open up. This result is consistent with various studies showing that, other things constant, the self-employed have lower earnings than salaried workers and that some self-employment among immigrants is quite marginal and caused by limited employment opportunities in the labor market (Abada, Hou, and Lu 2014; Blume et al. 2009; Borjas 1986; Hamilton 2000; Lofstrom 2013; Menjivar and Enchautegui 2015; Spener and Bean 1999). This result does not necessarily contradict the finding that naturalization has higher effects in the earnings estimates, which include the self-employed, than in the wage estimates, which include only

wage and salaried workers. Those eligible to naturalize who remain self-employed apparently do better than salaried workers.

Employment effects are small, between a 2.2 and 2.7 percentage-point increase in the probability of employment for those eligible to naturalize. And, similar to the other outcomes, effects are larger for those already naturalized.

Last, we use PSM to estimate the effect of naturalization on the likelihood of using SNAP, SSI, Medicaid, or cash assistance (TANF). The effect of naturalization on the likelihood of using government benefits is about a 1 percentage-point increase. As was discussed, the program that is most affected by naturalization is SSI because citizens are not required to meet prior-work requirements. Eligibility aside, qualified citizens may feel freer to seek government assistance. These PSM estimations consider only the likelihood of receiving benefits, not the amount of benefits received. As discussed later, however, expenditures on government benefits may in fact shrink when looking at all major such programs' combined expenditures.

Aggregate Impacts of Naturalization on Earnings

We use 8.9 percent as our point estimate to simulate the change in aggregate earnings with increased naturalization. This estimate produced the best match in terms of the characteristics of those eligible to naturalize and the naturalized.¹⁵ We take the effect of naturalization on those eligible to naturalize to simulate the naturalization experiment, because we are interested in how the earnings of those who are not currently naturalized will change if they were to naturalize. The simulations use the earnings results rather than wages to consider the self-employed because self-employment is an important avenue of economic achievement among immigrants and a way immigrants contribute to the economy (Borjas 1986; Kallick 2015; Lofstrom 2002).

Simulations also assume that naturalization would increase the employment rate by 2.2 percentage points, as shown in appendix D. Those who gain employment are given the average earnings of those eligible to naturalize.¹⁶

Aggregate earnings gains for each one of the 21 cities and for all the cities combined are shown in table 4. The aggregate increase in earnings depends on how many of the naturalization-eligible citizens become naturalized. We present figures assuming that 100 percent, 60 percent, and 25 percent of

those eligible to naturalize actually naturalize. The 60 percent level was selected because it is the naturalization rate for the United States as a whole (table 1).

With an earnings effect of 8.9 percent, the aggregate earnings in the 21 cities will increase by \$5.7 billion if all the people eligible to naturalize do so. If only 60 percent naturalize (randomly among the eligible) the benefits will be \$3.4 billion. Earnings gains range from \$7 million in Chattanooga and Reading to over \$2 billion in New York.

TABLE 4
Aggregate Earnings Increase from Naturalization
21 focus cities (\$ in 2012 millions)

	Initial aggregate earnings	Earnings increase from naturalization if 100% of those eligible naturalize	Earnings increase from naturalization if 60% of those eligible naturalize	Earnings increase from naturalization if 25% of those eligible naturalize
Atlanta, GA	148	19	11	5
Baltimore, MD	237	24	14	6
Boston, MA	990	115	69	29
Chattanooga, TN	43	7	4	2
Chicago, IL	3,124	428	257	128
Dallas, TX	1,756	255	153	76
Denver, CO	590	60	36	18
Houston, TX	3,901	521	312	156
Jersey City, NJ	609	73	44	18
Los Angeles, CA	7,636	1,109	665	277
Miami, FL	1,062	137	82	34
Milwaukee, WI	195	28	17	7
Nashville, TN	296	54	33	14
New York, NY	15,460	2,011	1,207	503
Philadelphia, PA	621	111	66	28
Pittsburgh, PA	145	15	9	4
Reading, PA	52	7	4	2
San Francisco, CA	2,017	233	140	58
San Jose, CA	2,742	334	201	84
Seattle, WA	852	90	54	23
Washington, DC	1,048	95	57	24
All 21 cities	43,523	5,726	3,435	1,431

Notes: Assumes earnings increase 8.9 percent and employment rate increases 2.2 percentage points. See appendix D for more information.

Aggregate Impact of Naturalization on Homeownership

Results show that naturalization could significantly affect homeownership. To trace what this means in terms of new homeowners, table 5 shows the predicted increase in the number of homeowners owing to naturalization of those eligible to naturalize, based on our estimate of an increase of 6.3 percentage points in homeownership rate.¹⁷ Naturalization could produce 45,000 new homeowners if all naturalization-eligible heads of household naturalize.

TABLE 5

Impact of Naturalization on Homeownership

21 focus cities

	Initial homeownership rate of those eligible to naturalize (%)	Homeownership rate upon naturalization (%)	New homeowners if all eligible naturalize	New homeowners if 60% of those eligible naturalize	New homeowners if 25% of those eligible naturalize
Atlanta, GA	46	52	127	76	32
Baltimore, MD	35	42	253	152	63
Boston, MA	21	28	995	597	249
Chattanooga, TN	53	60	37	22	9
Chicago, IL	43	49	3,346	2,007	836
Dallas, TX	45	51	2,313	1,388	578
Denver, CO	41	47	670	402	168
Houston, TX	43	50	4,487	2,692	1,122
Jersey City, NJ	19	25	452	271	113
Los Angeles, CA	25	31	9,443	5,666	2,361
Miami, FL	21	27	1,670	1,002	417
Milwaukee, WI	44	50	298	179	74
Nashville, TN	40	46	322	193	80
New York, NY	19	25	15,497	9,298	3,874
Philadelphia, PA	42	48	920	552	230
Pittsburgh, PA	33	39	99	59	25
Reading, PA	42	48	90	54	23
San Francisco, CA	25	32	1,318	791	330
San Jose, CA	42	49	1,664	998	416
Seattle, WA	37	44	574	345	144
Washington, DC	34	40	659	396	165
All 21 cities	29	35	45,236	27,142	11,309

Notes: Assumes an increase of 6.3 percentage points in homeownership rate. Observations only of heads of households.

Impacts of Naturalization on Tax Revenues

Using the TRIM3 microsimulation model, we calculate the increase in tax revenues resulting from the increase in earnings for each one of the 21 focus cities (table 6).¹⁸ The taxes considered in the estimates are payroll (Social Security and Medicare) taxes and federal, state, and city income taxes. Sales taxes are not captured in our model. The payroll tax estimates include both the employer and employee portions. City taxes are included in the six cities that have income taxes: Baltimore, Denver, New York, Pittsburgh, Reading, and San Francisco. Denver's tax is on employment and San Francisco's is imposed on employers based on the payroll bill. For Seattle and Miami, all the increase in tax revenue is at the federal level because these cities are in states that do not impose state income taxes. Simulations of income taxes include simulation of tax credits such as the earned income tax credit (EITC).

The additional earnings resulting from naturalization could increase tax revenues by \$2.03 billion in the 21 cities combined if all those eligible to do so naturalize. The estimate falls to \$740 million if only 60 percent of those eligible naturalize. In New York, the increase in taxes could be \$789 million. San Francisco could see an increase in income tax revenues of \$90 million. Relative to the current tax revenues, the naturalization of those eligible to naturalize could increase overall tax revenues between 1 and 2 percent, depending on the city.

TABLE 6

Change in Tax Revenues from Increased Earnings after Naturalization

21 focus cities (\$ in 2012 millions)

	If all eligible naturalize	If 60% of those eligible naturalize	If 25% of those eligible naturalize
Atlanta, GA	7.02	4.21	1.76
Baltimore, MD	9.32	5.59	2.33
Boston, MA	41.07	24.64	10.27
Chattanooga, TN	1.89	1.13	0.47
Chicago, IL	151.59	90.96	37.90
Dallas, TX	75.52	45.31	18.88
Denver, CO	20.77	12.46	5.19
Houston, TX	155.03	93.02	38.76
Jersey City, NJ	25.51	15.30	6.38
Los Angeles, CA	364.48	218.69	91.12
Miami, FL	40.80	24.48	10.20
Milwaukee, WI	9.08	5.45	2.27
Nashville, TN	15.29	9.17	3.82
New York, NY	789.00	473.40	197.25
Philadelphia, PA	37.10	22.26	9.28
Pittsburgh, PA	5.81	3.48	1.45
Reading, PA	2.28	1.37	0.57
San Francisco, CA	90.13	52.19	21.75
San Jose, CA	123.13	73.88	30.78
Seattle, WA	29.72	17.83	7.43
Washington, DC	39.37	23.62	9.84
All 21 cities	2,030.77	1,218.46	507.69

Notes: Includes only payroll taxes and federal, state, and city income taxes. Assumes 8.9 percent increase in earnings and 2.2 percentage-point increase in employment.

Impacts of Naturalization on Use of Government Benefits: Focus on New York and San Francisco

In this section we estimate the effects of naturalization on government benefits in New York and San Francisco, using the TRIM3 microsimulation model. Benefits analysis has to be done city by city because eligibility and benefits for some programs vary by state, and program participation in the ACS has to be

calibrated to city administrative data. Results for New York and San Francisco are not necessarily generalizable to other cities but can highlight key elements to keep in mind when trying to assess the effects of naturalization on government benefit use and expenditures.

Our analysis simulates changes in Supplemental Security Income (SSI), Temporary Assistance for Needy Families (TANF), the Supplemental Nutrition Assistance Program (SNAP, also known as food stamps), subsidized child care (Child Care Development Fund subsidies), subsidized housing, the Low Income Home Energy Assistance Program (LIHEAP), and the Special Supplemental Nutrition Program for Women, Infants, and Children (WIC). Table 7 shows the simulation results for New York and includes tax changes to illustrate the whole picture of the effects of naturalization. Changes in government benefits come from increased earnings, and changes in eligibility from becoming a citizen. Some households may no longer be eligible for SNAP and other government programs with the earnings increase, and others will receive lower benefits. In the case of SSI, becoming a citizen can make some of the new citizens eligible.

In New York the annual costs of government benefits combined are estimated to decline \$38 million if all naturalization-eligible residents naturalize. The largest decline is in the costs of housing programs and SNAP, which are expected to drop \$35 million and \$47 million, respectively. The only program showing an increase is SSI. Costs for this program are predicted to increase \$59 million, reflecting that some of the newly naturalized people become eligible for this program. Increase in income from SSI can in turn reduce the amount of other government benefits for which a person may be eligible, such as SNAP or TANF (cash assistance). The microsimulations consider these interrelationships in the use of government benefits and amount received. These interactions can explain part of the decline in expenditures in shown in table 7.

We find that in New York, naturalization decreases the costs of government programs in the aggregate. When the figures for government benefits are combined with the figures on increased tax revenues, the net fiscal impact in the city of New York is positive, representing a win on all accounts: more earnings, more tax revenues, and less expenditure on government benefits. Government benefit expenditures decline \$34 million for a net fiscal gain of \$823 million.

TABLE 7

Effects of Naturalization on Government Benefits and Tax Revenues in New York City
(\$ in 2012 millions)

	If 100% of those eligible naturalize	If 60% of those eligible naturalize	If 25% of those eligible naturalize
Government benefits	-\$34	-\$20	-\$8
SSI	59	\$35	\$15
TANF	-8	-\$5	-\$2
CCDF subsidies	-2	-\$1	-\$0.4
Housing	-35	-\$21	-\$9
SNAP	-47	-\$28	-\$12
LIHEAP	0	\$0	\$0
WIC	-1	-\$0.6	-\$0.25
Tax revenues	\$789	\$473	\$197
<i>Federal taxes</i>	\$597	\$358	\$149
Payroll tax	\$225	\$135	\$56
Federal income tax	\$372	\$223	\$93
State income taxes	\$124	\$74	\$31
City income tax	\$68	\$41	\$17
Aggregate changes			
Government benefits	-\$34	-\$20	-\$8
Tax revenues	\$789	\$473	\$197
Net benefits	\$823	\$494	\$206
Number naturalizing, age 18 or older (thousands)	609	365	152

Notes: All naturalization-eligible people who have earnings (including self-employment) get an increase of 8.9 percent. People with a chance of a new job are those who are naturalization-eligible, ages 18–64, not a student, not disabled, and not retired. All new jobs are 52 weeks, 40 hours/week, \$22.71 hourly wage. Number of new jobs equals about 2 percent of naturalization-eligible adults. Benefit figures include adults with no earnings. TANF includes state-funded “safety net” benefits.

San Francisco shows a different pattern. There, expenditures in all programs except SSI decrease about \$1 to \$2 million, but SSI increases \$9 million, for a total increase in government benefit expenditures of \$4 million. Even considering the increase in government benefit expenditures, there is still a net fiscal gain of \$86 million.

San Francisco has a larger share than New York City of naturalization-eligible immigrants age 65 and older: 14 and 11 percent, respectively. Immigrants who arrive to the United States at an old age may not have time to accumulate the quarters of work necessary to get social security or SSI.¹⁹ Some of these immigrants become eligible for SSI upon becoming a citizen.

TABLE 8

Effects of Naturalization on Government Benefits and Tax Revenues in San Francisco

(\$ in 2012 millions)

	If 100% of those eligible naturalize	If 60% of those eligible naturalize	If 25% of those eligible naturalize
Government benefits	4	2.4	1.0
SSI	9	5.4	2.3
TANF	-1	-0.6	-0.3
CCDF subsidies	-1	-0.6	-0.3
Housing	-2	-1.2	-0.5
SNAP	-1	-0.6	-0.3
LIHEAP	0	0.0	0.0
WIC	0	0.0	0.0
Tax revenues	90	54	23
<i>Federal taxes</i>	73	44	26
Payroll tax	23	14	8
Federal income tax	50	30	18
<i>State income taxes</i>	16	10	6
<i>City income tax</i>	1.09	0.7	0.4
Aggregate changes			
Government benefits	4	2.4	1.4
Tax liabilities	90	54.1	32.4
Net benefits	86	51.7	31.0
Number naturalizing age 18 or older (thousands)	53	32	19

Notes: All naturalization-eligible people who have earnings (including self-employment) get an increase of 8.9 percent. People with a chance of a new job are those who are naturalization-eligible, ages 18–64, not a student, not disabled, and not retired. All new jobs are 52 weeks, 40 hours/week, \$22.71 hourly wage. Number of new jobs equals about 2 percent of naturalization-eligible adults. TANF includes state-funded “safety net” benefits.

Concluding Remarks

This study estimates the economic effects of naturalization in 21 American cities. We find that if the people eligible to naturalize in those cities become citizens, aggregate earnings could increase by \$5.7 billion. If only 60 percent of all those who are eligible become citizens, earnings could increase by \$3.4 billion. Naturalization of those eligible to become citizens is estimated to lead to over \$2 billion in additional payroll taxes and federal, state, and city income taxes. We find that naturalization could generate 45,000 new homeowners. In addition, a detailed analysis for two cities shows that naturalization may reduce expenditures for government benefits. For instance, our tax and government

benefit analysis for New York reveals that naturalization could increase tax revenues \$789 million and reduce the cost of government benefits \$34 million. In San Francisco, government expenditures could increase \$4 million, but the net fiscal gain is still overwhelmingly positive.

These results add to our knowledge of the impact of naturalization in three ways. First, this is the first study to our knowledge that comprehensively assesses the economic effects of naturalization in a large set of localities. Contrary to previous studies of economic effects of immigration, which focus on earnings and at times on taxes, we present a complete view of effects by assessing a wider range of outcomes and the impacts on government benefits. Thus, our analysis presents a view of the net fiscal impacts of naturalization, indicating that naturalization's earning effects are a powerful antipoverty and economic development intervention and an untapped source of tax revenue for governments. Second, this study suggests that naturalization is unlikely to be a drain on government benefits. Even in San Francisco, a city with a higher share of older adults than several of the other cities, naturalization of those eligible increased government expenditures only \$4 million. Further research is needed to determine whether this outcome would be true in the United States as a whole and for other cities, because states have put in place different eligibility requirements for SNAP, TANF, and other programs. Third, this study shows that the benefits of naturalization on homeownership are substantial.

These results demonstrate that the ultimate extent of the economic benefits of naturalization depends on how many people take advantage of the opportunity to naturalize. This finding raises the issue of the availability and effectiveness of naturalization-promoting programs and resources. Several cities have launched naturalization-promotion programs to assist eligible immigrants through the process. In 2014, three such cities—Chicago, Los Angeles, and New York, with support from the Center for Popular Democracy, the National Partnership for New Americans, and Citi Community Development—launched Cities for Citizenship, a major national initiative aimed at increasing citizenship among eligible US permanent residents and encouraging cities across the country to invest in citizenship programs. Although our study has found evidence of naturalization's benefits, and many more cities are now actively involved in promoting naturalization to their residents, a lack of knowledge about what works best in promoting naturalization remains. Some programs focus on English language and civic learning because naturalization generally requires that applicants pass an interview and a US history or civics exam, both of which are typically in English. Other programs have focused on financial assistance, helping immigrants with the payment of the \$680 application fee. One-third of naturalization-eligible individuals have incomes below 150 percent of FPL, suggesting that the fee could be deterring some from naturalizing and that applicants could benefit from financial empowerment services, which are integrated into some citizenship programs, and from more outreach regarding

waivers. Other programs have focused on increasing awareness of the benefits of naturalization, educating immigrants about their eligibility, and reducing misinformation about citizenship requirements. More evidence is needed on what programs are effective, on what populations they work best for, and what conditions could make these programs work better.

The effectiveness of naturalization programs also affects how quickly the economic gains of naturalization materialize. Our economic impact analysis estimates that naturalization produces an increase in earnings of 8.9 percent. The materialization of these aggregate effects is a function of how quickly and to what scale naturalization can be increased among those eligible to naturalize. A goal of naturalizing 60 percent of the eligible in three years, for instance, would mean that the benefits of naturalization evaluated at 60 percent will be rolled out in a period of three years. The more effective programs are at increasing the number of naturalized citizens, the more quickly the benefits of naturalization will be felt by individuals and the cities in which they live.

Knowledge of the characteristics of the local population is fundamental in designing effective naturalization-promoting programs. Characteristics such as the country of origin, English-language proficiency, educational achievement, and income levels of the local population provide guidance about what programs could be more effective, what populations to target, and what naturalization-rate goals are appropriate.

Appendix A. Detailed Methodology

Assignment of immigration status: To know the number of people eligible to naturalize, we have to know the immigration status of the foreign-born people in the ACS. The eligible to naturalize are part of the immigrant population with legal permanent residence status, but the only information in the ACS pertaining to immigration status is whether or not the foreign-born person is a naturalized citizen. Whether the non-naturalized are lawful permanent residents, refugees, nonimmigrants with temporary residence status, or unauthorized is not known. To determine whether an immigrant is eligible to naturalize, we first impute immigration status. Then, of those whose imputed status is legal permanent resident, we identify those who are eligible to naturalize based on years of residence in the United States, marriage to a US citizen, age (whether under age 18 or not), and military service.

The procedure starts by determining the definitely legal population among the noncitizens. This population is composed of immigrants whose occupations and sources of income suggest they are legally residing in the United States. For instance, a foreign-born person who receives Social Security or who is a policeman is almost certain to be a legal resident. We also identify people from refugee countries based on the country of birth and year of arrival, based on information on annual refugee admissions from Department of State memos and data on annual refugee admissions from the Department of Homeland Security. Temporary status immigrants are identified by occupation, country of birth, and student status. After these assignments have been made, immigrants in the residual group are assigned as unauthorized.

Adjustment for misreported citizenship: Studies of immigration status imputations have noticed that some immigrants appear to be misreporting their citizenship (Van Hook and Bachmeier 2013). One indication of misreporting is that a share of recently arrived immigrants claims to be naturalized citizens. Imputations by Passel and Cohn (2009) and Warren (2014) adjust for misreported citizenship. Van Hook and Bachmeier (2013) also recommend adjustment. We adjust for misreported citizenship by submitting all immigrants who say they are citizens and have resided in the United States for less than five years to the imputation procedure if they do not appear to meet the citizenship rules for people with less than five years of US residence. Similar to Passel and Clark (1997), we also subject all Mexicans and Central Americans who say they are citizens to the imputation procedure and return them to the naturalized citizenship category if they are not assigned to be unauthorized immigrants.

Calibration of imputations: The assignment of unauthorized status is calibrated to published estimates of the unauthorized population in 2012 in the 15 states that contain the 21 focus cities.

Calibration to the unauthorized was necessary because publicly available estimates for 2012 of the legal permanent residents in these 15 states do not exist. We used estimates of the unauthorized population published by the Center for Migration Studies (n.d.), which were developed by Warren (2014) as targets. These targets were selected because they coincide for the middle year of our data and had information for the 12 states that include the focus cities. In calibrating the estimates, we allowed our unauthorized count to be up to 8 percent lower than the Center for Migration Studies estimates, because the Center for Migration Studies estimates are adjusted for undercount of the unauthorized and ours are not.²⁰ It was important to not overidentify unauthorized immigrants in our data, in order to avoid underidentifying the legal permanent resident category. After a second round of reassignments using probabilities of unauthorized status based on gender, country of origin, age, and education (based on prior Urban Institute estimates), we achieved counts that were within 5 percent of the targets for the 15 states; most of the estimates were within 98 percent of targets.

Identification of the population eligible to naturalize: The main factors determining whether a person is eligible or not to naturalize are immigration status, years the immigrant has been a legal permanent resident, age of the person (whether or not a minor), citizenship status of the spouse and years married, military service, and age and status of the parents for minor children. A person who is a legal permanent resident and who has resided in the United States for at least five years with that status is generally eligible to naturalize. Also eligible are people who entered as refugees and who have resided in the United States for at least one year. Legal permanent residents currently serving in the military or who have served in the military, as well as spouses and children of current or prior service members, are eligible to naturalize without any waiting period. Immigrants who have been married to US citizens for at least three years and have been legal permanent residents for at least that same number of years are also eligible to become citizens. Finally, children of US citizens are generally eligible to naturalize. The ACS does not contain all the information necessary to know with precision whether or not a person is eligible to naturalize, but we can get a close estimate based on age, marital status, years in the United States, spouse's citizenship, and military service.

Estimating the effects of citizenship on economic outcomes: We use a PSM methodology to estimate the impacts of naturalization on earnings, employment, self-employment, homeownership, and government benefits. This methodology has been widely used to assess the impact of an intervention when a random control experiment is not possible (Caliendo and Kopeinig 2005; Peikes, Moreno, and Orzol 2008; Thoemmes and Kim 2011). Naturalization could be seen as an intervention where the treated group is composed of the naturalized citizens and the untreated group comprises the noncitizens who are eligible to naturalize. PSM is particularly well suited to this analysis because the goal is to estimate the

effect of naturalization if the non-naturalized were to become citizens. This technique also provides information about the effect of naturalization on those who are naturalized and the average treatment effect, combining both groups. Matching by propensity score attempts to control for factors that relate to selection bias or the possibility that those who become citizens are those who can get the most benefits from it (Anderson 2014; Brastberg, Ragan, and Nasir 2002).

The PSM procedure matches a naturalized citizen to a noncitizen based on a propensity score generated by a model of the decision to naturalize. We use a logit model of naturalization that predicts probability to naturalize or not on the basis of certain covariates. Various techniques exist to conduct the matching. The nearest-neighbor technique matches the citizen with the noncitizen with the closest propensity score. The nearest-neighbor procedure can use more than one comparison observation instead of only one. Kernel density is another matching technique. This technique compares each treatment group observation with all, or many, members of the comparison group, weighted by proximity of propensity score. The kernel matching can be done with a bandwidth in which only observations within a certain propensity score are used. To increase the quality of the matches, we specify that the distance in the propensity score between the naturalized and non-naturalized be kept within a certain range by specifying a caliper of 0.03. We also specified that the matches be kept within a common support; that is, matches must be inside the common portion of the distribution of the propensity score of both the treated and the nontreated group. In addition we compared the means of the covariates for the treatment and the control group, calculating the mean bias and favoring the matching technique that produces differences below 5 percent.

After the naturalized and the appropriate nonnaturalized matches are determined, the impact of naturalization is obtained by comparing the outcome variables of the naturalized and the matched nonnaturalized but eligible people.

Appendix B. Naturalized and Eligible to Naturalize Population Sample Sizes

TABLE B.1

Sample Sizes from American Community Survey 2011–13

21 focus cities, naturalized and eligible to naturalize, ages 18 and older

Atlanta, GA	436
Baltimore, MD	729
Boston, MA	2,952
Chattanooga, TN	114
Chicago, IL	7,558
Dallas, TX	3,779
Houston, TX	7,930
Jersey City, NJ	1,565
Los Angeles, CA	27,972
Miami, FL	4,219
Milwaukee, WI	503
Nashville, TN	873
New York, NY	55,496
Philadelphia, PA	2,230
Pittsburgh, PA	282
Reading, PA	190
San Francisco, CA	6,029
San Jose, CA	9,472
Seattle, WA	1,840
Washington, DC	1,399
All 21 cities	136,728

Note: Figures for Atlanta, Chattanooga, Dallas, Houston, Reading, and San Jose are estimates based on PUMAs because these cities are not identified in the Public Use Microdata Samples of ACS.

Appendix C. Logit Model of Naturalization Used in PSM

TABLE C.1

Logit Model of Naturalization

People with earnings only

	Coefficient	Standard error	z	P> z
Female	0.239	0.017	14.36	0
Age at arrival	0.008	0.001	10.08	0
Years in the United States	0.090	0.001	93.73	0
Education 0–11 years	-0.712	0.023	-30.49	0
Two years or more of college	0.345	0.019	18.08	0
Asian	0.355	0.021	16.56	0
Latino	-1.421	0.022	-65.43	0
Foreign-born in the city	0.000	0.000	22.68	0
Undocumented immigrant in the household	0.103	0.031	3.32	0.001
Constant	-1.478	0.039	-37.66	0

Notes: These results are intended to illustrate the logit models of naturalization using the PMS estimations. This model refers only to the earnings results and includes only people with earnings. The population included in each PMS outcome varies, and the logit results vary.

Appendix D. PSM Estimates of the Effects of Naturalization on Economic Outcomes

TABLE D.1

PSM Estimates of the Effects of Naturalization on Economic Outcomes

	Difference nearest neighbor	Difference nearest neighbor-3	Kernel	Difference using kernel with bandwidth
Annual earnings (raw log difference naturalized-naturalized eligible = .37)				
On the eligible to naturalize	0.089	0.089	0.105	0.082
On the naturalized	0.142	0.136	0.137	0.134
On the average person	0.124	0.12	0.126	0.116
Annual wages (raw log difference naturalized-naturalized eligible = .35)				
On the eligible to naturalize	0.062	0.068	0.084	0.06
On the naturalized	0.114	0.101	0.12	0.098
On the average person	0.096	0.116	0.108	0.116
Self-employment (raw difference naturalized-naturalized eligible = -.01)				
On the eligible to naturalize	-0.024	-0.023	-0.024	-0.025
On the naturalized	-0.026	-0.028	-0.025	-0.027
On the average person	-0.025	-0.026	-0.025	-0.026
Employed during the year (raw difference naturalized-naturalized eligible = .04)				
On the eligible to naturalize	0.026	0.026	0.027	0.022
On the naturalized	0.049	0.045	0.04	0.042
On the average person	0.04	0.038	0.035	0.035
Home ownership (raw difference naturalized-naturalized eligible = .20)				
On the eligible to naturalize	0.063	0.062	0.074	0.064
On the naturalized	0.115	0.121	0.126	0.118
On the average person	0.101	0.105	0.112	0.104
Participation in SNAP, SSI, Medicaid or cash assistance (raw difference naturalized-naturalized eligible = -.09)				
On the eligible to naturalize	0.012	0.011	0.006	0.015
On the naturalized	0	-0.002	-0.006	-0.002
On the average person	0.004	0.002	0.002	0.003

Notes: Annual wages and earnings are measured in log form. People without wages/earnings are excluded from the wage/earnings estimations. All estimates are statistically significant at least at the .05 level. Standard errors for the eligible to naturalize were estimated through bootstrapping.

Notes

1. "Yearbook of Immigration Statistics 2013 Naturalizations," table 20, Department of Homeland Security Office of Immigration Statistics, last modified May 28, 2014, accessed November 25, 2015, <http://www.dhs.gov/publication/yearbook-immigration-statistics-2013-naturalizations>.
2. In April 2015, the White House Task Force on New Americans (2015, 28–30) released an action plan that recommended, among other things, a set of measures to promote naturalization.
3. "Cities for Citizenship," accessed December 7, 2015, <http://www.citiesforcitizenship.org/>.
4. "About," New Americans Campaign, accessed December 7, 2015, <http://newamericanscampaign.org/about>.
5. "National Partnership for New Americans," accessed December 7, 2015, <http://partnershipfornewamericans.org/>.
6. "Become a Citizen," National League of Cities, accessed December 7, 2015, <http://www.nlc.org/Documents/Find%20City%20Solutions/Research%20Innovation/Immigrant%20Integration/newcityzen-brochure.pdf>.
7. For a more detailed explanation of SSI eligibility for immigrants, see "Excerpt from *Guide to Immigrant Eligibility for Federal Programs*, Table 1: Overview of Immigrant Eligibility for Federal Programs," accessed December 7, 2015, http://www.nwyc.com/s3web/1002033/docs/overview_of_immigrant_eligibility.pdf; and "Supplemental Security Income (SSI) for Noncitizens," Social Security Administration, accessed December 7, 2015, <https://www.ssa.gov/pubs/EN-05-11051.pdf>. A person's spouse's and parent's work could count toward the 40 quarters. Asylees and refugees can get SSI for up to 7 years. Pre-PRWORA immigrants who are disabled or who were receiving SSI already in August 1996 are potentially eligible, and veterans and their families are exempted from the restrictions.
8. Noncitizens are allowed in a limited number of government jobs.
9. American Immigration Council, "The Ones They Leave Behind: Deportation of Lawful Permanent Residents Harms U.S. Citizen Children," news release, April 26, 2010, <http://www.immigrationpolicy.org/just-facts/ones-they-leave-behind-deportation-lawful-permanent-residents-harm-us-citizen-children>.
10. Ibid.
11. The original version of TRIM3 is funded and copyrighted by the Department of Health and Human Services, Office of the Assistant Secretary for Planning and Evaluation, and operates on data from the Current Population Survey. The version used for this analysis is an adapted version that operates on ACS data; its development was funded by foundations and by Urban Institute funds.
12. More information about TRIM3 can be found at "Welcome!" Transfer Income Model Version 3, accessed December 7, 2015, <http://trim.urban.org/T3Welcome.php>.
13. Warren and Kerwin (2015) estimate 8.6 million immigrants were eligible to naturalize in 2013 and a naturalization rate of 69 percent.
14. See "USCIS Form I-912: Request for Fee Waiver," US Citizenship and Immigration Services, accessed December 7, 2015, <http://www.uscis.gov/sites/default/files/files/form/i-912.pdf>.
15. The lowest mean bias.
16. Assigning the average earnings of the eligible to naturalize to those that enter the labor market is done for simplification: these new workers may be younger, or their years in the United States or their education could be different from those already in the labor market.
17. In this model, the matching technique in column 1 of table D.1 produces the lowest mean bias.
18. The term *tax revenues* is used for easier understanding, but the correct term is *tax liabilities*.
19. Noncitizen spouses and children can get credit for the work quarters of their spouse or parents in the SSI program.
20. "Estimates of the Unauthorized Population for States," Center for Migration Studies, accessed November 25, 2015, <http://data.cmsny.org/>.

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About the Author



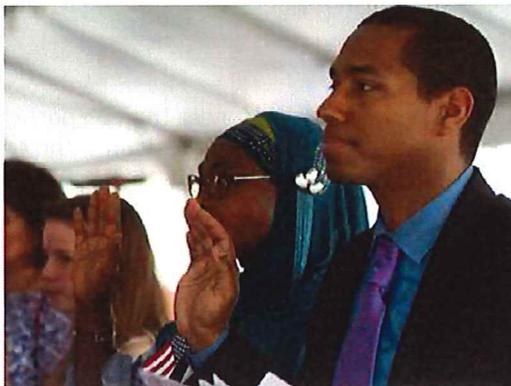
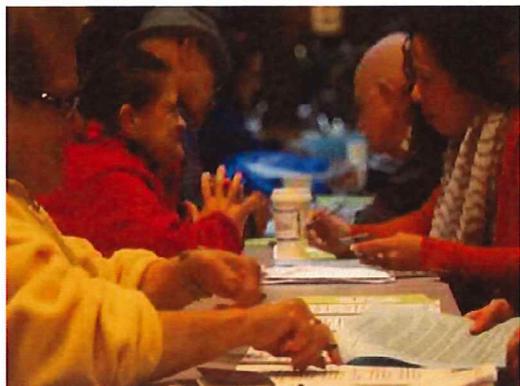
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Cities for Citizenship Toolkit

10 Strategies to Launch & Strengthen Citizenship Initiatives

Cities for Citizenship (C4C) is a major national initiative to encourage cities and counties across the country to invest in citizenship and financial empowerment for eligible permanent residents.

C4C is chaired by New York City Mayor Bill de Blasio, Chicago Mayor Rahm Emanuel, and Los Angeles Mayor Eric Garcetti, with support from the Center for Popular Democracy and the National Partnership for New Americans. Citi Community Development is the Founding Corporate Partner. More than 25 cities and counties across the country have joined.



Cities for Citizenship

Cities for Citizenship (C4C) is a major national initiative of more than 25 participating cities and counties aimed at increasing citizenship among eligible U.S. permanent residents and encouraging investment in citizenship and financial empowerment programs. There are currently 8.8 million lawful permanent residents (LPRs) who are eligible to naturalize across the United States. Yet, each year fewer than nine percent of those who are eligible to naturalize take the important step of applying for citizenship due to a variety of barriers. As a result, the U.S. economy misses out on billions of dollars in potential individual earnings and tax revenues.

Cities and counties play an integral role in promoting naturalization and removing the barriers that prevent LPRs from completing the citizenship process, ultimately fostering a more inclusive, robust and representative democracy. Since C4C's inception in 2014, and with support from Citi Community Development, New York City, Chicago, and Los Angeles have been at the forefront of this effort, helping to lead the way in creating scalable naturalization programs that can be replicated across the country.

There are more than 25 participating cities and counties, including Miami-Dade and Suffolk Counties – together representing over 40 additional cities, in the C4C network. To help make the program a success, we partner with AFL-CIO, the National Association of Latino Elected Officials (NALEO), the National Federation of Credit Development Unions, Welcoming America and 32 BJ SEIU – all of whom have strong roots in immigrant communities and help serve as a bridge linking immigrant communities with municipal governments.

This Cities for Citizenship Toolkit outlines strategies for cities and counties to launch and expand citizenship initiatives by sharing lessons learned and best practices from across the country.

10 Strategies to Launch & Strengthen Citizenship Initiatives

C4C's participating cities and counties, working hand-in-hand with partners, have created robust citizenship programs. Below is an outline of 10 strategies to launch and strengthen citizenship initiatives based on the work of C4C participating cities and counties:

- Strategy 1:** Identify the Eligible Population of Legal Permanent Residents
- Strategy 2:** Partner with Service Providers and Community-Based Organizations
- Strategy 3:** Build Relationships with Financial Institutions and Financial Empowerment Organizations
- Strategy 4:** Create an Office of New Americans or Mayor's Office of Immigrant Affairs
- Strategy 5:** Collaborate with Your Local Libraries to Establish "Citizenship Corners"
- Strategy 6:** Train Key City Staff, Commissioners, Department Chairs, and Volunteers on the Benefits of Naturalization for Your City
- Strategy 7:** Host Oath Ceremonies and Other Naturalization-Related Events in the Mayor's Office
- Strategy 8:** Promote Public Awareness of Citizenship through Media
- Strategy 9:** Expand Current Programming Capacity through New Partnerships
- Strategy 10:** Measure Impact to Ensure Success and Expand Initiatives

Strategy 1: Identify the Eligible Population of Legal Permanent Residents (LPRs)

To successfully identify LPRs eligible to naturalize, target outreach efforts, and ultimately increase naturalization rates, cities and counties must have an in-depth knowledge of their LPR population.

By using Census data or other available resources, cities and counties can identify the number or percentage of LPRs living in the area. Cities and counties can also identify the number of LPRs living in different neighborhoods or census tracts and their countries of origin and languages spoken. These data will help you target and focus your outreach efforts to ensure maximum impact.

C4C Highlight: Eligible to Naturalize Reports and Webinars

C4C works together with leading national research institutions and partners to provide the most current data on the eligible to naturalize. C4C convenes webinars to share the reports throughout the C4C network.

Below are links to these webinars and reports:

- **Webinar: "Minimizing the Barriers to Naturalization"**
 - University of Southern California's Center for the Study of Immigrant Integration (CSII) led by Dr. Manuel Pastor, unveiled an incredible new tool, their [interactive maps](#) that allow you to search for eligible to naturalize populations down to the state, county, and PUMA (more granular than county).
 - View the "Minimizing the Barriers to Naturalization" webinar [recording](#) and the [slides](#) for your reference.
- **Report: "The Economic Impact of Naturalization on Immigrants and Cities"**
 - NYC Mayor's Office of Immigrant Affairs, Citi Community Development, the Urban Institute and C4C [released a groundbreaking report](#) that examines the naturalization-eligible immigrant population in 21 cities across the country as well as the potential economic impact of naturalization on immigrants and the cities' economies.
 - View the [slides](#) and the webinar [recording](#) from the C4C webinar discussing the report.

Additional resources on the eligible to naturalize:

- **Center for Migration Studies:**
 - [The US Eligible-to-Naturalize Population: Detailed Social and Economic Characteristics](#) (Warren, Kerwin, 2015)
- **USCIS Immigration and Citizenship Data**

Strategy 2: Partner with Service Providers and Community-Based Organizations

Community-based organizations and local citizenship service providers play an integral role in helping LPRs access the support they need to initiate and complete the naturalization process. These organizations have deep ties and trust with immigrant communities and are often one of the first places where immigrants go for assistance. Partnerships with community-based organizations increase program effectiveness due to the ability of CBOs to spread the word about citizenship programming and available resources and to make referrals for assistance.

Cities and counties can capitalize on these relationships and existing connections by working closely with community-based naturalization providers that have established citizenship programming, ESL, or civics programming. In addition, to get a better sense of current capacity and needs, cities and counties can assemble regional roundtables of stakeholders to review programming capacity, current partnerships, and identify naturalization barriers and target populations for outreach.

C4C Partner Highlight: Chicago Mayor's Office of New Americans

In Chicago, the local C4C program has been led by a partnership between the City of Chicago Mayor's Office of New Americans, the Chicago Public Libraries, the Chicago Public Library Foundation, and Citi Community Development. The Mayor's Office of New Americans program provided eight grants to community-based organizations focused on citizenship and financial literacy.

The eight grantees provided workshops to local immigrant community members, which resulted in 51 citizenship workshops, serving 2,801 legal permanent residents in partnership with 643 community volunteers. In addition, they offered 60 financial literacy workshops across Chicago.

The eight community-based organizations were also organized by regional tables through the Mayor's Office of New Americans. The regional tables created partnerships amongst the community-based organizations where legal service providers and service organizations came together to host citizenship workshops at local libraries.

"We want to make sure our residents have the resources they need to become naturalized citizens. By providing free assistance to residents in their native language, we can point them in the right direction so that they can continue on their path to citizenship and protect them from any risk of consumer fraud. Chicago is a city that was built by immigrants and continues to thrive from the vibrancy of our immigrant population, and we will do everything we can to support immigrants in their quest for citizenship." - Mayor Rahm Emanuel



Chicago Mayor Rahm Emanuel at an Oath Ceremony in City Hall

Strategy 3: Build Relationships with Financial Institutions and Financial Empowerment Organizations

The naturalization process creates important opportunities to offer financial empowerment services to individuals seeking to naturalize. Banks, credit unions, financial empowerment organizations and local economic development offices are critical partners in effectively integrating services and building citywide plans for long-term community asset building.

Many credit unions across the country currently offer low-cost or zero interest naturalization micro-loans to address the high cost of the naturalization application for LPRs.

Financial empowerment organizations can also partner with citizenship service providers to offer financial education classes and financial counseling to LPRs while they are in the naturalization process. Cities and counties can forge relationships with these institutions to design programs and reach LPRs with citizenship and financial empowerment services. Local offices of economic empowerment can help inform program design and facilitate connections to financial empowerment organizations that might be potential partners.

C4C Partner Highlight: New York City NYCitizenship Program

The New York City Mayor's Office of Immigrant Affairs (MOIA) created NYCitizenship, a citywide program that provides citizenship legal services and financial counseling at 12 public library branches. The NYCitizenship program provides free services to New Yorkers including appointments with a trusted attorney for help with citizenship applications, information sessions about the citizenship process and its benefits, and free and confidential financial counseling. NYCitizenship financial counselors help New Yorkers learn how to save for the citizenship application fee or apply for the fee waiver, check or improve their credit score, open a bank account, and manage their debt, among other services. This program is supported by Citi Community Development, Carnegie Corporation of New York, and Robin Hood Foundation.



Photo credit: Ed Reed/NYC Mayoral Photography Office



Photo credit: Paula Vlodkowsky

"Citizenship is a vital piece of our citywide strategy to promote economic opportunity and equity - and cities are central to protecting and promoting the inclusion and diversity that make our country so great. Citizenship is linked to increased wages, higher rates of homeownership, and other important factors in helping people unlock vital civic and economic opportunity. We're proud to offer free legal services and financial counseling at our public libraries through the NYCitizenship program to expand opportunity for those who have long been hardworking, productive members of our country." - Mayor Bill De Blasio

C4C Partner Highlight: National Federation for Community Development Credit Unions (the Federation) and the Juntos Avanzamos Initiative

The Federation is a C4C partner whose mission to help low- and moderate-income people and communities achieve financial independence through credit unions. C4C and the Federation work together to build relationships between cities and credit unions and pathways to financial empowerment.

The Federation is leading the national expansion of Juntos Avanzamos (Together We Advance), a designation program for credit unions committed to serving and empowering Hispanic consumers. Juntos Avanzamos provides a framework for credit unions to adapt their internal policies and procedures, increase institutional capacity to become welcoming and receptive to the immigrant population, and fine-tune their programs and services to be relevant to immigrant communities.

Since the national launch of Juntos Avanzamos in September 2015, and as of August 2016, the Federation has expanded that initiative to ten additional states: AZ, CA, CO, FL, IA, IL, NJ, NM, OR and WA, as well as the District of Columbia, adding 21 credit unions to the program. These institutions range in size from \$8 million to \$4 billion in assets and range from one single office to 35 branches. Combined, they serve more than one million members and operate 165 branches.

As Juntos Avanzamos expands across the country, C4C and the Federation are working closely together to build relationships between cities and credit unions. In June 2016, C4C and the Federation co-hosted the webinar, "Building Pathways to Citizenship and Financial Empowerment," which featured the Juntos Avanzamos initiative and collaboration with cities. The webinar slides are available [here](#), and the recording can be accessed [here](#).

An example of a C4C and Federation partnership is out of City of Seattle's Office of Immigrant and Refugee Affairs (OIRA). In June 2016, OIRA and Federation member, the Seattle Metropolitan Credit Union (SMCU), launched two citizenship loan products to help low-income immigrants and refugees pay for citizenship applications and increase access to banking services.

Currently, more than 22,000 legal permanent residents (LPRs) in Seattle are eligible to naturalize and more than half are low-income. Although citizenship offers many benefits, many eligible residents do not naturalize because they cannot afford the current \$680 application fee. While USCIS is proposing to make the fee waiver accessible to more people, the agency's proposal to raise the fee to \$725 will continue to keep citizenship out of reach for many low-income LPRs.

SMCU's low-interest loan products titled Citizenship Xpress and Citizenship+ range from \$700 to \$4,000 and offer no application fee, no income verification requirements, and monthly payments. A no-interest, fee-based option is also available for those who need Islamic financing. Eligible LPRs in Washington State can apply by phone, in-person, or online at www.smcu.com/citizen.

Read more about Seattle's Citizenship Loan initiative [here](#). The Federation looks forward to connecting with C4C cities about opportunity to build relationships with their credit union members.



Visit the Federation website at www.cdcu.coop to learn more about the Juntos Avanzamos initiative.

If your city is interested in contacting the Federation, please email Pablo DeFilippi, Senior Vice President of Membership and Business Development, at pablo@cdc.u.coop.



Strategy 4: Create an Office of New Americans or Mayor's Office of Immigrant Affairs

Creating an Office of New Americans or Mayor's Office of Immigrant Affairs is often a natural step cities and counties take to establish and develop their citizenship initiatives, demonstrating deep commitment to and investment in the immigrant community. Establishing an office creates new opportunities for immigrant families to build relationships with local government, receive naturalization services, connect with other city departments and access more resources.

Throughout the Cities for Citizenship network, many cities and counties have established offices of immigrant affairs under a variety of names to encompass the mission of their work.

Below is a list of C4C cities that have created an office specifically designated for work with immigrants and refugees:

- Atlanta, Georgia - [Office of Immigrant Affairs](#)
- Baltimore, Maryland - [Office of Immigrant and Multicultural Affairs](#)
- Boston, Massachusetts - [Office of New Bostonians](#)
- Chattanooga, Tennessee - [Office of Multicultural Affairs](#)
- Chicago, Illinois - [Office of New Americans](#)
- Denver, Colorado - [Office of Immigrant and Refugee Affairs](#)
- Jersey City, New Jersey - [Office of Welcoming Communities](#)
- Los Angeles, California - [Office of Immigrant Affairs](#)
- Miami-Dade County - [Office of New Americans](#)
- Nashville, Tennessee - [Office of New Americans](#)
- New York City, New York - [Office of Immigrant Affairs](#)
- Philadelphia, Pennsylvania - [Office of Immigrant Affairs](#)
- Pittsburgh, Pennsylvania - [Welcoming Pittsburgh](#)
- San Francisco, California - [Office of Civic Engagement and Immigrant Affairs](#)
- San Jose, California - [Office of Immigrant Affairs](#)
- Seattle, Washington - [Office of Immigrant and Refugee Affairs](#)
- Washington, D.C. - [Office on Latino Affairs](#)

C4C Partner Highlight: Miami-Dade County

When Miami-Dade County joined C4C in November 2015, Mayor Carlos A. Gimenez, Board of County Commissioners Chairman Jean Monestime and Commissioner Daniella Levine Cava announced the creation of the Office of New Americans of Miami-Dade County (ONA-MDC). Citi Community Development provided support for this effort.

The ONA-MDC works with partners such as the Florida Immigrant Coalition (FLIC), Miami-Dade Public Library System, Catholic Legal Services, Florida International University School of Law and Catalyst Miami, among others. ONA-MDC assists LPRs in completing the N-400 citizenship applications through clinics and one-on-one sessions, screening for eligibility for the application fee waiver, and gaining access to financial coaching. See the announcement [here](#).

C4C Partner Highlight: Seattle's Office of Immigrant and Refugee Affairs (OIRA)

The Seattle Office of Immigrant and Refugee Affairs (OIRA) was officially created in 2012. The department's origins can be traced back to 2005 when advocates met with Seattle City Council members to lobby for the creation of a city-level office focused on immigrant and refugee issues. Both community members and council members recognized the unprecedented growth in Seattle's foreign-born population since the 1980s and the need to ensure that city government can easily adapt to meet the need of all residents. Between 2000 and 2014, Seattle's immigrant population grew 20% with over 113,000 foreign-born residents in 2014 (or 18% of Seattle's population).

In September 2005, the city passed a resolution to develop an "action plan to identify and address issues facing Seattle's immigrant and refugee communities." The final plan created an immigrant and refugee task force, and the task force concluded that the City of Seattle should establish an Immigrant and Refugee Advisory Board. In 2012 this body officially became the permanent Immigrant and Refugee Commission. Consistent community advocacy, as well as legislative champions in city council were both crucial in establishing this permanent advisory group. The council and then-Mayor Mike McGinn set aside funding to create the Office of Immigrant and Refugee Affairs. When Mayor Ed Murray took office in 2014, he raised the office to a cabinet-level department.

Initially, the office only had two staff members, a director and a policy analyst. Thanks to the leadership of Mayor Murray, OIRA grew from a staff of two to ten and its budget grew from \$385,000 to nearly \$3 million.

With a mission to improve the lives of Seattle's immigrant and refugee residents, OIRA works to facilitate their successful integration, engage them in decisions about Seattle's future, and to foster a region-wide culture built on the understanding that all aspects of society can gain from the engagement of immigrant communities.

"This budget continues and strengthens Seattle's commitment to do our part and help our immigrant communities - not just to survive, but to thrive. In Seattle, we realize that by opening our doors, not building walls, we are a stronger city." - Mayor Ed Murray on why he expanded OIRA's budget in 2015



Photo credit: Alabastro Photography

On June 15, the Office of Immigrant and Refugee Affairs New Citizen Program welcomed 19 new Americans at a Flag Day Naturalization Ceremony at Seattle City Hall. Additional highlights included fifth graders reading their winning essays on the topic "Why I'm Glad America is a Nation of Immigrants." The students participated in the annual Celebrate America Creative Writing Contest.

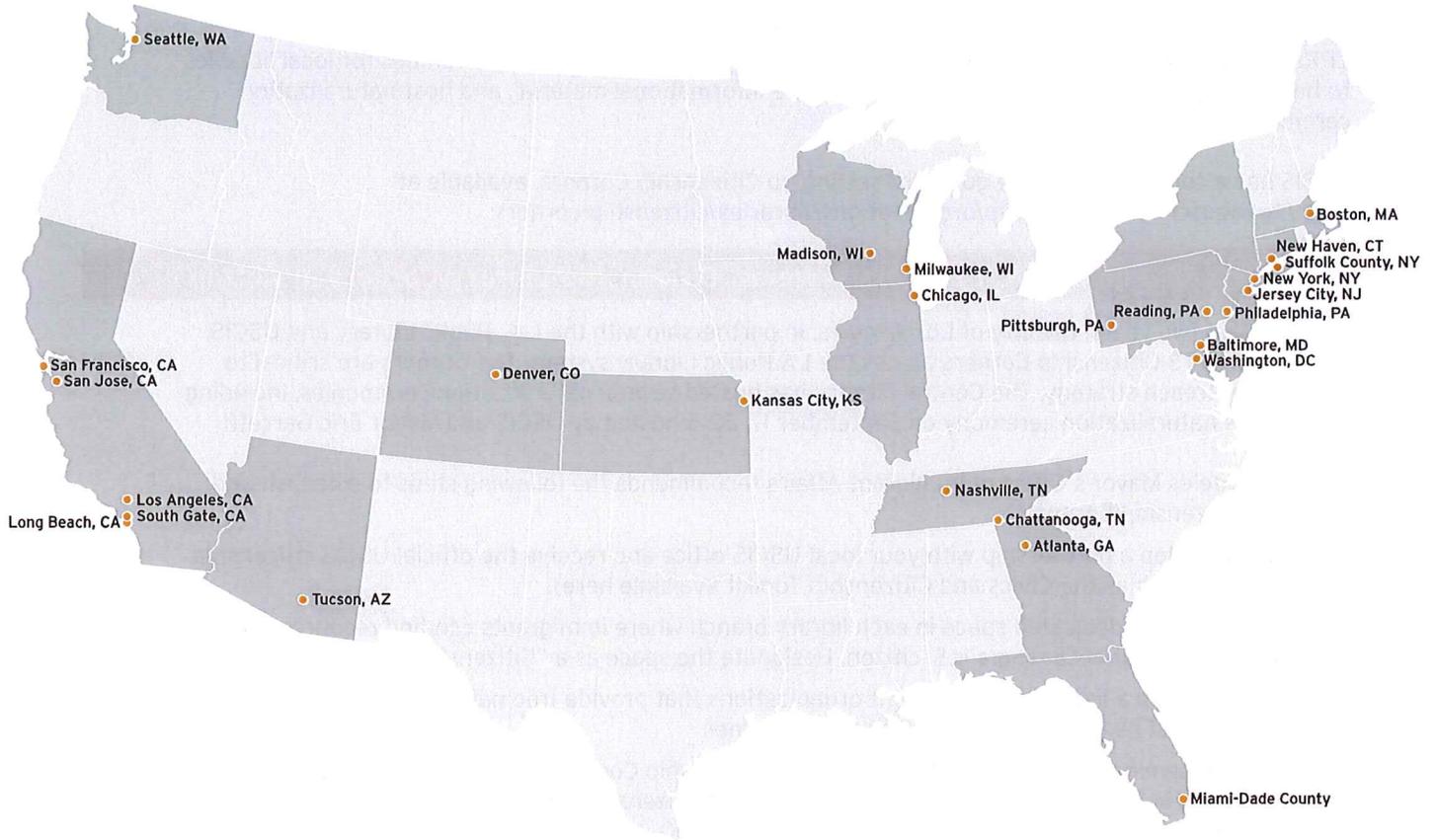


Photo credit: Alabastro Photography

Left to right: OIRA Director Cuc Vu, Seattle Mayor Ed Murray, Special Assistant to the President for Immigration Policy Felicia Escobar, and White House Deputy Policy Director for Immigration Manar Waheed.

The Office of Immigrant and Refugee Affairs was honored to host the White House Regional Convening on New Americans. Mayor Ed Murray called for increased and sustained participation from all sectors of society, including business, philanthropy, and financial institutions, to support Seattle's immigrant integration goals. In addition, attendees were able to talk with community leaders and government officials on why and how to advance Seattle as a welcoming city for immigrants and refugees.

Below is a map of C4C participating cities. Click on the city below to view the Mayor's office webpage.



Atlanta, GA
 Baltimore, MD
 Boston, MA
 Chattanooga, TN
 Chicago, IL
 Denver, CO
 Jersey City, NJ
 Kansas City, KS
 Long Beach, CA

Los Angeles, CA
 Madison, WI
 Miami-Dade County
 Milwaukee, WI
 Nashville, TN
 New Haven, CT
 New York, NY
 Philadelphia, PA
 Pittsburgh, PA

Reading, PA
 San Francisco, CA
 San Jose, CA
 Seattle, WA
 South Gate, CA
 Suffolk County, NY
 Tucson, AZ
 Washington, DC

Strategy 5: Collaborate with Your Local Libraries to Establish “Citizenship Corners”

Libraries are reliable and trusted sources of information and safe public space for many immigrants. Many libraries offer adult education and ESL programming, and have partnerships with other service providers for immigration services.

Cities and counties can connect with their local library branches to develop partnerships and establish “Citizenship Corners,” dedicated spaces within libraries that provide educational materials to help LPRs prepare for the citizenship process. Citizenship Corners can create opportunities for local libraries to host city-sponsored workshops and clinics, share informational material, and host naturalization ceremonies.

USCIS has a complete resource guide for setting up Citizenship Corners, available at <http://www.uscis.gov/citizenship/organizations/libraries/citizenship-corners>.

C4C Partner Highlight: City of Los Angeles, Citizenship Library Corners in Action

Over the last two years, the City of Los Angeles, in partnership with the L.A. Public Library and USCIS, has launched 73 Citizenship Corners across the LA Public Library system. The Corners are critical to LA’s C4C outreach strategy. The Central Library has hosted several naturalization ceremonies, including a children’s naturalization ceremony on September 17, 2015 hosted by USCIS and Mayor Eric Garcetti.

The Los Angeles Mayor’s Office of Immigrant Affairs recommends the following steps to establish and build out Citizenship Corners:

Step 1: Develop a partnership with your local USCIS office and receive the official USCIS citizenship resources (such as the Civics and Citizenship Toolkit available [here](#)).

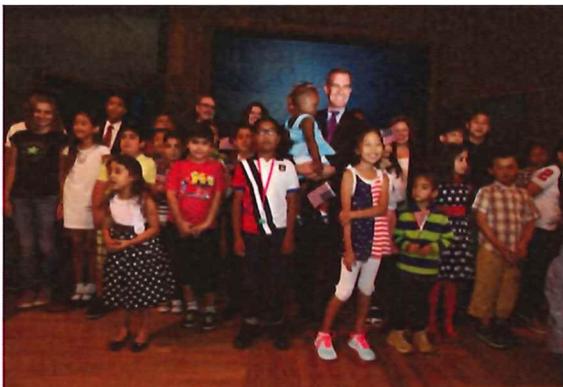
Step 2: Create a dedicated space in each library branch where immigrants can find resources and information about becoming a U.S. citizen. Designate the space as a “Citizenship Corner.”

Step 3: Develop a list of local non-profit organizations that provide free naturalization assistance. Include this list as a resource in the Citizenship Corner.

Step 4: Disseminate the same materials at each Citizenship Corner for consistency in resources, information, and messaging around the importance of citizenship. This would include USCIS materials, reliable and vetted community resources, and Form N-400, Application for Naturalization.

Step 5: Train library personnel on the naturalization process and available USCIS resources at the Citizenship Corner.

Step 6: Provide access to the library community rooms for non-profit organizations so they can host Citizenship and English language workshops on-site.



LA Mayor Eric Garcetti Children's Naturalization Ceremony, September 17, 2015

Strategy 6: Train Key City Staff, Commissioners, Department Chairs, and Volunteers on the Benefits of Naturalization for Your City

City- and county-backed naturalization programs are successful when there is sufficient buy-in from key stakeholders, including staff who oversee or implement naturalization programs. Cities and counties can affirmatively seek ways to educate key stakeholders on the benefits of naturalization.

To this end, cities and counties are in an opportune position to organize informational sessions on the benefits of naturalization, including the economic, social and civic impacts of naturalization for key city staff, commissioners, department chairs and volunteers.

Cities and counties can also encourage staff to attend naturalization workshops and oath ceremonies to understand the process, volunteer and observe new citizens taking their oath of allegiance.

C4C Partner Highlight: San Jose, California - Training Park and Library Staff

In the fall of 2016, the City of San Jose is planning to train park and library staff on the basics of citizenship so they can better inform, educate, and encourage people with which they frequently interact to apply for citizenship. In addition, the City of San Jose is in the process of expanding its libraries' Citizenship Corners to five community centers, which will provide a prime opportunity to conduct extensive training and outreach.

Strategy 7: Host Oath Ceremonies and Other Naturalization-Related Events in the Mayor's Office

Cities can proactively signal their commitment to promoting naturalization by hosting oath ceremonies and other citizenship-related activities at City Hall or other symbolic city spaces. These highly public and visible events help to promote naturalization awareness and help underscore the significance of gaining citizenship.

Many C4C mayors host naturalization ceremonies in their offices and deliver keynote addresses to new citizens. USCIS field representatives and local partners provide trainings on hosting and coordinating naturalization ceremonies. Find your local field office [here](#).

C4C Partner Highlight: Pittsburgh, Pennsylvania - Oath Ceremony at Pirates Game & Open Streets Event

The City of Pittsburgh co-presented a naturalization ceremony on Tuesday, June 7, 2016 at PNC Park before the Pirates game against the New York Mets in partnership with U.S. Citizenship and Immigration Services and the Pittsburgh Pirates. Twenty new Americans from fourteen different countries took their oath of citizenship on the field at PNC Park. This was the first-ever naturalization ceremony at PNC park. Read the press release of the event [here](#).

In 2015, the City of Pittsburgh also held a "pop-up" oath ceremony during its popular Open Streets event, during which the City closed major streets as part of an effort to promote biking, jogging and running.

Strategy 8: Promote Public Awareness of Citizenship through Media

Many residents need help accessing reliable information on citizenship providers, the application process, and the benefits of citizenship. Cities and counties can play a pivotal role in providing this information through Mayoral addresses, local media, public education campaigns, and organized outreach across municipal departments.

Cities and counties can include information about naturalization in their resident engagement plans and facilitate coordination between municipal agencies that frequently interact with immigrants to help disperse information on naturalization. Featuring success stories of residents who recently naturalized on your city, county, or department's website and through local ethnic media are key to building a successful public engagement strategy.

C4C Partner Highlight: Atlanta, Georgia - Material, Media Campaign and Street Cars

The City of Atlanta's Mayor's Office of Immigrant Affairs has developed comprehensive outreach materials highlighting the benefits of naturalization. Several of these items are distributed in its "Citizenship Resource Corners" and at city sponsored naturalization events. There are 22 "Citizenship Resource Corners" located throughout the metro Atlanta area including in Fulton County Libraries, City of Atlanta Recreation centers, and immigrant-owned supermarkets. Welcoming Atlanta has participated in seven community events on citizenship and hosted a citizenship ceremony last July. Additionally USCIS hosts information sessions at the public libraries on citizenship.

Additionally, in April 2016, the office launched a media and public education campaign across the city. The public education campaign focused on putting USCIS Citizenship Posters on all of Atlanta's Street Cars. The posters were posted at each of the 8 Atlanta Street Car stops and in one of each of the two trams. Posters were also part of the "Taste of Welcoming along the Atlanta Street Car" promotional event that promoted immigrant-owned business along the Atlanta Street Car route.

Promotion of citizenship and available related resources is done every single time a Welcoming Atlanta representative speaks to the media. This past year Welcoming Atlanta and citizenship resources have been highlighted in five separate media interviews and in a Citizenship Public Service Announcement that runs on a local channel once a month.



City of Atlanta's
"Citizenship Resource Corner"

Strategy 9: Expand Programming Capacity through New Partnerships

Successful citizenship programs require adequate funding and resources. Nonetheless, even cities and counties with limited budgets can adopt creative solutions to address staffing and resource needs to support their naturalization efforts.

Several C4C cities and counties began their initiatives with very little funding under the charter of their city's Office of Immigrant Affairs or Office of New Americans. They developed a strategy for fundraising to support their efforts in collaboration with key partners like community-based organizations and local financial institutions.

In addition, several C4C cities and counties deepened their relationships with organizations that offered citizenship workshops, supporting their efforts by providing in-kind donations of venues, volunteers, and outreach assistance for naturalization-related events.

C4C Partner Highlight: Boston, Massachusetts - Staffing Innovation with AmeriCorps VISTAs

In June 2015, the City of Boston received an AmeriCorps VISTA grant to help staff the Mayor's Office for Immigrant Advancement (then the Office of New Bostonians). As a result of additional staff capacity, Boston was able to develop and execute a plan for establishing Immigrant Information Corners throughout the Boston Public Libraries in just a few months. The Immigrant Information Corners promote citizenship in Boston by providing materials on the naturalization process, warning residents about scams, and highlighting the benefits and responsibilities of U.S. citizenship at all library branches. The Corners also provide financial empowerment resources and information about City services, with some locations featuring information sessions, office hours, and workshops. The initiative involves a collaboration between the City of Boston, USCIS, Boston Cares, Corporation for National and Community Service, Citi Community Development, and community organizations.

"Immigrants interact with the city's library branches more than any other city agency, which offers us a great opportunity to engage our residents in their neighborhoods," said Mayor Martin J. Walsh. "The impact that immigrants have on our city will continue to grow in the years ahead and it is important that we plan for this growth and make sure it reaches everyone."

In addition, the Mayor's Office for Immigrant Advancement collaborates with partners, such as Massachusetts Immigrant and Refugee Advocacy Coalition (MIRA) and Project Citizenship, to hold citizenship-related workshops, including a large application assistance clinic on Citizenship Day every September.



April 14th, 2016 - Boston Mayor Walsh launches Immigrant Information Corners at the Boston Public Library's Central Library in Copley Square and 24 neighborhood branches to provide information about resources and services available to help advance the well-being of the city's immigrant residents. Read more [here](#).

Strategy 10: Measure Impact to Ensure Success and Expand Initiatives

Measuring the reach and impact of cities' and counties' naturalization efforts is critical to ensuring success. Impact data can provide useful information on the effectiveness of the program, identify new or unidentified barriers that might prevent LPRs from naturalizing, and cues to help cities and counties adapt to changing needs or shifting populations.

Given the importance of measuring impact to cities and counties with naturalization programs, the C4C network has created a C4C participating city survey track the following metrics:

- **Citizenship and Events Programming**

- Workshops hosted, oath ceremonies held, civic engagement classes hosted, ESL classes hosted, materials distributed, legal service referrals, and applications completed.

- **Financial Empowerment Related Events Programming**

- Financial empowerment classes held, financial counseling sessions completed, fee waiver applications assisted, new bank accounts opened as a results to naturalization + financial empowerment programming, increased savings by participants, reduced debt, and referrals to financial institutions.

- **Partnerships and Capacity Building**

- Staff members and volunteered recruited to participate, partnerships with USCIS and local libraries, partnerships with schools/universities, CBO partnerships, and local media engagement.

In addition to the metrics above, cities and counties can gather qualitative data, such as testimonials from LPRs who have benefited from participating cities' naturalization related efforts. These testimonials can powerfully illustrate the impact of cities' and counties' naturalization programs and the benefits of citizenship. They can be a useful outreach tool in helping cities and counties convey the importance of citizenship to immigrants.

Cities and counties can also regularly conduct surveys to target LPR populations to evaluate their program's effectiveness in addressing common naturalization barriers and meeting the needs of the community. Lastly, the qualitative and quantitative data gathered by cities and counties can be used to create studies and reports evaluating the benefits and impacts of naturalization locally, which can be used to make the case for more funding or resources to support naturalization efforts.

C4C Partner Highlight: Seattle's Office of Immigrant and Refugee Affairs Expanding Initiatives

Seattle's Office of Immigrant and Refugee Affairs strengthens Seattle's immigrant and refugee communities by focusing on what they call the "three rails of immigrant integration": citizenship and civic engagement, language access, and English as a Second Language. The focus is based on current research: improvements in these areas leads to gains in employment, income and other tangible measures for foreign-born individuals and families. Key programs include:

- **New Citizen Campaign:** Helps eligible residents naturalize and become civically engaged.
- **Seattle Votes Survey:** Engage thousands of immigrant and refugee residents to identify barriers to citizenship and civic participation.
- **Ready to Work:** Provides ESL, computer literacy and job readiness training for those who experience immense barriers in learning English and obtaining employment.
- **Immigrant Family Institute:** Provides leadership skills to help immigrant youth of color (ages 10-14) and their parents/guardians to self-advocate and navigate legal, educational and city systems; and provides the Seattle Police Department with skills to serve immigrant youth and families with cultural responsiveness.
- **Language Access:** Ensures city departments serve all city residents regardless of the language they speak.
- **Ethnic Media Program:** Partners with over 80 media outlets to effectively reach immigrant and refugee communities.
- **Immigration Action:** Support and advocate for programs and policies that support refugees and immigrants, including DACA-eligible residents.
- **Better Government:** Provide expertise to city departments to develop coordinated and strategic policies and programs to overcome barriers to immigrant integration.

For questions or more information, contact Nhi Tran at Nhi.Tran@seattle.gov.



Immigrant and refugee members of the spring 2016 graduating class of Ready to Work present their class projects and celebrate the completion of their program. This is the second class ever to graduate from this innovative program, which combines an English language curriculum and job training classes with culturally relevant case management.

Conclusion

Cities and counties play a pivotal role in reducing barriers to naturalization and supporting immigrants on the pathway to citizenship. They are uniquely situated to amplify and further legitimize the naturalization efforts in communities.

Municipal and county offices bring access to resources, such as funding, staffing, and communications support, that allow cities and counties to target naturalization efforts to diverse immigrant communities, and tailor messages and support to the needs of immigrant families. By implementing the strategies highlighted in this toolkit, cities and counties can learn how to start citizenship programs, expand current citizenship initiatives, and learn from C4C participating cities and counties. Doing so will not only benefit immigrants but also the cities where they live by fostering a more inclusive and representative democracy.

Join Cities for Citizenship!

Joining Cities for Citizenship (C4C) provides cities and counties with a network of relationships and resources to start up citizenship initiatives.

The C4C network facilitates this collaboration between participating cities and counties by providing the following:

- Technical and policy support to help cities and counties strengthen their naturalization programs;
- Best practices from cities and counties across the country to inform outreach efforts and program development;
- Assistance planning and coordinating naturalization-related events and activities; and
- Communications and press strategy support to help cities and counties amplify the reach and scope of their naturalization-related efforts.

Joining Cities for Citizenship is easy! To join the C4C network, contact C4C Program Coordinators, Shena Elrington of Center for Popular Democracy (CPD) and Sarah Mesick of National Partnership for New Americans (NPNA) at cities4citizenship@populardemocracy.org.

