WELCOMING COMMUNITIES

Immigrant Incorporation in Dallas, Texas

Directed by
Ruth Ellen Wasem

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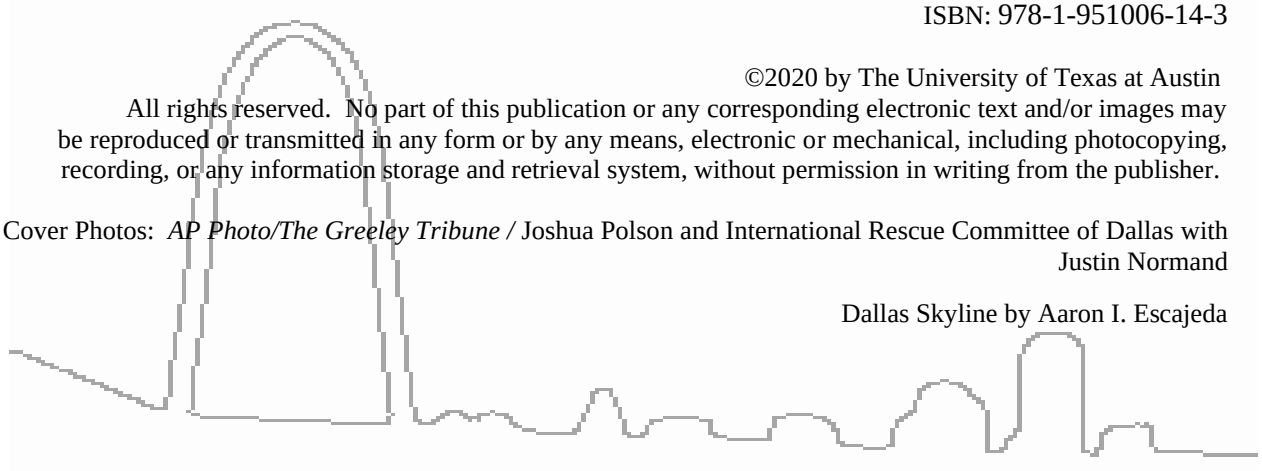

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Foreword

The Lyndon B. Johnson School of Public Affairs at The University of Texas at Austin has established interdisciplinary research on policy problems as the core of its educational program. A major element of this program is the nine-month policy research project, in the course of which one or more faculty members direct the research of ten to twenty graduate students of diverse disciplines and academic backgrounds on a policy issue of concern to a government or nonprofit agency. This "client orientation" brings the students face to face with administrators, legislators, and other officials active in the policy process and demonstrates that research in a policy environment demands special knowledge and skill sets. It exposes students to challenges they will face in relating academic research, and complex data, to those responsible for the development and implementation of policy and how to overcome those challenges.

The curriculum of the LBJ School is intended not only to develop effective public servants, but also to produce research that will enlighten and inform those already engaged in the policy process. The project that resulted in this report has helped to accomplish the first task; it is our hope that the report itself will contribute to the second.

Finally, it should be noted that neither the LBJ School nor The University of Texas at Austin necessarily endorses the views or findings of this report.

Angela Evans
Dean

Acknowledgements

We are especially grateful to Mary Elizabeth "Liz" Cedillo-Pereira and Vanna Slaughter who served respectively as the Director and Senior Program Manager of the City of Dallas Office of Welcoming Communities and Immigrant Affairs when we began this policy research project in August 2019. Their knowledge of immigrant affairs in Dallas, their commitment to immigrant incorporation, and their encouragement of our work made this project possible. We also appreciate the invaluable support from Carlos Andres Campos, Community Engagement Intern, in the office.

We would like to thank Dr. Abigail Fisher Williamson, Associate Professor of Political Science and Public Policy and Law at Trinity College and author of *Welcoming New Americans.* She generously met with us in a video conference to discuss her research findings, provide an in-depth explanation of her methodology, and answer our questions about her work. During the second half of our meeting, we outlined our proposed project design for Dr. Williamson, and she gave us feedback that shaped our final research design.

We would also like to thank Andrew Lim, Director of Quantitative Research at New American Economy, who met in a video conference to discuss the underlying methodology of NAE Cities Index. During a trip to Austin, he met in person with members of the Peer Cities team.

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- Erin Lentz, associate professor at the LBJ School, and Jaganath Sankaran, Ph.D., assistant professor at the LBJ School, provided guidance on specific questions that the Field Research team had.
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- Steven Pedigo, professor of practice and director of the LBJ Urban Lab, reviewed a draft manuscript.
- Emily Murphy, IRB Analyst, patiently guided us through the human subjects Institutional Review Board (IRB) process.
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Executive Summary

In 2017, Dallas became one of the two dozen US cities that established offices of "welcoming communities" as part of immigration incorporation initiatives. Welcoming communities is a movement for more inclusive communities that is springing up across the United States and around the world. Welcoming communities aim to make sure that long-time residents and recent immigrants alike participate in creating stronger communities with equal opportunity. The objectives include removing barriers that traditionally prevent immigrants from fully participating in decision-making while being mindful that long-time residents have concerns about changing demographics. By creating the Office of Welcoming Communities and Immigrant Affairs (WCIA), Dallas has joined a growing network of cities embracing the concept of welcoming communities in hopes of creating a Dallas that is more inclusive, vibrant, and thriving.

Our research couples the aspirations of the Dallas WCIA with the expertise of the LBJ School of Public Affairs graduate students. This policy research project (PRP) centers on policy analysis and methods to measure immigrants' attitudes about life in Dallas, to delineate immigrants' access to assets and services, and to analyze how Dallas scores on indices based on measures of integration. Ideally, incorporation not only means that the immigrant population feels welcome and comfortable navigating life in Dallas, but also that all residents, regardless of where they were born, benefit from expanded economic opportunities, equal access to public resources, enhanced quality of life, and vibrant cultural exchanges.

This policy research project offers policy tools to foster the incorporation of immigrants that are tailored to Dallas. It does so by approaching immigrant incorporation from three distinct lens or analytic tiers. The first assesses how Dallas compares to other major US cities on immigrant inclusion. This tier explores methods of measuring immigrant inclusion and techniques for comparing cities on these standardized indices to produce Dallas' peer cities. The second tier analyzes census tract data for the City of Dallas to discern the residential patterns of immigrants and the demographic and socioeconomic features of these neighborhoods. The third tier queries the immigrants themselves to gather insights on the extent that they feel included within the broader Dallas community.

National Comparisons Based on Indices of Incorporation

Defining what it means to be a welcoming community or to what degree immigrants are incorporated in a community requires conceptualizing both indicators and metrics. The New American Economy (NAE) Cities Index provides a baseline to compare the largest one hundred U.S cities based on their efforts toward immigrant integration because it relies on standardized

data available across the nation. Dallas has an overall score of 3 on a 5-point score, positioning it in the middle of NAE's immigrant integration rankings. The identification of Dallas' peer cities within the one hundred largest cities offers the WCIA office similar cities to share challenges and best practices.

Dallas achieved its highest scores on the NAE policy indicators of Government Leadership and Community. Its perfect score in Government Leadership is based largely on three policy actions: 1) establishing the Office of Welcoming Communities and Immigrant Affairs; 2) creating a Welcoming Plan Task Force made up of 85 community leaders representing a cross-section of organizations to provide recommendations to the Dallas City Council; and 3) developing a Welcoming Plan to guide successful integration of migrants and refugees in Dallas. Dallas earned its other perfect NAE score for policies that support the organization, representation and integration within a community. WCIA's leadership celebrating Immigrant Heritage Month, featuring outdoor art installations celebrating immigrants, celebrating National Welcoming Week to bring together immigrants, refugees, and native-born residents, and partnering with the Dallas Public Library and several community organizations to lead a "My Dallas Citizenship" campaign along with free citizenship application workshops helped to advance these community integration policies.

In contrast to the high Community and Government Leadership measures, Dallas scored at the bottom on the NAE Livability measure, that among other things captures homeownership rate, rent burden, overcrowded dwellings, share of people with health insurance, and education levels. The concept of livability measured by the NAE index is fundamental to incorporation, and Dallas' low Livability score is linked to disparities between the foreign-born and native-born populations' overcrowded rate, share as health insurance holders and educational attainment. While a lower rate of insured foreign-born residents is an issue across the state, Dallas can invest in community care resources and take advantage of federally funded programs like the CHIP Perinatal program, which provides care regardless of immigration status. Despite similar challenges at the state level, Texas peers San Antonio and Corpus Christi outperformed Dallas on measures of overcrowding. Dallas can look to these cities' partnerships with local nonprofits for strategies to improve overall Livability for foreign-born residents.

Relative to its peers Dallas ranks in the lowest quartile for its Job Opportunities score, which captures labor force participation rate, employment rate, and shares of people in high prestige occupations, part-time work, and self-employed. One reason for this low score is the large number of Dallas foreign-born individuals working low-skill jobs, despite an overall strong labor force participation rate. Peers that performed well on this measure have aligned economic development and workforce programs, often combining the efforts of municipal entities, like United Corpus Christi Chamber of Commerce and Texas A&M University- Corpus Christi, to provide job training, vocational ESL classes and other services aimed at refugees and immigrants. The analysis highlights how other Texas cities work within the state's legal

limitations to make Texas home to newcomers, while also providing benchmarks to aspire to perform on a par with peer cities on the East Coast and in California.

This tier also offers a deep dive into the educational outcomes by analyzing the percentage of English learner students and percentage of English learner high school graduates. It compares these data with the NAE Socioeconomic Indicator data. The results suggest that Dallas is somewhat of an outlier when compared to other cities in Texas. That is, Dallas student outcomes are rather successful considering the large percentage of English language learners within their enrollments.

Importance of Community Assets and Neighborhoods in Dallas

As WCIA crafts policies and partnerships in response to the challenges laid out by the NAE index measures, a keener perspective on immigrant residential patterns can help guide the decision making. One-quarter (24.6 percent) of the City of Dallas' 1.3 million residents are immigrants, and Dallas ranks 26th among the top 100 cities in terms of the percentage foreign-born population from 2014 to 2018. An in-depth understanding of the patterns of demographics, transit, public services, education, and housing can inform the WCIA's strategies.

The initial analysis of the census track data reveals immigrants living in neighborhoods throughout the city of Dallas, suggesting that immigrant families cut across a variety of socioeconomic divides. As the analyses probed deeper, the study found a large percentage of poverty within the immigrant population located across the southern half of Dallas. Areas with limited English-speaking ability also align with low income, poverty, and higher levels of immigrants without health insurance coverage. These data suggest that language skills are linked to the ability to achieve a variety of economic measures of success.

Although many of the public services mapped were accessible to densely foreign-born neighborhoods by car, transit patterns revealed almost half of the foreign born in Dallas rely on carpooling to travel to work. This suggests many individuals may not be able to travel independently, which could affect their ability to attend language or job training courses. The city will need to balance accessibility concerns while fining facilities to house services. While multi-purpose community centers provide a space in which many services are centrally located, they may be hard to reach for individuals and families who do not live nearby. On the other hand, locating satellite services in densely foreign-born neighborhoods may limit the range of services that can be provided in a location.

Housing represents an even greater challenge for the city's immigrant population, especially considering rising costs of homes and rentals, overcrowding, and displacement. This study finds that foreign-born owner households in Dallas are 5.1 percent more likely to be cost burdened than native-born owner households, while foreign-born renters are 2.6 percent more likely to be cost burdened. The city can support existing immigrant enclaves by maintaining affordable housing in neighborhoods identified by the gentrification typology and developing pathways toward homeownership for immigrants. Historically, strong immigrant communities have added

value and culture to communities like Dallas' own Oak Cliff. Investing in these communities can revitalize these neighborhoods without relying on tactics that encourage gentrification and displacement.

The asset maps presented in Chapter 3 identify gaps in educational assets that are key components of immigrant incorporation strategies, notably how much access immigrant neighborhoods have to public libraries and recreation centers in relation to walking distance. It also provides an evaluation of educational data within census tracks that have varied percentages of foreign-born populations. The walking distance map, for example, shows that some majority foreign-born census tracts do not have easy access to public libraries and recreation centers, particularly the communities in northwest Dallas near Love Field, in far north Dallas, and in Vickery Meadow.

Immigrants' Perspectives on Their Incorporation in Dallas

To round out our understanding of immigrant incorporation, we conducted field research in two Dallas neighborhoods (Oak Cliff and Vickery Meadows) and their surrounding areas with a large foreign-born population. The field research used a modified version of a survey created by the Stanford Immigration Policy Lab and ETH Zurich. The Immigration Policy Lab (IPL) draws on multidimensional measures of integration to provide a more holistic understanding of the immigrant experience. The IPL survey captures six dimensions of integration: social, linguistic, navigational, psychological, political, and economic.

The respondents were largely low-income individuals who have lived in the United States for a long period of time. Nearly half of respondents reported an average household income of $25,000. Nonetheless, 47 percent of respondents reported being "very satisfied" with their current employment. Respondents provided comments that "wages (sic) rates are extremely low for the job sectors that immigrants fill," "offer resources to help with job finding…," and "learn how to get well fitting jobs and benefits." We infer that respondents expressed gratitude for their current employment, yet desire to find better employment.

Four in 10 of respondents reported "not well" and "not well at all" to questions asking about ability to speak or write in English. Since the average of completed schooling was 9 years and a plurality of respondents reported they had completed only 6 years, many respondents may not have adequate linguistic skills to move up career ladders in Dallas.

Linguistic and political integration are positively related with years of schooling and are almost perfectly linear when compared with years in the United States. These findings suggest that as individuals have more schooling and have lived in the United States longer, they are more likely to be politically and linguistically integrated.

Comparing the integration scores based on total household income in general shows an increase across the scores as income increases. However, there are not meaningful increases in Social

Integration as income increases. Similarly, years in the United States is not related with Social Integration. These findings suggest that the social integration is dependent on other factors.

Our results indicate that while immigrants may have a positive experience living in Dallas overall, additional resources in areas facilitating educational advancement, economic mobility, and civic engagement would foster further incorporation and improve quality of life.

Cross-Cutting Conclusions and Recommendations

The City of Dallas is a leader in its governmental effort to foster immigrant inclusion. Last year, Dallas became the first city in Texas to earn the "Certified Welcoming" status in recognition of inclusiveness and integration of immigrants from the Welcoming Network. Most of the immigrants living in Dallas who responded to our survey reported having a positive experience living in Dallas. The majority want to live in Dallas for the rest of their lives. They shared sentiments of loving the United States, feeling at home, and being content with their day-to-day lives. Yet, our research found several significant areas where Dallas underperforms in immigrant incorporation.

The City of Dallas has many levers to improve immigrant incorporation, particularly through pursuing intersectional policy, strengthening community partnerships, and promoting city services and programs. Local leaders and WCIA can push for policies that protect and support foreign-born residents in housing, education, health, and law enforcement. To become a more welcoming community, Dallas can commit to coalition building between governance, local organizations, and faith communities in community partnerships. Dallas can improve accessibility to government services and programs that directly support and celebrate foreign-born residents through language access programs, entrepreneurship initiatives, and access to higher education opportunities.

Strengthening workforce development with language and skills training represent one of many policy priorities the City of Dallas can adopt to further the incorporation of immigrants. As detailed in Chapter 2, some of Dallas' peer cities that have been more successful in creating job opportunities have relied on partnerships with local nonprofits, community colleges, and universities to design and promote classes that help immigrants foster and develop skills. While the city can focus adult educational opportunities on growing industries and occupations, language skills and access to entrepreneurial resources gives newcomers the chance to build on skills they already have.

Our research found a high rate of immigrant entrepreneurs in Dallas. The WCIA office could work with the existing entrepreneurship programs, such as nonprofit Dallas Entrepreneur Center, to offer resources tailored to immigrants. These activities could leverage strengths inherent in the immigrant community.

Any public policies that aim to improve the economic standing of low-wage workers would improve economic prosperity for all Dallas residents, native and foreign born. Chapter 2 shows

that Dallas' economic prosperity measures have fallen in the nationwide context and remain in the middle range of its peer cities. Although the state of Texas links the minimum wage to the federal minimum and prohibits local jurisdictions from raising the minimum wage for private employees, the Dallas City Council raised the minimum wage for city workers in 2015. The City of Dallas may benefit from exploring additional policy options to foster wage growth.

Enacting public policies that encourage the construction and preservation of affordable housing, tenant rights counseling, and renter's assistance would further improve livability in Dallas. Although these measures can and should include all residents, WCIA could target immigrant communities for outreach, especially those identified as at risk for gentrification in Chapter 3. Chapter 3 also outlines low income, tax credit properties located within communities the city may want to center in these efforts.

Improving the social integration of the immigrant community is vital to improving immigrants' overall experience in Dallas. WCIA should consider providing more community-based opportunities for immigrants to interact with the native-born population. Such opportunities may be best realized through cooperation with community groups and agencies to organize cultural and social activities, including those centered on the arts and music. Survey respondents expressed a desire to participate in civic engagement activities and to help fellow immigrants.

This policy research project documents that Dallas is successful on some elements of immigrant incorporation yet falls short on others. The trajectory is positive if the city continues 1) to exercise government leadership on immigrant incorporation, 2) to promote policies fostering economic development and civic engagement among immigrants, and 3) to support programs that enhance the education outcomes, neighborhood livability, and access to legal, health and human services in immigrant communities.

CHAPTER 1. INTRODUCTION: A THREE-TIERED APPROACH TO IMMIGRANT INCORPORATION[1]

Overview

In 2017, Dallas became one of the two dozen US cities that established "welcoming communities" as part of immigration incorporation initiatives; others included in this list are Baltimore, Boise, Chula Vista, Dayton, Lancaster, and Louisville.[2] Welcoming communities is a movement for more inclusive communities that is springing up across the United States and around the world. In the Welcoming Dallas Strategic Plan approved by the Dallas City Council October 24, 2018, Dallas defined a welcoming community as one in which diversity is acknowledged, celebrated, and harnessed to improve the social, economic, and cultural opportunities of all city residents.[3]

Similarly, Welcoming America, a non-profit and non-partisan organization which supports efforts of inclusive communities, defines a welcoming community as a place that "fosters a culture and policy environment that makes it possible for newcomers of all backgrounds to feel valued and to fully participate alongside their neighbors in the social, civic, and economic fabric of their adopted hometowns."[4] Welcoming communities aim to make sure that long-time residents and recent immigrants alike participate in creating stronger communities with equal opportunity. The objectives include removing barriers that traditionally prevent immigrants from fully participating in decision-making while being mindful that long-time residents have concerns about changing demographics.[5] In doing so, welcoming communities strengthen community resiliency and establish a pathway for more inclusive growth and development.

By creating the Office of Welcoming Communities and Immigrant Affairs, Dallas has joined a growing network of cities embracing the concept of welcoming communities in hopes of creating a Dallas that is more inclusive, vibrant, and thriving. In December 2019, Dallas became the first city in Texas to earn the Certified Welcoming status in recognition of inclusiveness and integration of immigrants from the Welcoming Network.[6]

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[1] Chapter written by Ana Perez, Aaron Escajeda, Johnathan Cereceres, Kelsey Park, Claudia Sandoval, and Ruth Ellen Wasem.
[2] "Welcoming America" *Our Network*, 2019, https://www.welcomingamerica.org/programs/our-network last accessed August 6, 2020.
[3] "Welcoming Dallas Strategic Plan," *Dallas Office* of *Welcoming Communities and Immigrant Affairs* (2018): 7.
[4] Ibid.
[5] Ibid.
[6] "Dallas is the First Certified Welcoming City in Texas" *City of Dallas*, 2017, http://www.dallascitynews.net/dallas-first-certified-welcoming-city-texas last accessed July 20, 2020.

Three-Tiered Approach

Our research couples the aspirations of the Dallas WCIA strategic plan with the expertise of the LBJ School of Public Affairs graduate students. Dallas WCIA wishes to be a bridge connecting Dallas' diverse immigrant community with existing Dallas residents so that common ground and shared leadership can be realized. This policy research project (PRP) centers on policy analysis and methods to measure immigrants' attitudes about life in Dallas, to delineate immigrant and refugee residents' access to services, to analyze how Dallas scores on indices based on measures of integration. These three methods: attitude measurement, assessment of resources, and evaluation of scores – allows our team to offer policy tools and recommendations to foster the incorporation of immigrants into Dallas.

We approach immigrant incorporation from three distinct vantage points. The first is assessing how Dallas compares to other major US cities on immigrant inclusion. This tier explores methods of measuring immigrant inclusion and techniques for comparing cities on these standardized indices. The second analyzes census tract data for the City of Dallas to discern the residential patterns of immigrants and the demographic and socioeconomic features of these neighborhoods. The third queries the immigrants themselves to gather insights on the extent that they feel included within the broader Dallas community. The goal of this chapter is to outline the research, define relevant terms, and synthesize the pertinent research on immigrant incorporation in the United States.

Research Teams

The PRP consisted of 16 graduate students divided into three research teams. Each of the teams was tasked with one tier of the analysis: the national context; the community context; or the immigrant context. The research teams assessed their own skill sets and goals for learning, reviewed the WCIA strategic plan, and negotiated their specific projects with staff from the Dallas WCIA.

One of the main metrics that WCIA uses to measure its progress is the New American Economy (NAE) Cities Index.[7] This index ranks cities based on various economic and policy factors. The national context team became the Peer Cities group because it dissected the components of the index to identify ways to improve Dallas' standing among the cities' most comparable to Dallas. The Peer Cities group offered benchmark measures, developed alternative indices, and used comparative statistical techniques to identify peer cities.

[7] "Welcoming Dallas Strategic Plan," *Dallas Office* of *Welcoming Communities and Immigrant Affairs* (2018): 10.

The community context team became the Maps and Analytics group because they provided WCIA with customized data about the foreign-born population of Dallas. This research team took a deep dive into the census tracks of Dallas to discern residential patterns, income inequalities, and distinct language communities among immigrants in Dallas. This research identified potential service gaps that the foreign-born populations face.

To provide WCIA with an immigrant-centered understanding of the incorporation process, the immigrant context team became the Field Research group focused on the perspectives and experiences of foreign-born Dallas residents. The survey interviews were based on the Immigration Policy Lab (IPL) Integration Index that was developed by Stanford University and ETH Zurich as a comprehensive measure of immigrant integration. The IPL Integration Index captures six dimensions of integration: social, linguistic, navigational, psychological, political, and economic. We only interviewed persons over the age of 18 and did not record name, immigration status or address.

The Fwd.us Education Fund has provided financial support for this research. Fwd.us is a nonpartisan organization that defines itself as "a group of business and tech leaders committed to meaningful reform and moving America forward."[8]

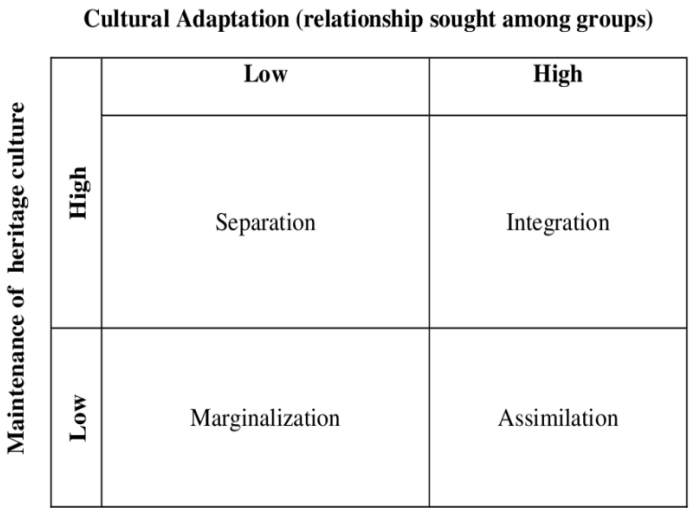
Defining Goals: Integration or Incorporation?

At the onset of the PRP, we studied the research on immigrant inclusion and incorporation and found meaningful distinctions across words such as assimilation, integration, acculturation, and incorporation. The differences in usage result in part from the field of discipline, e.g., political science, psychology, or sociology, and from the focus of the research, e.g., labor force and economic measures, political participation, or cultural identity. International literature uses integration to describe the mutually beneficial way immigrants can be accepted into the fabric of society; however, in the context of the United States, integration sometimes has a negative connotation.

[8] For more information on Fwd.us, see their website https://www.fwd.us/ last accessed July 16, 2020.

Psychologist John W. Berry, for example, posited a Model of Acculturation in the context of the immigrant. He places immigrant acculturation in four separate boxes: assimilation, integration, separation, and marginalization.[9] Assimilation occurs when someone from a different culture adopts the cultural norm of the receiving country; integration is where people adopt both the dominant culture and their original culture; separation is when someone rejects the dominant culture and keeps their culture of origin; and marginalization occurs when someone rejects both their original culture and the receiving culture.[10]

Figure 1-1. Berry's Model of Acculturation



Post-1960s criticism of assimilation as a policy goal or analytical concept challenged the idea that incorporation is "a one-way process" in which immigrants become more like their host-country while the host society stays the same. "The process of integration depends upon the participation of immigrants in major social institutions such as schools and the labor market, as well as their social acceptance by other Americans." Unlike the more traditional assimilation view, integration and incorporation describe a mutual exchange of culture between native- and foreign-born residents of a city, state, or country. This thinking moves away from the immigrant-centered approach to the community and national contexts. [11]

Entzinger's model of immigrant integration defines three domains of policy: political, cultural and socioeconomic. This framework acknowledges the complex environment of inclusion and often uncoordinated efforts of different levels of government in the integration process, though the focus is primarily on policy instead of outcomes. He concludes that much of the "actual policymaking on integration takes place at the local level, especially in major cities with significant migrant populations that pose concrete challenges to the local government."[12]

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[9] John W. Berry, "Lead Article Immigration, Acculturation, and Adaptation," *Applied Psychology: An International Review* 46, no. 1 (1997): 5-68.

[10] Levent Kiylioglu and Heinz Wimmer, "The Relationship Between Immigration, Acculturation and Psychological Well-Being the Case of Turkish Youth in Austria" *Nesne* 3, no. 5 (2015): 4. DO DOI: 10.7816/nesne-03-05-01.

[11] Alba, Richard, Jeffrey Reitz, and Patrick Simon, "National Conceptions of Assimilation, Integration, and Cohesion." In *The Changing Face of World Cities: Young Adult Children of Immigrants in Europe and the United States*, edited by Maurice Crul and John Mollenkopf, (Russell Sage Foundation: 2012) pp. 44-62; and Gary Freeman, "Immigrant Incorporation in Western Democracies," *International Migration Review*, 38 no. 3 (Fall 2004): 945-69. www.jstor.org/stable/27645422.

[12] Hans Entzinger and Peter Scholten, "Between National and Local Integration Policies," in *An Introduction to Immigrant Incorporation Studies*, (Amsterdam University Press, 2014), pp. 371-388.

A growing body of research examines the importance of immigrant incorporation, distinct from assimilation, in positive outcomes for both native- and foreign-born residents of a city. The well-being of immigrants is highly dependent on immigrant starting points—the racial and ethnic groups, legal status, social class, and geographic area into which they integrate.[13] At the individual level, a sense of belonging contributes to a positive self-image, and being a part of a community helps enrich life. Both native- and foreign-born residents participate in this societal dynamic, and local, state, and federal policies can support or limit feelings of acceptance and belonging.

Some scholars caution that the role of policy is overestimated in fostering immigrant incorporation in a community. Research analyzing Europe's recent immigrant integration patterns point to an overemphasis on outcomes achievable through policy. For example, a 2010 initiative in the United Kingdom to facilitate integration by reducing net migration to less than 100,000 annually may have been popular with anti-immigration political movements but backfired when the administration could not deliver on its promises.[14]

We have chosen the term incorporation as most appropriate for our policy research. Incorporation is predicated on social cohesion between both immigrant and native-born populations. Especially in the U.S. context, where integration carries a history of fraught racial relations, language used to describe how immigrants adjust and live in their host society is important. When discussing the European literature that uses the term integration, we follow their usage.

Evolving Landscape of Immigration to Texas and the United States

Dallas is firmly rooted in a terrain that had been dominated by indigenous peoples before it was claimed by the Spanish Empire. The Spanish Empire only permitted Catholic immigrants to settle in New Spain. When it was part of Mexico, the Texas region initially welcomed immigrants from Europe and the United States, including American Indian tribes displaced by US aggression. By the time the Republic of Texas was weighing whether to join the United States, both nations were fiercely debating the institution of slavery and citizenship rights of African Americans and American Indians. As Texas joined the United States in 1846, it was still an emerging nation aspiring to egalitarian values in the midst legal barriers to citizenship based on gender, race, and economic circumstance.

[13] Mary C. Waters and Marisa Gerstein Pineau, *The Integration of Immigrants into American Society* (The National Academies Press, 2015), pp 3-11.
[14] Ibid.

Into this thicket of competing cultural, economic, and political interests came the immigrant. Offering naturalization was a key inducement for recruiting immigrants. The economic success of the new nation hinged on population growth that fueled economic prosperity. Texas, however, was not among the top destinations for immigrants to the United States during the nineteenth century. As immigration peaked at the turn of the twentieth century, 14 percent of the US population was foreign born, while only 6 percent of Texans were foreign born.[15]

The 1870s had seen the first immigration restrictions enacted at the national level, and they reflected a broader movement to selectively build a productive society by excluding those deemed as unworthy based on qualities like race, ethnicity, religion, and sexuality. Some policy makers unsuccessfully tried to use literacy and intelligence as justification for restricting immigration, and many saw these qualifiers as a proxy for national origins and racial discrimination. The initial exclusionary laws aimed at Chinese were narrowly drafted to target workers, not businessmen, but were broadened to bar all immigrants from Asia. Some state enacted statutes that outlawed schools from teaching German and other foreign languages to keep English the dominant national language. However, these policies could not stop the nation from diversifying as a growing number of immigrants came from countries in Southern and Eastern Europe.[16]

The Americanization movement during the late 19th and early 20th centuries epitomized the problems with formal efforts to assimilate immigrants. It began as part of the Settlement House movement with the stated goals of "assimilation, education and advancement." Groups such as the YWCA, the National Council of Jewish Women, the Catholic Church and labor unions joined the endeavor. As patriotic groups, most notably the Sons and the Daughters of the American Revolution, took up the mantle of Americanization, they emphasized the responsibilities of citizenship, such as learning English and serving in the military. By the time of World War I, fears of enemy spies, particularly distrust that German spies lurked within large German American communities and that Bolshevik sympathizers were among the Eastern European and Russian immigrants, transformed an uplifting educational endeavor into a coercive indoctrination program.[17]

The US Congress ultimately enacted national origins quota laws in 1921 and 1924 that barred immigrants from Asia and restricted annual immigrant admissions from other countries to 2% of the number of people from that country who resided in the United States in the 1890 census.

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[15] Steve White, Lloyd Potter, Helen You, Lila Valencia, Jeffrey Jordan and Beverley Pecotte, *The Foreign-Born Population in Texas: Sources of Growth*, (Office of the State Demographer, Oct. 2015). https://demographics.texas.gov/Resources/Publications/2015/2015_10_07_ForeignBorn.pdf last accessed July 23, 2020.

[16] Maddalena Marinari, Madeline Y. Hsu and María Cristina García, *A Nation of Immigrants Reconsidered: US Society in an Age of Restriction* (University of Illinois Press, 2018); and, US Census Bureau, "The Foreign-Born Population in the United States: 2010" *American Community Survey Reports*, May 2012.

[17] Allison D. Murdach, "Frances Kellor and the Americanization Movement," *Social Work*, Vol. 53, No. 1 (January 2008), pp. 93-95; and Schneider, Dorothee, *Crossing Borders*, (Harvard University Press, 2011), pp. 150-186.

Immigrants from the Western Hemisphere, notably Canada and Mexico, were not held to numerical limits. The 1924 legislation cemented racial and national origins discrimination in immigration law until the 1960s.[18]

President Lyndon B. Johnson signed the Immigration Act of 1965, marking the end of race- and nationality-based immigration quotas. It established the priorities of family reunification and needed economic skills, as well as per-country ceilings, that form the basis of our current law on immigrant admissions. As a result, immigration to the United States changed substantially in numbers and country of origin.[19]

Texas has benefited substantially from the 1965 immigration reforms. In 1960, the foreign-born population of Texas was only 3 percent, but it doubled to 6 percent in 1980. By the beginning of the twenty-first century, the foreign-born population of Texas was 14 percent, on par with the national levels. In 2013, 17 percent of Texans were foreign born, and the city of Dallas (18.8 percent) was second only to Houston (23.6 percent) as home to the most foreign-born residents of Texas and ranked within the top 25 of cities in the United States[20]

Immigration has always contributed to US economic growth, adding trillions to the gross domestic product each year. In 2016, immigrants accounted for an estimated $2 trillion of GDP, and unauthorized foreign workers are overrepresented in the labor force. Concerns that immigrants are displacing native workers from jobs are not necessarily supported by research which shows immigrant workers are more often complementary rather than competitors. Overall, the impact of immigration is a net positive for job creation and economic growth, although earning power of native workers is stunted in some instances.[21]

Tensions between the aspiration to welcome immigrants and the nativist fears of foreigners of different religions, nationalities, and races that are on display now have been present in the United States since its founding. While most national political leaders have always embraced symbolism of the Statute of Liberty in their campaign rhetoric, nativism bubbled at the state and local levels. What distinguishes President Donald Trump's anti-immigrant stance today from the past is that no President or major party presidential candidate had ever made opposition to

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[18] Maddalena Marinari, Madeline Y. Hsu and María Cristina García, *A Nation of Immigrants Reconsidered: US Society in an Age of Restriction* (University of Illinois Press, 2018).
[19] Schneider, Dorothee, *Crossing Borders*, (Harvard University Press, 2011), pp. 242-244.
[20] Steve White, Lloyd Potter, Helen You, Lila Valencia, Jeffrey Jordan and Beverley Pecotte, *The Foreign-Born Population in Texas: Sources of Growth*, (Office of the State Demographer, Oct. 2015). https://demographics.texas.gov/Resources/Publications/2015/2015_10_07_ForeignBorn.pdf last accessed July 23, 2020; and William Frey, "US Foreign-born Gains are Smallest in a Decade, except in Trump States," *The Avenue:*
*Rethinking Metropolitan America, (*Brookings Institution, Oct. 2, 2019). https://www.brookings.edu/blog/the-avenue/2019/10/01/us-foreign-born-gains-are-smallest-in-a-decade-except-in-trump-states/ last accessed July 23, 2020.
[21] National Academies of Sciences, Engineering, and Medicine, *The Economic and Fiscal Consequences of Immigration*, edited by Francine D. Blau and Christopher Mackie, (National Academies Press, 2017), pp 1-14; Michael Nicholson, "The Facts on Immigration Today: 2017 Edition," (Center for American Progress, April 2017).

immigration a centerpiece of his or her policy objectives. More significantly, the Trump Administration has issued executive orders that "have been harmful for nearly every category of immigrants and nonimmigrants."[22]

President Trump's rhetoric and actions stand in sharp contrast to his immediate predecessors Presidents George W. Bush and Barack Obama.[23] In June 2006, for example, President George W. Bush established the Task Force on New Americans led by the Secretary of the Department of Homeland Security (DHS) as "an interagency initiative to help immigrants learn English, embrace the common core of American civic culture, and fully become American." One of its initiatives encouraged volunteerism among both U.S. citizens and new immigrants. This task force also provided public libraries, adult educators, and volunteers with training and resources to assist them in establishing programs to help immigrants settle in and learn about the United States.[24]

President Barack Obama elevated the importance of immigrant incorporation when he established the White House Task Force on New Americans in November 2014 to lead efforts of immigrant inclusion across the country. The Task Force set goals to strengthen civic, economic, and linguistic integration and to build strong and welcoming communities. Among other things, they published a strategic action plan that encouraged municipalities to become "welcoming communities," support adult education providers, bolster integration initiatives, and help lawful permanent residents apply for citizenship. The long-term impact of these initiatives can be seen in the Welcoming Communities movement today.[25]

Nowhere has the tension between immigrant inclusion and nativism been more vivid than in Texas. When both the Bush and Obama Administrations ratcheted up enforcement of criminal and immigration law violations—leading to a surge in deportations—a "sanctuary cities" movement began across the country. Although the term lacks a definition, it typically means that local officials refuse to cooperate with DHS Immigration and Customs Enforcement (ICE) officials who seek custody of immigrants for whom they did not have arrest orders. "Sanctuary cities" also include local jurisdictions that bar law enforcement officers from asking about a

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[22] Ruth Wasem, "More than a Wall: The Rise and Fall of US Asylum and Refugee Policy," *Journal of Migration and Human Security,* (forthcoming); and, Michele Waslin, "The Use of Executive Orders and Proclamations to Create Immigration Policy: Trump in Historical Perspective, *Journal of Migration and Human Security*, (March 2020).

[23] Both George W. Bush and Barack Obama championed comprehensive immigration reform bills that were generous to legal immigration and provided pathways for unauthorized foreign nationals already living in the United States. Both presidents, however, rigorously enforced violations of immigration laws. When Congress failed to enact comprehensive immigration reform legislation, President Obama used his executive authority to offer "deferred action for childhood arrivals" (DACA), providing temporary relief from removal to almost one million foreign nationals in the United States. Bruno, Andorra, "Unauthorized Childhood Arrivals, DACA, and Related Legislation," *Congressional Research Service Reports for Congress,* (June 2020).

[24] Task Force on New Americans, *Building an Americanization Movement for the Twenty-first Century, A Report to the President of the United States*, (US Government Printing Office, 2008).

[25] White House Task Force on New Americans, *Strengthening Communities by Welcoming All Residents: A Federal Strategic Action Plan on Immigrant and Refugee Integration*, White House, April 14, 2015.

person's immigration status. A backlash grew in Texas when several prominent local jurisdictions became "sanctuary cities." The stand-off escalated when President Trump took office. [26]

Texas was one of four states including Georgia, Indiana, and Mississippi, to pass anti-sanctuary city laws in 2017.[27] Governor Greg Abbot signed the Texas SB 4 legislation requiring local police to cooperate with federal immigration authorities and allowing police to inquire about the immigration status of people they lawfully detain. The law also forbids local officials from adopting policies that prevent a law enforcement officer from asking about a person's immigration status. Texas SB 4 not only grants the state power to withhold funding from municipalities who refuse to cooperate with strict, punitive immigration laws, but also gives the state power to hold elected officials legally and financially liable for violations. The legality of Texas SB 4 has been working through the courts, and the City of Dallas is among those jurisdictions involved in the litigation.[28]

Synthesis of Scholarly Research

Policy analysis of a city that opts to become part of the Welcoming Community movement while a heated debate over the treatment of immigrants is occurring at the state and national level poses challenges. Fortunately, there is a growing body of scholarly research on immigrant incorporation that speaks to the various roles that municipalities, states, and the national governments play. A synthesis of this research offers pathways for the City of Dallas WCIA.

The Role of Local Policy and Leadership

Abigail Fisher Williamson's book, *Welcoming New Americans*, points out that the legal landscape of immigration is primarily dictated by federal law, whereas the political landscape of immigrant incorporation is more likely to vary based on the particulars of a locale. In her research, she explores why and how local governments across the country are taking steps to accommodate immigrants, sometimes despite serious political opposition. Williamson draws on four case studies of new immigrant destinations across the United States, as well as a national survey, to understand how response and action to new immigrant arrivals is shaped.

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[26] Abigail Fisher-Williamson, *Welcoming New Americans? Local Governments and Immigrant Incorporation*. (University of Chicago Press, 2018), pp.1, 62, 274-275.
[27] VOA News. *A look at State Actions on US 'Sanctuary Cities' in 2017, 2017.* https://www.voanews.com/usa/look-state-actions-us-sanctuary-cities-2017 last accessed August 7, 2020.
[28] Natalie Delgadillo, "Dallas Joins Lawsuit Over Sanctuary Cities Bill," *Governing*, (June 8, 2017); and, Platoff, Emma, "Judge Dismisses Part of Texas' "Sanctuary City" Lawsuit against San Antonio," *The Texas Tribune*, (July 11, 2019).

One driver of this dynamic is that the welfare reform of 1996 "defined even legally present immigrants as ineligible for most forms of federal aid for their first five years of residence unless states independently chose to cover them." As a result, the level of social support that an immigrant can access depends largely on the decisions of their local government. Local politics, therefore, are an important area of analysis for understanding the immigrant experience. [29]

A central argument of Williamson's book is that local officials, in part, accommodate immigrants based on how state and federal policies frame them as clients or as worthy of civil rights protection. She further concludes, based on evidence from case studies and other scholars, that "at a time when immigration is of increased national salience, the topic will be more politicized on the local level." Williamson's research underscores the importance of local efforts in directing policy and socioeconomic integration of foreign-born residents in the City of Dallas. National partnerships, like those with Welcoming America and the New American Economy, local policies and protections, and investments in programs and plans that support foreign-born residents, create stronger and more welcoming communities for everyone.[30]

One goal of Williamson's research is to scrutinize the validity of bureaucratic incorporation theory, which posits that bureaucratic administrators are more likely than elected officials to provide accommodations to immigrants. According to bureaucratic incorporation theory, elected officials see themselves as responsible to their citizen constituents, who vote them in or out of power. In contrast, bureaucrats are unelected and operate based on a set of professional norms which drive them to see immigrants as "clients." Bureaucrats feel driven to serve clients without making distinctions amongst them. These assumptions did not hold true in Williamson's research, leading her to conclude that "bureaucrats are not systematically more likely to express interest in serving immigrants than are elected officials." This conclusion suggests that immigrant incorporation cannot be improved simply by creating bureaucratic systems within local government. In addition, it implies that efforts to increase accommodation should not ignore elected officials. [31]

Within this report, we address factors most germane to the case of Dallas, such as bureaucratic incorporation, state and local partisanship, geographical proximity to borders, ethnicity, and proportion of immigrant population. Williamson describes the range of responses across officials as "substantial inaction, prevalent accommodation, and rare restriction." Williamson synthesizes this finding in indices which provide a comparative scale for measuring the relative accommodation or restriction pursued by different localities based on a given factor. These measures are referred to as the accommodating index and the index of restriction, respectively. [32]

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[29] Abigail Fisher Williamson, *Welcoming New Americans? Local Governments and Immigrant Incorporation*. (University of Chicago Press, 2018), 105.
[30] Ibid., p. 134.
[31] Ibid., p. 177.
[32] Ibid., p. 93.

While elected officials are not systematically less likely than bureaucrats to accommodate immigrants, the degree to which decision makers are subject to political influence is a factor in whether they implement restrictive practices. Controlling for other factors, having a "council-manager government, in which decision making is somewhat more isolated from political influence, is associated with a four-percentage point decline on the restrictive index." The City of Dallas has both a mayor and a city manager, which suggests that its immigration responses may be slightly insulated from political influence. [33]

Amongst political identities, "Republican partisanship is directionally associated with an increase in restriction, though not by a statistically significant margin." The fact that Republican leaning is not associated with a strong increase in restriction indicates that isolating decisionmakers from politics is most crucial in instances when there is a specific event shaping current attitudes toward immigrants. In day-to-day politics, partisanship has surprisingly little influence on local responses to immigration.[34]

Unsettled Americans: Metropolitan Context and Civic Leadership for Immigrant Integration edited by Manuel Pastor and John Mollenkopf was another key text in our study. In the chapter "Synthesizing the Research," the editors analyze immigration in the following metropolitan areas: New York, Los Angeles, Charlotte, Chicago, San Jose, Phoenix, and the "inland empire" of southern California. These places served as a benchmark for us as we began to understand the immigrant incorporation landscape of Dallas from a comparative perspective. The analysis of varying municipal responses to immigration in America derived from studying this diverse sample of cities has special importance to our study because details local strategies from across the nation, using cities that each share some characteristics with Dallas. In addition, this text pays special attention to the history and impact of local organizations dedicated to immigrant incorporation, similar to the organizations that we partnered with to conduct our field research.[35]

Pastor and Mollenkopf produced research that affirms and expands upon many of Williamson's takeaways about the importance of local leadership in shaping local opinions and responses to immigrants. Mayoral leadership in particular is specified as "critical in leveraging and integrating existing resources, coordinating community stakeholders, and building feedback loops." Los Angeles, Chicago, and New York are all noted as cities that maintain a Mayor's Office of Immigrant Affairs, which can help facilitate civic, economic, and cultural integration.[36]

Dallas is one of the cities that has followed suit, in launching the WCIA office. While maintaining WCIA is a landmark investment in immigrant incorporation, it is far from the only relevant strategy in shaping the city's overall response to immigration. According to Pastor and

[33] Ibid., p. 136.
[34] Ibid., p. 150.
[35] John H. Mollenkopf and Manuel Pastor, "Unsettled Americans: Metropolitan Context and Civic Leadership for Immigrant Integration," *Cornell University Press* (2016).
[36] Ibid., p. 277.

Mollenkopf, local responses to immigration are generally determined by both "political leaders and political deliberation."[37] Many stakeholders can have an essential role in this process, including "the business community, civic leadership, elected officials, public-service providers, law enforcement, labor unions, the infrastructure of nonprofit organizations, and grassroots activists." Contrasting Williamson, they state that contextual factors (such as border proximity) do not dictate local response. Rather, Pastor and Mollenkopf argue that such contextual factors "prepare the ground for the ways in which these metropolitan actors decide how to respond (or not) to the challenges and opportunities rendered by demographic change." Of the contextual factors that Pastor and Mollenkopf studied, they conclude that "a good fit between the skill and occupation mix and ethnic makeup of the immigrant population and the labor market and demographic contexts they are entering" are most conducive for a warm welcome.[38]

Importance of Official Communication and Political Rhetoric

Scholarly research on immigrant incorporation speaks to the importance of official communication and political rhetoric, most notably *Welcoming New Americans*. While cities and states cannot always control what happens in the state house or the White House, cities can communicate the value of diverse immigrant communities—to both immigrants and their native-born neighbors—to create important, lasting benefits.[39]

While it seems logical that countries and states with the fewest restrictions to citizenship signal a more welcoming environment, evidence suggests these policies do little to influence immigrants' trust or perceived discrimination.[40] On the other hand, political rhetoric can shape how welcome people feel. A study of anti-immigrant sentiment in Western Europe between 2002 and 2014 found that not only did negative political messaging damage immigrant integration, the effects were particularly acute for Muslim and less educated immigrants. The same author found xenophobic rhetoric in the United States has a negative impact on Latin American and Hispanic immigrants.[41]

Research shows that cities need to be conscious of their communication strategy, as responding to specific immigrant needs may isolate immigrant populations and make them a target for misplaced anger and resentment from native-born residents who believe government aid to foreign-born communities means fewer resources for their own communities. Despite the unique needs of newcomers, native-born communities facing high unemployment or affordable housing

[37] Ibid., p. 253.
[38] Mollenkopf and Pastor, pp. 17-48; and Williamson, p. 133.
[39] Williamson, pp. 133-134.
[40] Kristina Bakkaer Simonsen, ""Us" or "Them"? How Policies, Public Opinion, and Political Rhetoric Affect Immigrants' Sense of Belonging," *Migration Policy Institute* (2019). https://www.migrationpolicy.org/article/policies-public-opinion-rhetoric-immigrants-sense-belonging last accessed July 20, 2020.
[41] Efrén O. Pérez, "Ricochet: How Elite Discourse Politicizes Racial and Ethnic Identities," Political Behavior 37, no. 1 (March 2015): 155-80. https://doi.org/10.1007/s11109-013-9262-0.

crises may feel that local services for immigrants diminish benefits that could be experienced by all. Local, state, and federal leaders must strike the right balance between policies that make integration easier without reinforcing negative stereotypes about immigrant communities. This can be especially challenging if there is already conflict or tension between native-born and immigrant communities. Research from Europe documents that participatory decision-making and community engagement in mediation of where to provide services to immigrant communities can help ease the fears of native-born residents while fighting misinformation with data on long-term ramifications for the community as a whole.[42]

Research further suggests that the framing used to understand immigrants has important implications for native, public perception. Williamson cites "an extensive review of research on Americans' attitudes toward immigrants" which found that "individuals develop their support or opposition to immigration based on symbolic frames rather than in response to self-interest."[43] Shifting these "symbolic frames" is a promising strategy for increasing acceptance for immigrants. For example, Williamson writes that "white Americans feel less anxious about Latino immigration when they are presented with information countering stereotypes about these immigrants' costs and harms." Local leaders influence how average residents conceptualize immigrants in their community and can play an essential role in either reaffirming or challenging negative stereotypes about local immigrant groups. [44]

Certainly, what leaders say is influential, but they must also be careful to understand how their *actions* in regard to immigrant incorporation are perceived. Even actions that seek to better serve immigrants can contribute to negative perceptions. Native-born residents sometimes believe that immigrants unfairly receive more government benefits. Leaders who respond with "efforts to serve immigrants quietly and separately may well increase suspicions about preferential treatment." Williamson's research found that local governments could improve the community's relationship with immigrants by taking the opposite approach. Building avenues for participation on the issue and "showcasing official support for foreign-born inclusion" bolsters immigrant incorporation. This conclusion supports the city of Dallas's decision to create WCIA. An office dedicated to immigrant incorporation provides and encourages visible support for the immigrant community. It may also give residents an increased sense of transparency, as the office serves a communication function. Residents may feel less suspicion about local government response because there is an office to answer questions they may have. [45]

The local politics of immigrant incorporation are also influenced by immigrant leaders and their ties to the local social network. Affluent or otherwise highly respected members of the

[42] Aliyyah Ahad and Natalia Banulescu-Bogdan. "Communicating Strategically about Immigrant Integration: Policymaker Perspectives," Brussels: *Migration Policy Institute Europe* (January 2019).
[43] Abigail Fisher-Williamson, *Welcoming New Americans? Local Governments and Immigrant Incorporation*. (University of Chicago Press, 2018), p. 16.
[44] Ibid., p. 151.
[45] Ibid., pp. 238 and 312.

immigrant population tend to have significant access to local officials. Generally, local officials have a high level of education which "predisposes them to favorable views of immigrants." Local officials also tend to have higher income which "often lets them be more selective in their interactions with immigrants." Phrased differently, local officials are more likely to interact with immigrants who have access to more privileged spaces. Ties to immigrant leaders forged at a charity dinner imbue officials with a perspective that is different from the average resident, who may be more likely to interact with poorer immigrants. While bonds between immigrant leaders and local officials can help strengthen immigrant incorporation efforts, over-reliance on elite cultural liaisons may also obscure important divisions within the immigrant community. Local officials are often poorly situated to understand nuances within immigrant groups. As a result, they "frequently expect individual immigrant intermediaries to speak for entire immigrant groups, an unrealistic expectation given differences in language, nationality, generation, and other factors within ethnic groups." Which members of the immigrant community cultivate a relationship with the local administration influences the administration's understanding of the community and its needs and how they can be addressed by community-informed/data-informed policies/strategies.[46]

Another idea that is relevant to our study was a chapter from *Unsettled Americans,* "The Kindness of Strangers: Ambivalent Reception in Charlotte, North Carolina," written by Micheal Jones-Correa. This chapter analyzes responses to immigration within Charlotte, a city that shares Dallas's trait as a major economic hub of the "New South." Charlotte's efforts to become a city that welcomes immigrants are consistently painted as a core part of its economic development strategy. Cities of the New South actively attempt to rebrand themselves as inclusive and progressive alongside efforts to attract international industries. An essential part of that task is appealing to highly educated professionals who are looking for a metropolitan home with modern amenities and social attitudes.[47]

Campaigns that promote a positive, modern image of the city are conceived as partnerships between elected officials and corporate leaders. The stakeholders in Charlotte hope that the city's new image will foster the economic development of the region. Reversing un-welcoming immigration policies is considered an essential part of this reputation building campaign. In 2015, efforts to scrub the city of discriminatory practices culminated in an official list of recommendations from the city's newly convened Immigrant Integration Task Force. The list included "supporting the growth of immigrant businesses, easing the strains between police and the community, creating a community ID card along with a city office and advisory council for immigrant services, promoting citizenship, and widening language access." Note that this list

[46] Ibid., p. 159.
[47] Micheal Jones-Correa, "The Kindness of Strangers: Ambivalent Reception in Charlotte, North Carolina," *Unsettled Americans: Metropolitan Context and Civic Leadership for Immigrant Integration* (2016). DOI:10.7591/cornell/9781501702662.003.0007.

echoes several of the actions highlighted for their effectiveness throughout our background reading. [48]

Proximity to International Borders

Geographic location in relation to an international border is a factor that Williamson's research suggests may increase restriction within local government response. Relevant within the state of Texas, Williamson found that "proximity to federal enforcement operations near the Mexican border was associated with a four-percentage point decline in the accommodating index." Interestingly, Williamson posits that this decrease in accommodation is likely *not* due to anti-Mexican sentiment; her research also found that "being within a hundred miles of the Canadian border is associated with an eight-percentage increase on the index of restriction." Proximity to the Canadian border creates a greater chilling effect on immigrant response than proximity to Mexico. In response to this phenomenon, Williamson concludes that "border proximity affects local responses through a mechanism other than an ethnic threat, strengthening the argument that it serves as a proxy for exposure to federal immigration." [49]

Williamson also found that "Hispanic ethnicity and immigrant poverty enhance foreign-born visibility and, rather than producing threatened responses, make action in response to immigrants generally more likely."[50] The high proportion of Hispanic immigrants in Dallas gives this trend particular relevance in our case study. Opportunities for native-born residents to connect with their foreign-born neighbors might reduce fear-driven prejudices and enhance immigrant incorporation. This report aims to analyze data that may be used as a proxy to gauge the current prevalence of interactions between the native-born and foreign-born residents of Dallas.

Williamson found that "overall, as the proportion of foreign-born residents in a city rises, the city becomes more likely to respond, whether in an accommodating or a restrictive manner." One of the case studies that Williamson examined was Yakima, Washington. When migrant farmworkers first began appearing in Yakima, officials did not actively respond. The farmworkers were viewed mostly as a transient presence. In the case of Yakima, "local officials remained inactive until they recognized that migrant farmworkers were settling permanently in the city, rather than coming and going." [51]

Community-Based Initiatives

The book *Barrio America: How Latino Immigrants saved the American City* by A.K. Sandoval-Strausz describes a three-decade reversal of how years of divestment, white flight, job loss, and crime crippled American cities. Today, large cities are hubs for the national economy, have

[48] Ibid., pp. 168-182.
[49] Williamson, p. 135.
[50] Ibid., p. 146.
[51] Ibid., p. 144.

historically lower crime rates, and offer prime urban real estate. Often, this revitalization is attributed to a return to the city by an elite, "creative class" of young professionals. However, this reversal is largely due to an invisible and sometimes demonized group - Latin American immigrants. The book describes how a hyper focus on this creative class, typically urban professionals and other predominantly white and educated individuals, understates the persistent problem of economic and racial inequality, and merely applauded and tokenize ethno-racial diversity. [52]

Neighborhood-based organizing tactics represent a powerful way to build assets and affect positive change within immigrant communities and across a city in general. Chicago's rich history of urban development and strong, activist immigrant enclaves provide a framework to imagine how Dallas can confront the challenge of incorporating immigrants into communities with highly polarized views. [53] This issue is particularly salient given the global health pandemic bringing urgency and new barriers to issues of public health, education, economic opportunity, labor rights, and civic engagement.

Cities like Dallas see and understand the advantages of having a vibrant community of immigrants when expanding their economies, culture, and developmental pursuits. To undo the deeply rooted impact of restrictive and discriminatory policies, local governments are attempting to reshape these policies to truly welcome immigrant communities. For cities like Dallas, immigration can be an economic development drive if a comprehensive, intentional approach is included. The creation of the WCIA illustrates Dallas' commitment to the immigrant community and effort to draft comprehensive policies for immigrant relations and interactions.

Northwestern University's Asset Based Community Approach provides a model on how to "anchor community-driven development" in two or more of the following local assets: skills, knowledge, and experience of residents; the power of local voluntary associations, organizations, and networks; public, private, and nonprofit resources; physical assets, like land, building, and infrastructure; local industry and economy; and finally local culture, history, and identity.[54]

The emerging prevalence of non-profit advocacy on the behalf of immigrants is also touted as an important trend in the future of immigrant incorporation efforts. Increasing immigrant presence has spurred long-established community organizations to begin providing immigrant-specific services and advocacy. New groups have been created for the same purpose.[55]

However, even as more organizations enter immigrant services, their impact is challenged by rising urban trends that push many immigrant households into the suburbs of major cities. As

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[52] A. K. Sandoval-Strausz, *Barrio America: How Latino Immigrants Saved the American City.* (Basic Books: New York Press, 2019), 134-135.
[53] Ibid., p. 138
[54] Gary Paul Green and Ann Goetting, *Mobilizing Communities: Asset Building as a Community Development Strategy*. (Temple University Press, 2010), p. 252.
[55] Ibid. p. 252.

affordable housing becomes increasingly scarce in city centers, immigrants are beginning to live in more affordable suburbs that have "far less experience with immigrant communities, and sometimes far less acceptance of them." The editors conclude that now "immigrant-serving and advocacy organizations, usually based in the central city, must find ways to work beyond their normal borders." Like most cities, Dallas is indeed facing this dilemma. [56]

Civic Engagement and Political Participation

The most widely known and accepted form of civic participation is voting. However, one can be civically engaged by speaking with elected officials, helping a neighbor, volunteering, and discussing political topics with family, friends, and colleagues. Although voting in elections, running for elected offices and on serving on juries are off- limits for noncitizens, there are many ways immigrants can be civically engaged.

Older research studies had suggested that immigrants in the United States were less likely than native-born residents to civically engage, but a growing body of research is challenging this view. On one hand, David Leal found that Latino noncitizens were less likely to participate in non-electoral political activities such as signing petitions than were Latino citizens in 2002. On the other hand, Barreto and Munoz's 2003 study of Mexican Americans' non-electoral political activities did not reveal a difference between those who were foreign and those who were native born. The latest studies of contemporary immigrants are finding that they are just as likely to participate in civic engagement activities as their native-born counterparts. Hironi Ishizawa documents that the largest immigrant group, "Mexican immigrants are as likely to engage in political participation as their native-born counterparts."[57]

Research studies on civic engagement of foreign-born groups highlight interesting trends in the forms of civic participation. The New Americans and Civic Engagement study states that "immigrant participation occurs at rates very similar to those of native-born Americans." While participation rates are comparable across separate demographic groups, where these groups volunteer highlights differences. The study's authors further illustrate this by stating "our analysis of General Social Survey data on volunteering shows that immigrants were significantly more likely to volunteer for international organizations, while the native-born were significantly more likely to volunteer for work-related organizations."[58]

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[56] Ibid., p. 253.

[57] Ishizawa, Hiromi, "Civic Participation Through Volunteerism Among Youth Across Immigrant Generations," *Sociological Perspectives*, Vol. 58, No. 2, (Sage: 2015) pp. 264-285; Barreto, Matt A. and Jose A. Munoz, "Reexamining the Politics of In-Between: Political Participation of Mexican Immigrants in the United States," *Hispanic Journal of Behavioral Sciences*, Vol. 25, No. 4. (2003) pp. 427-447; and Leal, David, "Political Participation by Latino Noncitizens in the United States," *British Journal of Political Science*, Vol. 32, No. 2, (2002), pp. 353-370.

[58] Witte, James and Shannon N. Davis, New Americans and Civic Engagement in the U.S., 2017, James C. Witte, *American Sociological Association Contexts*, (Sage: 2017) Vol. 16, No. 2, pp. 68-70.

Studies are also finding that anti-immigrant rhetoric and policies are not suppressing civic participation rates among immigrants. Ebert and Okamoto show that immigrant communities are brought "closer together to promote solidarity and insulate itself from future hostilities." Furthermore, "anti-immigrant activity such as a rally to eliminate bilingual education or block immigrants' access to health care seemed to galvanize the newcomer community rather than generate a climate of fear which could dampen collective efficacy."[59]

Especially relevant for immigration incorporation is the research showing that "once socioeconomic differences are taken into account, immigrant youth are as likely, or almost as likely, as their native-born peers to be engaged in most conventional forms of civic participation." Constance Flanagan and Peter Levine report that "23 percent of immigrant youth and 18 percent of children of immigrant parents reported that they had protested in the past twelve months (2006)… in contrast, young people who were born in the United State to native-born parents reported protest rate of just 10 percent."[60]

Similarly, Tong finds that immigrant children entering young adulthood are "actually more likely to volunteer when they grow up disadvantaged immigrant neighborhoods" countering "assimilation theory, which posits that a disadvantaged adolescent social context has permanent adverse consequences." Across multiple areas, language barriers are extensive hinderance on opportunities. Yet, "the maintenance of a non-English language is associated with an increased likelihood of children of immigrants engaging in volunteer activities."[61]

The Power of Citizenship and Barriers to Naturalization

Encouraging and promoting naturalization has consistently proven to be a unifier among individuals within the discussion on immigration. "After all, the benefits of naturalization include increased wages, better job opportunities, enhanced security, and greater civic engagement."[62] This section discusses research on the internal and contextual barriers that immigrants face when naturalizing.

"The Power of Citizenship: How Immigrant Incorporation Affects Attitudes towards Social Benefits," by Melanie Kolbe and Markus Crepaz, provided a valuable background for

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[59] Ebert, Kim, and Dina G. Okamoto, "Social Citizenship, Integration and Collective Action: Immigrant Civic Engagement in the United States," *Social Forces,* Vol. 91, No. 4, (Oxford University: 2013), pp. 1267-1292.

[60]Flanagan, Constance, and Peter Levine, "Civic Engagement and the Transition to Adulthood," *The Future of Children,* Vol. 20, No. 1, (Princeton University: 2010) pp. 159-179.

[61] Tong, Yuying, "Foreign-born Concentration and Acculturation to Volunteering among Immigrant Youth," *Social Forces,* Vol. 89, No. 1, (Oxford University: 2010), pp. 117-143; and, Ishizawa, Hiromi, "Civic Participation Through Volunteerism Among Youth Across Immigrant Generations," *Sociological Perspectives,* Vol. 58, No. 2, (Sage: 2015) pp. 264-285.

[62] Thai V. Le et al., "Paths to Citizenship: Using Data to Understand and Promote Naturalization," *USC Dornsife Center for the Study of Immigrant Integration* (January 2019): 22. https://dornsife.usc.edu/assets/sites/731/docs/PathsToCitizenship_Full_Report_CSII.pdf last accessed July 20, 2020.

understanding the psychological aspects of naturalization and how they relate to the legal and social dimensions of immigration. This is relevant because our study seeks to generate data about feelings of belonging in Dallas, especially vis-à-vis time spent living in the city and intent to continue living there long-term.

Kolbe and Crepaz argue that becoming a naturalized citizen has "a powerful effect on how affected individuals see themselves vis-à-vis their host-country." In the text, a naturalized citizen is defined as being "incorporated into the host society," and the authors contend that the effect of incorporation operates through "a legal mechanism and an identity mechanism." Naturalization and legal inclusion foster "a greater economic and political stake in one's new home country," and "greater reservation towards the unconditional redistribution of benefits to noncitizens." Gaining citizen status also corresponds with increased personal identification with the host society. Kolbe and Crepaz conducted social research on this phenomenon and concluded that there was "strong evidence that the incorporation effect is real: as immigrants become legally incorporated (i.e. become citizens), their attitudes begin to converge with the attitudes of the natives."[63]

In addition to the psychological aspects of naturalization and the increased personal identification of immigrants who gain citizen status, political integration is another important aspect that results from naturalization. In "Naturalization Fosters the Long-term Political Integration of Immigrants," Hainmueller, Hangartner, and Pietrantuono find that naturalization increases political participation, such as the "increase in formal political participation, political knowledge, and political efficacy." As immigrants increase in political knowledge and political efficacy, they become more likely to vote. Political integration is important because as the United States continues to diversify, the ability to vote creates better representation. [64]

"Synthesizing the Research" also provides several takeaways about promising strategies for nurturing immigrant integration. The editors agree with Kolbe and Crepaz that "promoting naturalization is a particularly effective way to foster immigrant integration" and suggest efforts to reduce common impediments to naturalization, such as "lack of English-language skills and a relatively expensive application process." They also suggest creating avenues for noncitizens to become involved with their host community and begin participating in civic engagement. Making bodies such as school councils and local planning boards accessible to noncitizens can aid naturalization. [65]

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[63] Melanie Kolbe and Markus M. L. Crepaz, "The Power of Citizenship: How Immigrant Incorporation Affects Attitudes towards Social Benefits," *Comparative Politics* 49, no. 1 (2016): 105-119. www.jstor.org/stable/24886230.

[64] Jens Hainmueller, Dominik Hangartner, and Giuseppe Pietrantuono, "Naturalization Fosters the Long-Term Political Integration of Immigrants," *PNAS* 112, no. 41 (October 2015): 12651. www.pnas.org/cgi/doi/10.1073/pnas.1418794112.

[65] Melanie Kolbe and Markus M. L. Crepaz, "The Power of Citizenship: How Immigrant Incorporation Affects Attitudes towards Social Benefits," *Comparative Politics* 49, no. 1 (2016): 277. www.jstor.org/stable/24886230.

Jones-Correa cites a 2006 study from the Urban Institute at the University of Carolina at Charlotte to discuss how immigrants in Charlotte rate their experiences living in the area. The study includes a survey of Latinos in Mecklenburg County. The survey revealed that "the top three challenges they perceived were, in descending order, language barriers (37 percent), discrimination (16 percent), and undocumented status (16 percent)." Respondents had a generally positive appraisal of the services they had received. Most rated the services as either "good" or "very good." The survey also collected data on which agencies the Latino community had the most interactions with, and found that "aside from schools, immigrant residents had the greatest contact with the Mecklenburg County Health Department, Charlotte-Mecklenburg Police Department, and Mecklenburg County Department of Social Services." The survey also assessed the role of local non-profit services. While the quality of non-profit services was also highly rated, less than 16 percent of respondents had accessed such services, which indicates that non-profits had not effectively engaged most of the Latino community.[66]

Jones-Correa offered a compelling disclaimer alongside the positive results of the 2006 study, which is especially salient for interpreting our research findings: "other research on immigrant attitudes indicates that initially positive assessments—in which new arrivals are essentially comparing their present circumstances with their experiences in their countries of origin—decline over time and across generations." Although limited, these challenges reveal some of the barriers that immigrants face in accessing services and in becoming citizens. For this reason, time spent in the United States and in Dallas is a crucial dimension of our analysis.[67]

Beyond perception of self, political integration, and access to services, naturalization is important because citizenship endows legal protections, the right to vote, and is accompanied by both social and economic gains for immigrants and their communities. While important, there remain barriers to naturalization for many immigrants. The article "A Randomized Controlled Design Reveals Barriers to Citizenship for Low-Income Immigrants" by Hainmueller et al. discusses barriers that low-income immigrants encounter when naturalizing. One such barrier is the fees throughout the naturalization process, which prevent a large portion of low-income immigrants who want to naturalize from becoming citizens. Other barriers to naturalization could be challenges of time, lack of information, fear in dealing with the law, and language limitations.[68]

The previous paragraphs have discussed individual characteristic barriers that immigrants must overcome when in naturalizing; "Paths to Citizenship" by Le, Pastor and Scoggins provides insight to contextual or institutional factors that also act as barriers to immigrant naturalization. The concentration of immigrants eligible to naturalize in a geographic area, the farther the country of origin, the ability to have dual citizenship, and being from a country of origin that is

[66] Ibid., pp. 179-180.
[67] Ibid., p. 179.
[68] Jens Hainmueller et al. "A Randomized Controlled Design Reveals Barriers to Citizenship for Low-Income Immigrants," *PNAS* 115, no. 5 (January 2018): 939, 994. www.pnas.org/cgi/doi/10.1073/pnas.1714254115.

traditionally refugee-sending all are positively correlated with immigrant naturalization. Conversely, immigrants from wealthier countries are less likely to naturalize than those from poorer countries because they tend to have more economic opportunities. Furthermore, the political climate of the community in which an immigrant settles has an important impact on naturalization; if an immigrant lives in a state that voted for the 2012 Democratic presidential nominee, there is a 15.4 percent higher chance of them naturalizing than if they lived in a Republican-voting state. Whether it be internal or external, immigrants face barriers when naturalizing. However, the positive effects of the integration and citizenship go far beyond the immigrant themselves. It extends into the community in which they live and can even boost the economy. [69]

Research by the New American Economy

Established in 2010, the New American Economy (NAE) makes an economic case for immigration and has published several statistical reports germane to immigrant incorporation in Texas. As a bipartisan research and advocacy organization, they frame their mission as "fighting for smart federal, state and local immigration policies that help grow our economy and create jobs for all Americans." Their strategy is based on four components: providing research to demonstrate immigration's impact on the US economy, organizing champions for immigration work locally and nationally, partnering with state and local governance to advocate for immigration policies, and celebrating immigrant cultural contributions to American society. According to the NAE, immigrants have a vital impact on Texas' economy. What follows are the highlights of their research findings.[70]

Foremost, immigrants in Texas make up a meaningful number of the state's entrepreneurs and inventers. NAE found that 29 percent of entrepreneurs in Texas were immigrants in 2014. As a consequence, $7.9 billion in business income in 2014 was generated by immigrant-owned businesses, and 421,942 people in Texas were employed by immigrant-owned businesses. Most noteworthy, 74 percent University of Texas System patents have at least one foreign-born inventor.[71]

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[69] Thai V. Le, Manuel Pastor, Justin Scoggins, et al., "Paths to Citizenship: Using Data to Understand and Promote Naturalization," *USC Dornsife Center for the Study of Immigrant Integration* (January 2019): pp.21-23. https://dornsife.usc.edu/assets/sites/731/docs/PathsToCitizenship_Full_Report_CSII.pdf last accessed July 20, 2020.

[70] "About," New American Economy, 2020, https://www.newamericaneconomy.org/about/

[71] "The Contribution of New Americans in Texas," *New American Economy* (August 3, 2016): 1 https://research.newamericaneconomy.org/report/the-contributions-of-new-americans-in-texas/ last accessed July 20, 2020.

NAE also found that immigrants make up a disproportionate share of the workforce, being 22 percent of working age population while only 17 percent of Texas' overall population. Immigrants are 38.4 percent more likely to work than native-born Texans. Over 40 percent of hired farmworkers and miscellaneous agriculture workers are immigrants. NAE estimated that immigrants created or preserved more than 190,000 manufacturing jobs.[72]

Immigrants are well represented in the jobs requiring higher education and technical training. For example, NAE found that immigrants represented 24 percent of Texans working in science, technology, engineering, and math (STEM). In addition, immigrants were 26 percent of doctors, 31 percent of psychiatrists, 18 percent of nurses, and 19 percent of healthcare aides in Texas.[73]

Immigrants in Texas contribute billions in taxes each year. More specifically, NAE estimated that immigrant earnings in 2014 contributed $8.7 billion to state and local taxes, $20.4 billion in immigrants to federal taxes, $3.2 billion to Medicare taxes and $12.2 billion to Social Security withholding taxes.[74]

Last year, NAE released a study of immigrants in North Texas, where Dallas is located, that mirrors the state-wide findings. This new data shows that immigrants make up nearly 30 percent of North Texas' STEM workers. Immigrants in North Texas contributed $7.3 billion in federal taxes and $3.2 billion in state and local taxes. Immigrants also play an essential role in the workforce; they make up 18.7 percent of the North Texas population, yet represent 24.4 percent of the working age population. Immigrants also play a vital role in key industries in 2017 where they made up 49 percent of construction workers, 29.4 percent of hospitality workers, and 29.4 percent of manufacturing workers. Immigrants also help fill workforce gaps and drive business growth. These data on immigrants in North Texas are especially important as we frame our analysis of immigrant incorporation in Dallas.[75]

Dallas is now among the major US cities framing the immigration issues in economic terms and using data to show the positive impact foreign-born workers, entrepreneurs, and residents have in their communities. Drawing on the business community has also been strategically important for Dallas and other Texas cities seeking to build support for immigrants in the broader political debates. Other major cities in Texas like San Antonio and Houston are also part of the welcoming community movement as demographic trends continue pointing to more diverse urban centers.

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[72] Ibid., p. 6-7, 16-18.
[73] Ibid., p. 10-15.
[74] Ibid., p. 5.
[75] "Immigrants in North Texas," New American Economy, July 24, 2019, https://research.newamericaneconomy.org/report/immigrants-in-north-texas/ last accessed July 20, 2020.

The Springboard

We hope the analyses presented in the next three chapters informs Dallas and other cities as they develop immigrant incorporation initiatives. Local governments around the country are beginning to understand the value of supporting immigrant incorporation efforts in their communities, as is evidenced by the growing number of cities now establishing immigrant affairs offices. Our policy analysis for Dallas has the potential to increase understanding, expand the field, and generate best practices around the country.

Chapter 2. NATIONAL CONTEXT: SETTING THE STAGE AND MEASURING UP[76]

Value of an Index in City Comparison

The City of Dallas Office of Welcoming Communities and Immigrant Affairs (WCIA) seeks to improve Dallas's mid-range ranking in the New American Economy (NAE) Cities Index. The NAE Cities Index is a point in time measure to assess interdependent policy variables that affect the experience of foreign-born residents within US cities. The index provides a leverage point for substantive policies to address deficiencies in cultivating a welcoming community. WCIA has identified specific gaps through the index and translated this into action, which includes establishing a partnership with the National Immigration Law Center to improve legal support for foreign-born residents. While the NAE Cities Index is a powerful tool for signaling areas of policy improvement, it is important to note that the Index is not an exhaustive measure of immigrant incorporation.

In this chapter, the NAE Cities Index presents an initial point for nationally comparing policies affecting foreign-born communities and serves as a basis for refined analysis of Dallas in comparison to its peer cities. This study utilizes several methodological techniques to identify a subset of US cities that are similar to Dallas on key factors. By focusing on the immigrant incorporation policies and practices of peer cities, a useful set of options for Dallas emerges.

Scholarship on Indices

Indices such as the New American Economy's Cities Index provide a point of comparison across metrics and variables through several methodologies. While describing their assessment of global social development, Foa and Tanner explore the construction and evaluation of indices, ultimately identifying four key roles indices have in research.[77] Firstly, indices summarize complex and multi-dimensional issues across different contexts. Secondly, indices make it easy to interpret and provide benchmarks to track progress and highlight places where intervention is most critical. Thirdly, indices indicate a commitment to tackling specific challenges and regularly producing quantitative rankings that can be helpful motivators. Finally, indices prompt

[76] Chapter written by Thomas Adkins, Johnathan Cereceres, Abbey Judd, and Claudia Sandoval.
[77] R. Foa and J.C. Tanner, "Methodology of the Indices of Social Development," ISD Working Paper Series 2012-04, *International Institute of Social Studies of Erasmus University Rotterdam (ISS), The Hague,* 2012. https://ideas.repec.org/p/ems/eurisd/50510.html last accessed August 2, 2020.

debate and discussion about the issue or topics at hand. For all these reasons, indices are valuable policy tools, and provide critical feedback, particularly when used in benchmarking and mapping trends.

The reliability of any index depends on how it is constructed through a series of statistical decisions. These decisions dictate an index's statistical significance and how its results should be analyzed. As Pareto describes index construction:

> "(c)onstructing a composite index is a complex task whose phases involve several alternatives and possibilities that affect the quality and reliability of the results. The main problems in this approach include…the selection of the more representative indicators and their treatment in order to compare and aggregate them."[78]

To Pareto's point, the NAE's use of simple aggregation allows for greater interpretability, but it is important to recognize its limitations when analyzing results. Pareto alludes to this when describing the tradeoffs present within various methodological decisions:

> "(n)ot assigning a weight to the indicators and dimensions, each variable has the same importance, so, for example, 'Bank deposits', 'GDP' and 'Cinemas per 100,000 inhabitants' are considered the same way."[79]

In some cases, there are variables and metrics that may be more important than others and require weighting, versus counting all the metrics as equal parts. This sort of weighting function does not exist in the NAE index.

In order to build on the NAE Cities Index, this report utilizes Principal Component Analysis in a complex aggregation to reveal that some indicators and metrics are more important than others. The analysis within this report aims to interpret NAE Cities Index results through the lens of its limitations and provide WCIA with policy findings that supersede these limitations. Therefore, it is important to keep in mind that while improving within the NAE Cities Index is an admirable goal, it is not an all-encompassing measurement of WCIA's efforts, nor does it completely capture the extent to which Dallas is a welcoming community.

Defining what it means to be a welcoming community or to what degree immigrants are incorporated in a community requires conceptualizing both indicators and metrics. Indicators, including those used in the NAE Cities Index, fall into two categories that require alternative forms of measurement and responses. Perception-based indicators are "based on assessments by public opinion surveys, private agencies and non-governmental organizations, of the nature of

[78] Adriano Pareto and Matteo Mazziotta, "Methods for Constructing Composite Indices: One for All or All for One?" *Italian National Institute of Statistics*, LXVII, no. 2, 2013.
[79] Ibid., p. 69.

social institutions" and actionable indicators are "based on direct measurement of social institutions and their outcomes". The perception-based indicators seek to evaluate the quality of something, like governance, and are measured through public opinion and expert assessment. Conversely, actionable indicators are more discrete, based on proxy variables and information on reported social behavior taken from nationally representative surveys. Frequently, actionable-indicators lead to direct policy interventions and can be addressed quickly, as compared to perception-based indicators. Assessing the dimensions of immigrant integration and "welcoming" in a community rely on both types of indicators, though it is often easier to assess the well-defined measures. [80]

Peer City Scholarship

The NAE Cities Index compares cities through multiple indicators to determine an absolute rank. Dallas, however, is uniquely situated in its socio-economic context, which makes it difficult to compare across all US cities. Therefore, this research focuses on identifying peer cities based on analysis of national data to find cities that are similar to Dallas in terms of size, socioeconomic determinants, and foreign-born population.

Following recommendations from Foa and Tanner, peer cities are identified through Principal Component Analysis (PCA), which "assigns factor loadings based upon whether a subsequent indicator shares a common factor with another variable in the data set." It is noted that PCA is not frequently used in indices, partially because it is difficult to explain the analysis to non-statisticians. However, PCA is an effective tool to statistically discover commonalities between cities, particularly based on the indicators that are used in the NAE Cities Index. [81]

Peer city analysis uses unsupervised statistical learning methods to form homogeneous groupings of cities. Cities can be grouped into peers and cross-analyzed to determine the factors that drove them to be grouped together. This analysis allows for a more nuanced understanding of a city's environment. Ulrich Mans uses peer city analysis to analyze and distinguish between non-hub cities. Through this analysis, he discovers second, third, and fourth-degree peer cities. Degrees of connection are used to compare cities with similar economic profiles. This report's analysis builds upon Mans' work by finding Dallas' first, second- and third-degree peers. Three different statistical models were run to identify Dallas' peer cities. A city identified as a peer in just one

[80] Foa and Tanner, 2012, p. 21.
[81] Ibid., p. 21

model is denoted as a first-degree peer, a city that is a peer in two models a second-degree peer, and a city that was a peer under all three models is labeled a third-degree peer city. [82]

New American Economy Overview

In the WCIA's 2018-2021 Strategic Plan, NAE's research is frequently referenced to bolster the visibility of Dallas' foreign-born population and their economic impact. WCIA formed an early partnership with the NAE and earned a place in the 2017 Gateways for Growth Challenge through a partnership between the NAE and Welcoming America, which provided "blueprints for attracting immigrant talent and jump-starting their economies." Both Welcoming America and New American Economy's national networks and partnership provide valuable support to the WCIA office.[83]

NAE Cities Index

At the request of WCIA staff, this chapter deconstructs the NAE Cities Index, which "systematically evaluates immigrant integration by measuring local policies and socioeconomic outcomes across the 100 largest cities in the U.S."[84] Results from the index provide comparative benchmarks for cities to "measure their integration efforts in order to provide insight on how local communities can maximize the potential for their immigrant populations for the well- being of all residents."[85] Utilizing the indicators and metrics provided by the NAE Cities Index gives an initial insight where Dallas can improve immigrant incorporation.

NAE Cities Indicators

The NAE Cities Index provides a comparative scan of local policies and tracks disparities between foreign-born and native-born populations in terms of political, social, and economic outcomes. The Index focuses on immigrant integration based on local policies and socioeconomic outcomes, yielding the Policy and Socioeconomic Scores respectively. In total

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[82] Ulrich Mans, "Understanding the Position of End Nodes in the World City Network: Using Peer City Analysis to Differentiate between Non-Hub Cities." *Wiley Online Library, John Wiley and Sons, Ltd*, 2013. onlinelibrary.wiley.com/doi/abs/10.1111/glob.12016.

[83] 25 Communities Selected for Gateways for Growth Challenge Round II, 2017. https://www.newamericaneconomy.org/press-release/25-communities-selected-for-gateways-for-growth-challenge-round-ii/ last accessed July 31, 2020.

[84] NAE Cities Index, 2020. Retrieved from New American Economy: https://www.newamericaneconomy.org/cities-index/ last accessed July 31, 2020.

[85] Ibid.

there are 30 unique measures inherent in the Policy Score and 21 local indicators used to determine the Socioeconomic Score. In sum, the Policy and Socioeconomic Scores factor into a composite score that determines the Overall Score and ranking of the 100 largest cities in the United States.

Thus far, the NAE Cities Index has been released twice, once in September 2018 and once in November 2019. Exploring the reported indicators and metrics yields key insights on Dallas' performance in the NAE Cities Index and provides a starting point for discussing Dallas' policies and their effects on the foreign-born residents.

Policy Score

The Policy section of the NAE Cities Index is constructed through existing research collected in Abigail Fisher Williamson's 2016 Municipal Responses to Immigrants Survey (MRIS), as well as data collected by the Vera Institute of Justice, National Center for Children in Poverty, Urban Institute, and National Immigration Law Center. Scores range between 0 to 1, based on the local government's policy or absence of a policy. Policies are then evaluated in five categories including: Government Leadership, Economic Empowerment, Inclusivity, Community, and Legal Support. Borrowing the scoring system from the California Immigration Integration Scorecard, the NAE determines each categories' score by calculating the average of existing values using equal weights. All values are normalized using a Z-score in each subcategory, with 5 indicating the highest level of policy support and 1 indicating the lowest level. This section discusses the specific metrics used to determine the indicator score and possible limitations of each indicator.

Government Leadership

Six metrics are used to evaluate a city's Government Leadership score, which measures immigrant integration through representation and prioritization of immigrant affairs within the local government.

1. Establish and maintain a local office for immigrant affairs
2. Instate a liaison with immigrant communities
3. Hire immigrants as municipal employees
4. Recruit members of the immigrant community to municipal boards or commissions
5. Issue proclamations or resolutions in support of immigrants
6. Develop or participate in programs intended to attract immigrants

Economic Empowerment

Four key metrics determine each cities' Economic Empowerment score, assessing the policy support for foreign-born residents' economic opportunities, support and protection.

1. Professional Licensing
2. Vocational training targeting immigrants
3. Entrepreneurial support programs targeting immigrants
4. Wage Protection (i.e. minimum wage laws)

Inclusivity

Inclusivity is measured through ten metrics, each looking at opportunities that exist for foreign-born residents to be included in the cultural, civic, educational and professional aspects of living in a community.

1. Materials being translated in municipal centers
2. Language support when municipal staff members are approached by non-English speaking residents
3. Design hiring practices to attract bilingual candidates
4. Housing or zoning ordinances in response to immigration
5. Impose fine on landlords who rent to undocumented immigrants
6. Driver's license for undocumented immigrants
7. Access to community college for undocumented immigrants
8. Require municipal employees to check immigration status before providing some services
9. Social services for immigrants within five years of arrival
10. Issue a municipal identification card to residents, regardless of immigration status

Community

There are six metrics within the community subcategory:

1. Partner with local organizations to provide services and information to immigrants
2. Establish council to advise officials on immigration
3. Provide funding for immigration organizations or activities
4. Provide in-kind support for immigration organizations or activities
5. Host events to celebrate immigrant contributions or facilitate interaction between immigrant and non-immigrant residents.
6. Run or provide support for programs that encourage or guide eligible immigrants through the naturalization process

Legal Support

There are five metrics within the legal support subcategory:

1. Allow local police to determine law enforcement priorities and separate local police duties from federal immigration enforcement
2. Focus local police resources on local law enforcement priorities
3. Share information about undocumented immigrants with federal immigration agencies
4. Legal aid for immigrants facing deportation
5. Accept consular ID or other foreign IDs as form of identification

Socioeconomic Score

The NAE Cities Index's Socioeconomic Score relies on the five-year sample from the American Community Survey (ACS) for each respective year of the survey. While the ACS data is not segmented by foreign-born and native-born populations, the NAE applied the ratio of immigrants to that of U.S. born counterparts in comparative indicators such as employment rate. For Indicators such as Naturalization Rate the absolute value is used.

Socioeconomic metrics include four indicators: Job Opportunities, Economic Prosperity, Livability, and Civic Participation. Within the Index, certain metrics of the NAE indicators break down by skill level, meaning that they are subdivided by high-skill and low-skill labor, which is determined by whether an individual holds a bachelor's degree or higher. Like the Policy Scores, the Socioeconomic Scores are normalized through Z-scores from 1 to 5.

Job Opportunities

The Job Opportunities indicator includes five metrics to assess the score including:

1. Labor force participation rate
2. Employment rate
3. Share of people in high prestige occupations
4. Share of people that are part-time workers
5. Share of people who are self-employed

Economic Prosperity

The Economic Prosperity indicator, as defined by the NAE, is based on:

1. Median Income
2. Median Business Income
3. Poverty Rate

4. Share of Social Security recipients
5. Share of welfare recipients
6. Share as recipients of Social Security, welfare, or Medicaid
7. Share as Food Stamp recipients

Livability

Factors affecting the NAE's Livability indicator include:

1. Homeownership rate
2. Rent burden
3. Share of overcrowded dwellings
4. Share of people with health insurance
5. Share of people with a high school diploma
6. Share of people with bachelor's degrees
7. Share of people with advanced degrees

Civic Participation

Civic Participation is scored based on three metrics:

1. Naturalization Rate
2. Share as public- or social-sector workers
3. Share of military members or as veterans.

Naturalization Rate is defined by the share of naturalized citizens among immigrants who are potentially eligible for naturalization, and share as public- or social-sector workers is defined by people employed in public administration or social organizations, such as NGOs, religious organizations, or unions.

Overall Score and Critiques of Index

The NAE Cities Index provides a baseline to compare the largest one hundred U.S cities according to their efforts on immigrant integration. However, as will be discussed in the scholarship on indices section, the statistical decisions that were made for the sake of interpretability result in an index that does not include weighing mechanisms. Adding weights could provide a more robust understanding of immigrant incorporation practices across the country. Additionally, certain subcategories such as civic participation do not include enough metrics to fully measure that given subcategory.

While there is nothing inherently wrong with the use of non-weighted aggregation, it is an important consideration when analyzing the results. Likewise, subcategories with few metrics effectively keep the index concise and viewer friendly; however, this sacrifice needs to be understood when digesting the results of the index.

The section below aims to address some of the shortcomings within the civic participation category and highlight potential ways for Dallas to get a more complete understanding of levels of civic participation. Without weighting, the results can overstate the importance of some variables while understating the importance of others. Additionally, by not controlling for such city characteristics such as population, cities that are not all that similar are used in a false apples-to-apples comparison. To accommodate for this second issue this paper devotes a large amount of time to the finding and analyzing of Dallas peer cities.

Defining Civic Participation

Civic Participation is a multidimensional concept, and the metrics used in the NAE Cities Index are limited in scope. Introducing a broader understanding of civic participation amongst foreign-born populations can help local leaders make well-informed decisions on the best methods to engage foreign-born populations in civic life. A more nuanced understanding of Civic Participation requires additional metrics and considerations that can better illustrate what it means for Dallas to improve within the civic participation indicator. This includes a broader view of civic health, civic engagement, activism, and volunteering.

While the scope of the Civic Participation Score is limited, civic leaders seeking to improve their score can find the best return when focusing on naturalization rates. The New American Economy Index states that the best way to "increase civic engagement" is to provide "support for services that guide immigrants through the naturalization process". Within their index, they found that 62 cities in total have current support systems and services to help guide immigrants through the naturalization process. In addition, they also state that "immigrants in the top 25 cities also appear to have a greater sense of belonging". This statement is supported by the fact that immigrants eligible for naturalization in these 25 cities become U.S. citizens at a larger rate than the national average.

Regarding other areas to map out "Civic Health", the "Texas Civic Health Index" published by the Moody College of Communications and Annette Strauss Institute provides an expanded understanding of civic engagement beyond mainstream presumptions. For foreign-born individuals, forms of civic engagement include the following: Naturalized Citizen Voter Turnout, Signing a Petition, Avoiding/Purchasing Products for Political Reasons, Contacting a Politician, Donating to Political Cause, Frequency of Talking about Politics, Volunteering,

Group Involvement (Religious group, Sports League, etc.), and Social Connectedness (Doing Favors or Trusting People in Neighborhood). [86]

Future research can build on the report produced by the Annette Strauss Institute to analyze Dallas' civic engagement, particularly in foreign-born communities. Another comparable resource, used by the city of Austin, is the Annette Strauss Institute city-level "Civic Health Index" analysis which could dive deeper into Dallas's civic health.

Currently, emerging research focused on civic engagement within foreign-born populations, and the generations that follow them, has shown promising results. This research has shown that: some foreign-born individuals are just as or more likely to volunteer than their native-born counterparts, local/political threats against Immigrant communities may actually increase collective action within immigrant communities/overall communities, and maintenance of a non-English language is associated with an increased likelihood of children of immigrants engaging in volunteer activities. While these predictors/analyses are statistically significant in showing the likeliness of civic engagement and/or raising it, it's advisable to tailor the approach to each subset community.[87]

In summary, these additional metrics of Civic Participation provide the Office of Welcoming Communities and Immigrant Affairs metrics beyond the NAE Cities Index to inform long-term investments and understanding of civic life for foreign-born populations in Dallas. Incorporating these predictors and analysis methods into policy conversations around civic engagement produce a more holistic understanding of Dallas's Civic Participation in foreign-born communities. Again, applying the Annette Strauss Institute's definition of civic engagement and conducting further research into finding commonalities could help local leaders better engage with foreign-born communities. In the end, this section serves as an introductory resource offering insight into emerging research.

[86] *2018 Texas Civic Health* Index, Annette Strauss Institute for Research, 2020. https://moody.utexas.edu/centers/strauss/texas-civic-health-index last accessed July 31, 2020.
[87] Hiromi Ishizawa, "Civic Participation through Volunteerism among Youth across Immigrant Generations." *Sociological Perspectives*, vol. 58, no. 2, 2015, pp. 264–285. JSTOR, www.jstor.org/stable/44014704; and, Kim Ebert and Dina G. Okamoto, "Social Citizenship, Integration and Collective Action: Immigrant Civic Engagement in the United States." *Social Forces*, vol. 91, no. 4, 2013, pp. 1267–1292. JSTOR, www.jstor.org/stable/43287500 last accessed August 2, 2020.

Dallas's Performance

Dallas's Scores: 2018 to 2019

Comparing the scores between 2018 and 2019, Dallas made considerable gains in the ranks primarily thanks to their increased policy score. Dallas also improved in the overall ranking of 100 cities from #87 in 2018 to #53 in 2019. As demonstrated in Table 2-1, Dallas saw improvement in three of the five policy scores, drastically improving the Policy Score from 2.80 in 2018 to 4 in 2019. Overall, the Policy Score helped increase Dallas Overall Score from 2.53 (2018) to 3 (2019).

Table 2-1. Dallas NAE Index 2018 vs. 2019

	Dallas, TX	
	2018	**2019**
Overall Score	**2.63**	**3**
Policy Score	**2.8**	**4**
Government Leadership	4	5
Economic Empowerment	3	3
Inclusivity	3	3
Community	3	5
Legal Support	1	4
Socioeconomic Score	**2.25**	**2**
Job Opportunities	3	3
Economic Prosperity	4	3
Livability	1	1
Civic Participation	1	1

Source: New American Economy Cities Index

Policy Score

Dallas' rise in the overall rank is attributed to the improvements in Policy score indicators, though there are still specific areas of improvement. Dallas demonstrates tremendous improvement in specific policy indicators of Government Leadership, Community and Legal Support, though remains at a 3 for Inclusivity and Economic Empowerment. Using metrics identified for each section, the next sections examine the specific policies that are most likely to determine Dallas' position in each indicator included in the Policy score.

Government Leadership

Government Leadership is a key indicator of a City's investment in immigrant integration. In 2019, Dallas earned a perfect score in Government Leadership, which is attributed to the following efforts: establishing the Office of Welcoming Communities and Immigrant Affairs; creating a Welcoming Plan Task Force made up of 85 community leaders representing a cross-section of organizations to provide recommendations to the Dallas City Council; developing a Welcoming Plan to guide successful integration of migrants and refugees in the City of Dallas; earning the Welcoming City Certification by Welcoming America; and developing a comprehensive database of resources available on the WCIA website.[88]

Economic Empowerment

The Economic Empowerment indicator measures specific policies and services that cities can provide for foreign-born residents to support themselves in the community. Dallas scores a 3 out of possible 5, indicating there are specific areas that can be improved. The 2018 Dallas Mayor's Task Force on Poverty attributed Dallas' increasing poverty rates to the high percentage of limited English proficiency. The 43 percent of Dallas residents that speak a language other than English are highly concentrated in the same areas as foreign-born residents. In addition to supporting ESL programs, there is a need to provide vocational and entrepreneurship programs taught in Spanish and other common foreign languages in Dallas. These efforts could help lead to greater economic empowerment for the immigrant community. [89]

Inclusivity

The Inclusivity indicator measures the presence of programs and policies that foster the greatest inclusion of foreign-born residents in community life through social services. Dallas scores a 3 out of 5, again suggesting there are areas to improvement. However, having the ability to view the Dallas City website in over 100 languages and introducing the idea of municipal identification cards have helped this score. Some limitations to inclusivity come from state-level preemption on city initiatives like municipal IDs and sanctuary city policies.

Community

The Community indicator measures policies that support the organization, representation and integration within a community. Dallas scores a 5 out of 5, demonstrating the commitment

[88]Dallas City Council Meeting Minutes, 2018. https://dallascityhall.com/government/Council%20Meeting%20Documents/hsn_3_welcoming-plan-taskforce-recommendations-immigration-update_combined_080618.pdf last accessed July 31, 2020.
[89] City of Dallas Memorandum, 2018. https://dallascityhall.com/government/Council percent20Meeting percent20Documents/hsn_2_mayor percentE2 percent80 percent99s-task-force-on-poverty-update_combined_050718.pdf last accessed July 31, 2020.

Dallas has made investing in community by celebrating Immigrant Heritage Month which takes place in June; and creating outdoor art installations celebrating immigrants and their contributions to Dallas and the nation; celebrating National Welcoming Week the month of September to bring together immigrants, refugees, and native-born residents to raise awareness of the benefits of welcoming everyone. Additionally, WCIA's leadership in partnering with the Dallas Public Library and several community organizations to lead a "My Dallas Citizenship" campaign and host free citizenship application workshops help to advance these community integration policies. Similarly, WCIA has partnered with the Dallas Public Library system to create Citizenship Corners which provide dedicated spaces where immigrants can find information about becoming a U.S. citizen.

Legal Support

The Legal Support indicator measures the relationship between local law enforcement and federal immigration enforcement, information available to undocumented immigrants, legal aid available to immigrants facing deportation and the use of foreign IDs as a form of identification. Dallas has made great strides improving its original score of a 1 to a 4. The greatest contributor to this improved score is the creation of the Dallas Civil Legal Immigration Services initiative, which received $100,000 from the City of Dallas and was matched by the Vera Institute. This program provides legal services for local residents facing deportation. Notably, Dallas has also declined to participate in the federal 287(g) program, in which state and local police officers can act as federal immigration agents, further supporting a high legal score.

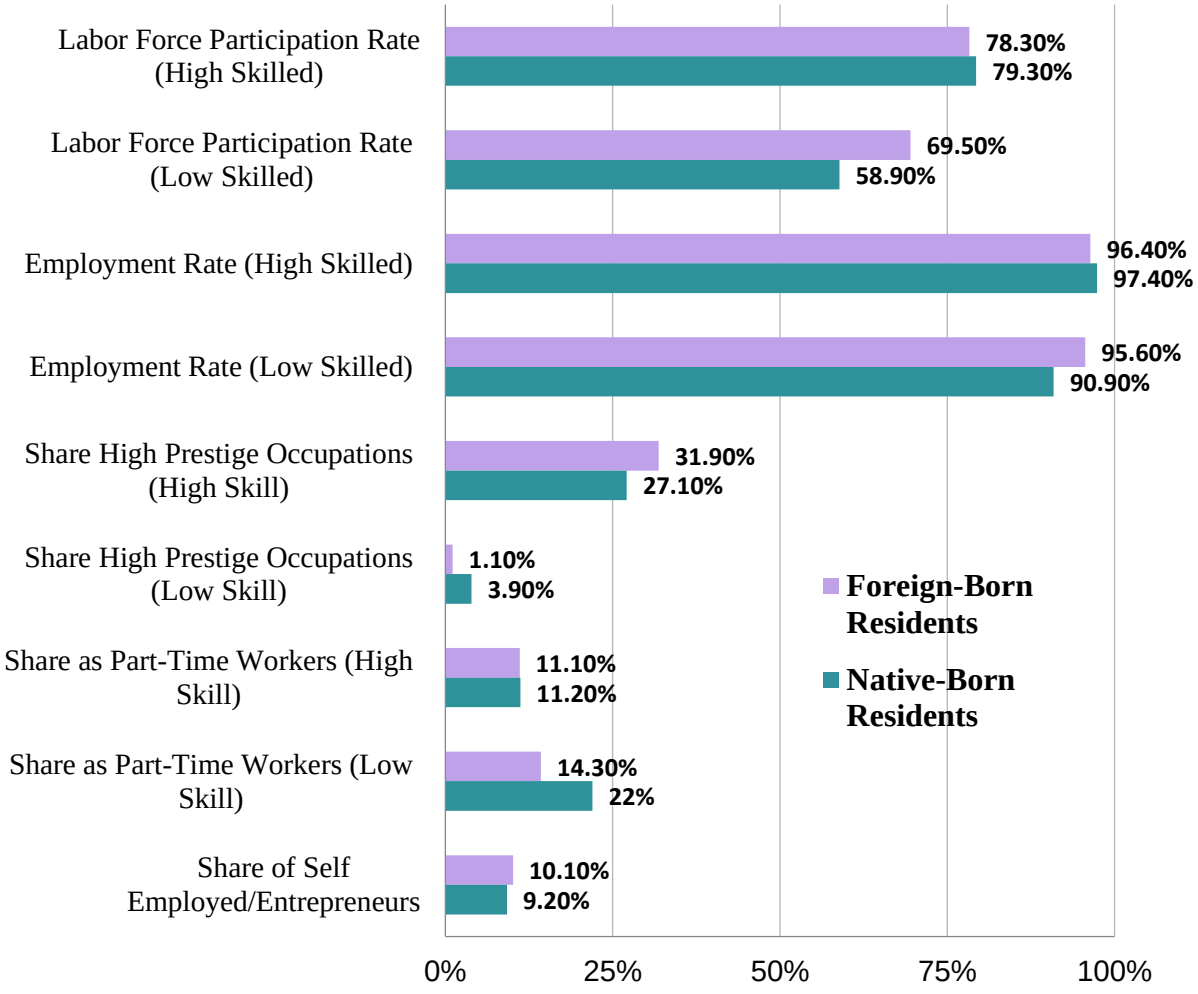
Socioeconomic Score

While the Policy Score made gains between 2018 to 2019 scores, the Socioeconomic Score lost ground from a 2.25 to 2, with a notable decline in Economic Prosperity and sustaining the lowest score for Livability and Civic Engagement. As the primary indicators for the effectiveness of integration, the composition of Dallas' Socioeconomic outcomes requires further exploration.

Job Opportunities

While the Job Opportunities indicator remained consistent from 2018 to 2019, the overall performance still leaves room for improvement. However, helping to sustain a 3 in this category is the fact that Dallas County foreign-born residents make up 32.1 percent of the working-age population, 32.2 percent of the employed labor force, and 31.2 percent of STEM workers, despite only making up 24.5 percent of the population. In addition, immigrants are overrepresented among the city's entrepreneurs making up one-third of this segment.

Figure 2-1. Job Opportunities Indicators: Dallas Foreign-Born and Dallas Native-Born Residents in 2019



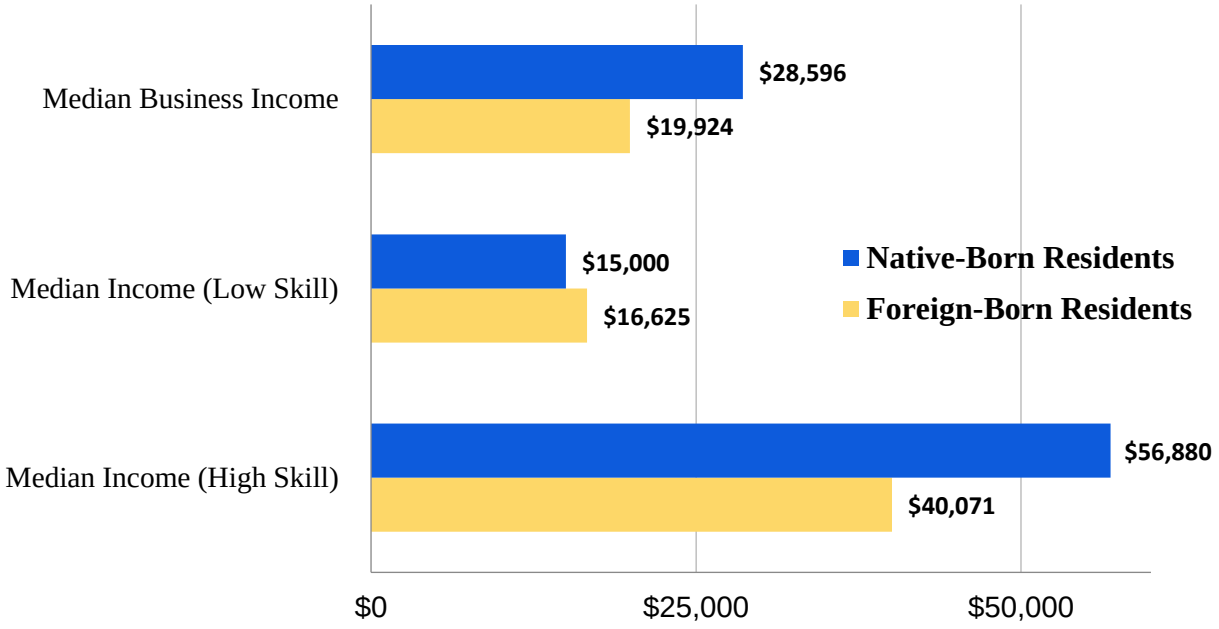
Source: New American Economy 2019 Cities Index

Economic Prosperity

The Economic Prosperity indicator, Dallas's strongest socioeconomic score in 2018, declined in the 2019 Index. The Center for Public Policy Priorities published a report that may offer insights on Dallas' economic prosperity. This report pointed out factors that threaten the economic prosperity of the Dallas area, especially those contributing to growing poverty and rising income inequality. Those factors include high levels of geographic segregation by race/ethnicity, income, educational attainment and wealth. This creates barriers for low- to moderate-income Dallas residents, which include many people of color who are disproportionately represented in this category and are potentially foreign-born residents. Furthermore, the study shows that median

incomes have fallen by 16 percent since 1999, and 63 percent of new jobs added over the last decade provide median wages below $50,000. This study does not segment the foreign-born population of Dallas, although Chapter 3 discusses the geographic distribution of the foreign-born population of Dallas, primarily located in southern Dallas and pockets of the city with higher levels of poverty.[90]

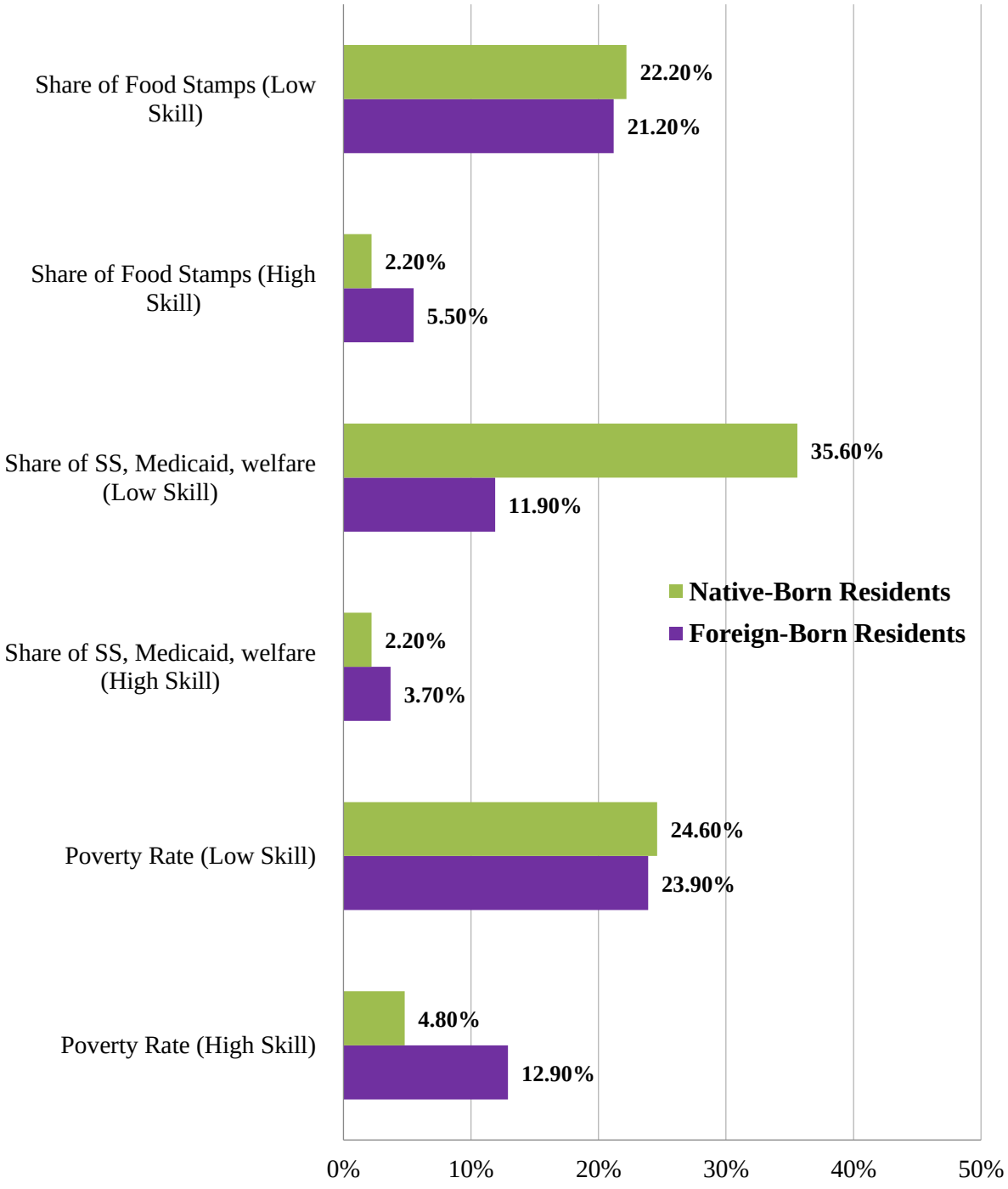
Figure 2-2. Economic Prosperity Indicators: Dallas Foreign-Born and Dallas Native-Born Residents in 2019



Source: New American Economy 2019 Cities Index

[90]Bill Hetchcock, "Report: Rising poverty, income inequality threaten Dallas County economy." *Dallas Business Journal*, 2018. https://www.bizjournals.com/dallas/news/2018/04/10/rising-poverty-income-equality-threaten-dallas.html last accessed July 31, 2020.

Figure 2-3. Economic Prosperity Indicators: Dallas Foreign-Born and Dallas Native-Born Residents in 2019

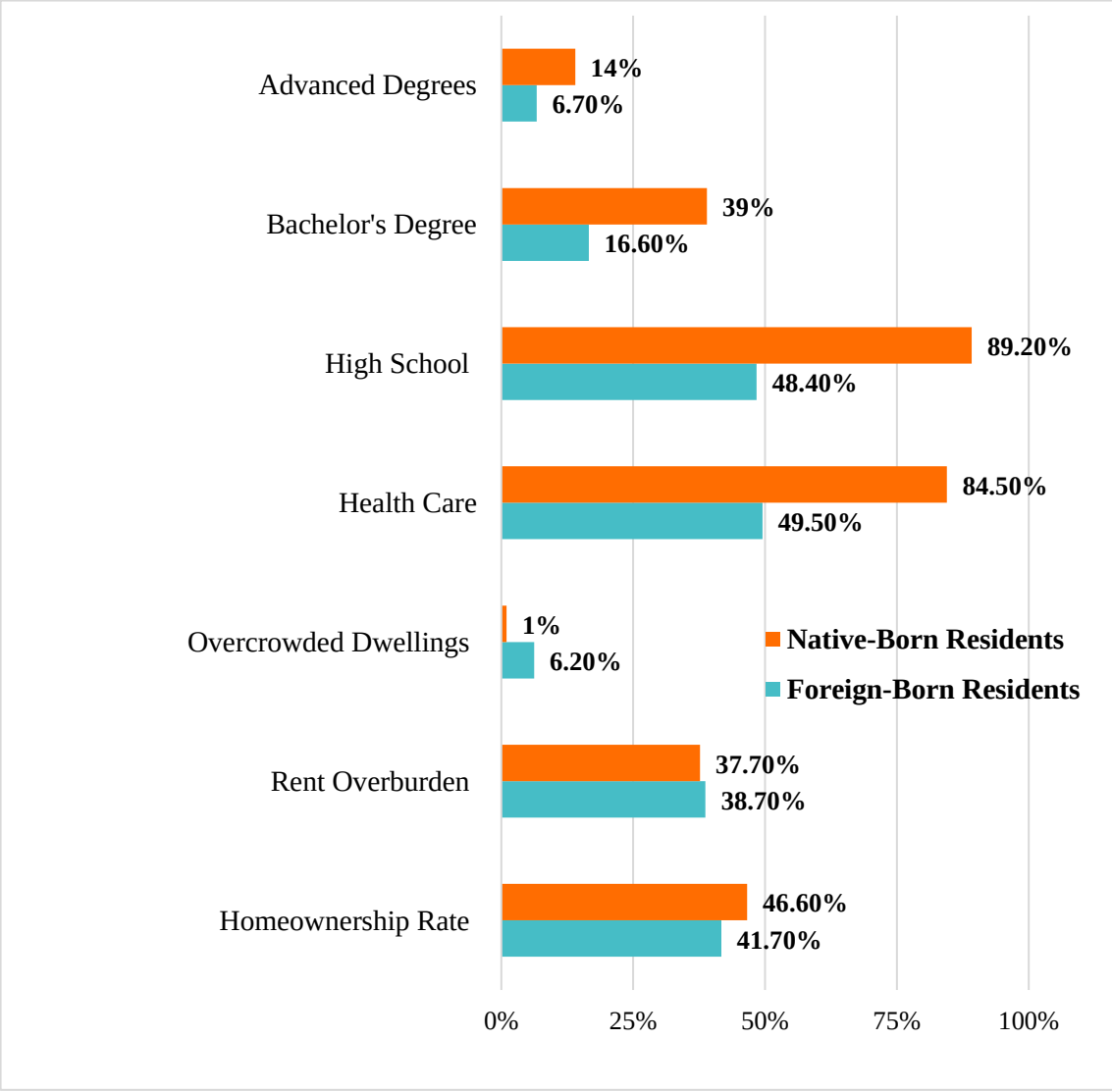


Source: New American Economy 2019 Cities Index

Livability

Dallas' poor Livability score raises concern about housing affordability, accessibility of public infrastructure, and rent burden among foreign-born residents. According to data from the Bureau of Labor Statistics, the wages in the Dallas area have increased by about 9 percent since 2011, while the cost of buying a home has skyrocketed, increasing 66 percent. In that same time frame, the cost of renting also rose by about 18 percent.[91]

Figure 2-4. Livability: Dallas Foreign-Born and Dallas Native-Born Residents in 2019



Source: New American Economy 2019 Cities Index

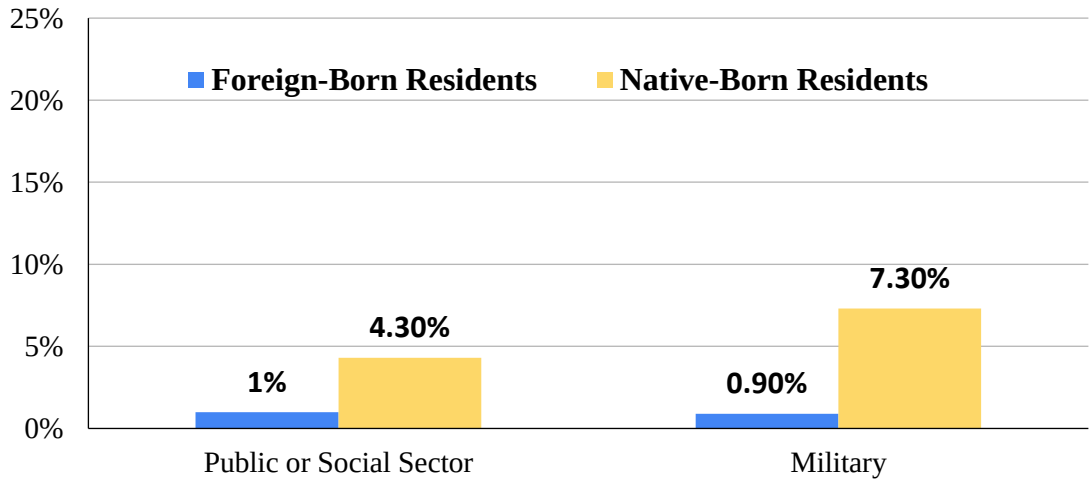
[91] Gordon Dickson, "Making a Decent Wage? It Still Might Not Be Enough to Buy a Home in Dallas-Fort Worth, *Fort Worth Star Telegram*, Feb. 19, 2018.

Additionally, research discussed more fully in Chapter 3 reveals that areas of Dallas with large foreign-born populations, like Oak Cliff and Vickery Meadow, often experience lower levels of education, with 21 percent and 27 percent of residents holding less than a 9th grade education respectively—a figure that is only 5 percent nationally. The high cost of living and seemingly low educational attainment for foreign-born residents in Dallas has contributed significantly to a low livability score.

Civic Participation

Dallas received the lowest score for participation in both 2018 and 2019, implying that many of Dallas' foreign-born residents are not actively participating in civic life. As discussed above, the three variables selected for Civic Participation do not fully capture the concept of civic participation. The naturalization rate is directly affected by the share of active duty or veterans because individuals can be eligible to apply for naturalization after or during service. The "Share as Public- or Social- Sector Workers" as depicted in figure 2-5 is a weak proxy for civic engagement. These measures are not stand-alone indicators that can distinguish separate areas of civic engagement.

Figure 2-5. Civic Participation Indicators: Dallas Foreign-Born and Dallas Native-Born Residents in 2019



Source: New American Economy 2019 Cities Index

Some underlying factors suppressing naturalization rates could include cost for naturalization and fear of losing citizenship status in native countries. For example, Mexico did not allow Mexicans living abroad to hold dual citizenship until 1998, which could have been an important factor for the over 60 percent of foreign-born residents in Dallas that originate from Mexico. The

second largest foreign-born group in Dallas comes from El Salvador, many of whom have Temporary Protected Status, which does not provide a pathway to lawful permanent residence. However, naturalization rates may soon be seeing an increase in applications given the current administration's proposal to almost double the cost of applying for citizenship, and the rush to do so before a potential price increase. According to 2019 NAE's Dallas profile, 65.7 percent of foreign-born residents are eligible to naturalize.

Identifying Peer Cities

The NAE Cities Index provides a powerful metric for cities throughout the country to examine cities' individual scores and provides benchmarks that local governance can utilize to improve their performance on a national scale. An important component of the index is the ability to compare scores with other cities throughout the nation, particularly in terms of overall ranking. Though the NAE Cities Index provides an interface to compare individual scores across cities, the specific variables that compose each score are not included in the analysis provided. While Dallas can compare trends from year to year, identifying peer cities, particularly peers with similar characteristics, is critical for local leaders to improve and identify successful policies, programs, strategies, and services on the local level. In order to provide accurate peer comparisons, we used three methods to identify peers with similar socioeconomic compositions to Dallas.

Methodologies are based on current research from Pareto and Mazziotta (2013) and Foa and Tanner (2012) with respect to indices and peer cities. Multiple analysis models are employed to provide additional confidence in the accuracy of each model. The three models used are Principal Component Analysis, Cluster Analysis, and Similarity Index. Peer cities are identified based on similar socioeconomic characteristics in all three analysis models.

Data Sources

We used American Community Survey (ACS) Five-Year Estimates to perform the principal component analysis (PCA) and cluster analysis of the NAE Cities Index. We cleaned data in order to condense the dataset, eliminate non-significant explanatory variables, and remove missing information from the dataset. For example, Las Vegas was split into North and South Vegas and was missing information for many of the variables. Therefore, while Las Vegas is represented in the NAE Cities Index, it is not represented in any of the statistical models outlined below. For similar reasons three other cities included in the NAE Cities Index are also not

included in our dataset. A complete list of variables used for PCA and cluster analysis can be found in the appendix[92].

Much like the PCA and cluster analysis, the similarity index uses 2014-2018 ACS Five-Year Estimates for each city included in the NAE Cities Index. Specific variables used in the similarity index include: total population, total foreign-born population, percentage of foreign-born population, share of people with health insurance, share of people with a high school diploma, share of people with bachelor's degrees, share of people with advanced degrees, naturalized citizen population, and foreign-born arrival in the United States.

Strengths and Weaknesses

While the 2014-2018 ACS Five-Year Estimates provide a baseline for comparison in determining Dallas' peer cities, the data is limited to the complete population. Comparatively, the NAE Cities Index is disaggregated by foreign-born and native-born. However, the dataset is used to discover cities that are peers in terms of key socioeconomic factors of the entire population, accounts for a percentage of foreign-born residents, and still offers valuable insights regarding peer cities and variable significance. It is also important to note that foreign-born populations can be underrepresented in Census data, including the American Community Survey.[93]

Methods

In all three methods, the common goal is to determine peer cities for Dallas. Methodology for each of these methods varies, including the principal component analysis, cluster analysis and similarity index. As noted by Foa and Tanner (2012), principal component analysis is rarely used in indices due to its complicated methodology. However, these methods provide critical and interrelated analytical dimensions to identify peer cities for the City of Dallas.

Principal Component Analysis (PCA)

Principal component analysis allows for a clear visual representation of potential Dallas peers. It is important to note, however, that while visually appealing, the mechanics of PCA that allow for this result in a reduction in interpretability. The subsequent section briefly explains this tradeoff, while a complete, detailed PCA methodology is provided in the appendix.[94]

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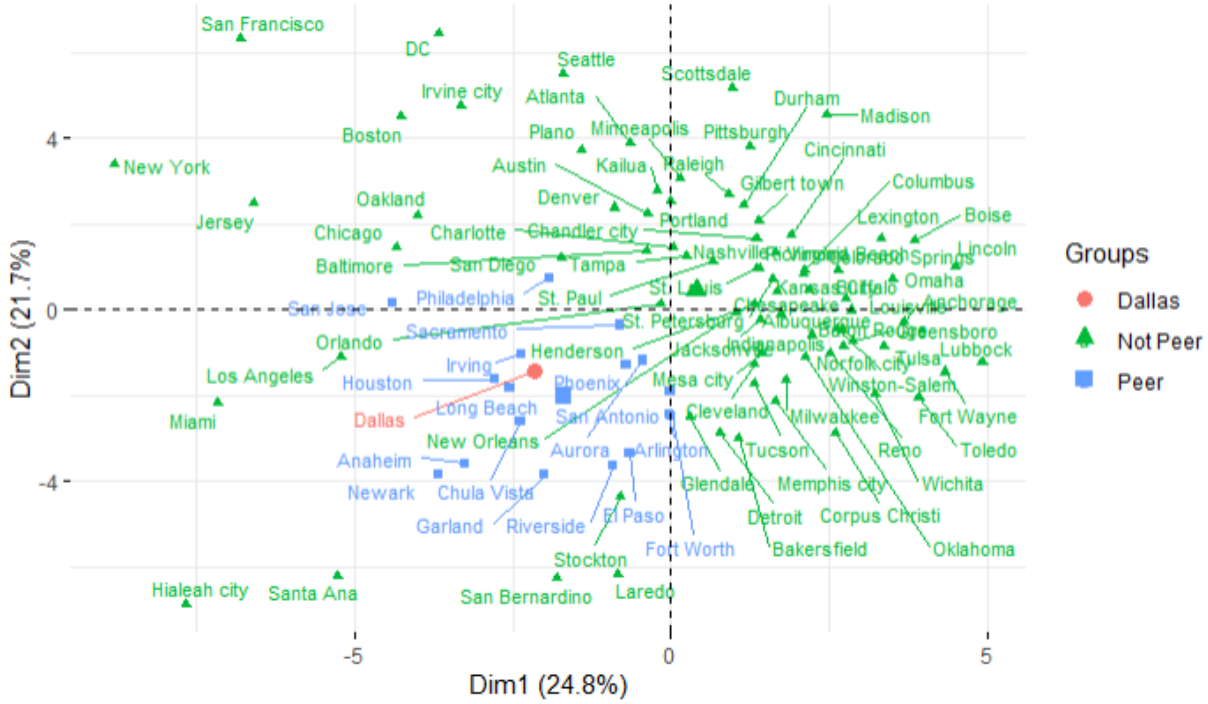
[92] Appendices can be found at https://hdl.handle.net/2152/82248 last accessed August 4, 2020.
[93] J. Van Hook and J. D. Bachmeier, "How Well Does the American Community Survey Count Naturalized Citizens?" *Demographic Research*, 2013. Retrieved from: https://www.ncbi.nlm.nih.gov/pmc/articles/PMC3783022/ last accessed July 31, 2020.
[94] Appendices can be found at https://hdl.handle.net/2152/82248 last accessed August 4, 2020.

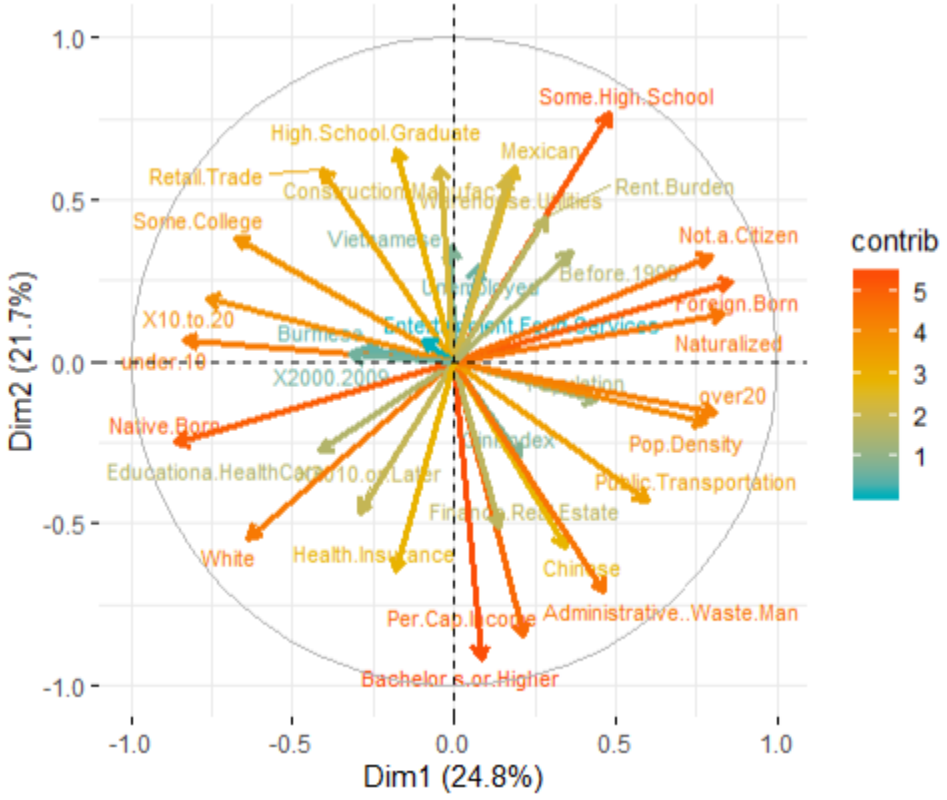
PCA is used to capture the most important variables within a data set and use those variables to form homogenous groupings of the observations. The thirty socioeconomic variables are weighted in order to capture the most variance within the dataset. The combination of these weights represents the X and Y axis of the cluster plot shown below in Figure 2-6. The cities in blue represent Dallas' peer cities.

Figure 2-6. Principal Component Analysis: City Groupings



The graphs found in this report display not only potential peer cities for Dallas, but also a representation of the socioeconomic factors that are most significant descriptors within the NAE index, illustrated in Figure 2-7. Variables denoted by a darker colored arrow represent a potential policy lever for the WCIA office as they account for a large amount of variation within the NAE cities. Conversely, a variable with a lighter color represents a socioeconomic factor that is not causing variation within the NAE Cities Index.

Figure 2-7. Socioeconomic Variables: Principal Component Analysis



The directionality of the arrows in Figure 2-7 indicate that the Dallas cluster has relatively high measures for the following variables: percent of employers in retail/trade, percent with highest educational attainment being some college, percent of employers in construction, percent of employed who report travel time to work of 10-20 minutes and Burmese population. However, as mentioned above, the strength of the variable needs to be considered. While the directionality of the Burmese arrow indicates that it is significant within the Dallas cluster, its cos2 score shows that it is not causing significant variation within the entire dataset.

Cluster Analysis

Similar to PCA, we used cluster analysis to form homogeneous groupings of the 100 cities within the NAE index. Under cluster analysis, observations are grouped into a specified number of groups or "clusters". Analysis of the variable averages can reveal what differentiates observations within one cluster from observations within another cluster.

Selection of the correct number of clusters is crucial to the reliability of any cluster analysis. A detailed explanation of the methods used can be found in the appendix[95], but in short, ten clusters

[95] Appendices can be found at https://hdl.handle.net/2152/82248 last accessed August 4, 2020.

allowed for a reasonable number of observations within each cluster and a distinct separation point between each cluster.

When combined with the findings from PCA, the methodology used to determine the number of clusters (k) indicates that some Dallas peers are more strongly related with Dallas than others. For example, Phoenix, Aurora, Irving, Garland, Fort Worth, Arlington, San Antonio and Houston are all peer cities using both PCA and Cluster Analysis. Moreover, as different numbers of clusters were examined, two cities were always a peer to Dallas. No matter the statistical decisions made during the modeling process, Houston and Irving are highly likely to have socioeconomic environments similar to Dallas. This insight makes a collaborative partnership with these two cities of likely benefit to the WCIA office.

Cities within Dallas' cluster include Glendale, Phoenix, Aurora, Arlington, Corpus Christi, Dallas, Fort Worth, Garland, Houston, Irving, and San Antonio.

These clusters can be used to determine the distinguishing elements of each cluster. This is accomplished by comparing the variable averages within a cluster to the same averages within the other clusters. The R output below is a portion of this comparison. The full output can be found in Appendix C.[96]

Table 2-2. Variable Averages by Cluster; Dallas in the second cluster

Cluster #	Population	Pop. Density	Per Capita Income	Gini Index	White
1	412045.0	2902.000	28687.30	0.484667	0.52300000
2	457853.4	3832.929	39551.21	0.474167	0.55375000
3	969808.6	4412.676	29540.18	0.462941	0.34529412
4	359838.0	3340.833	21718.50	0.46	0.19500000
5	1201846.4	10575.380	34734	0.522	0.33800000
6	605429.3	15838.367	51985	0.516667	0.32666667
7	340666.0	11931.267	21091.00	0.48	0.07666667
8	299829.2	2454.475	32361.25	0.495	0.48750000
9	448338.7	7161.300	18912.00	0.51	0.18333333
10	8443713.0	28110.600	37693.00	0.55	0.32

[96] Appendices can be found at https://hdl.handle.net/2152/82248 last accessed August 4, 2020.

This comparison shows that Dallas' cluster is the 2nd most educated, has the second highest average for the per capita income variable and the lowest average unemployment percentage of any cluster. Additionally, as it pertains to labor force makeup Dallas' cluster has the lowest percentage of employees in the warehouse industry, but the third highest employed in finance or real estate. This cross-cluster analysis also yields insights into the profile of Dallas' foreign-born population. The Dallas cluster has the 7th lowest average for the arriving before 1999 variable. This indicates that the cluster, relative to the other 9 clusters, has a higher percentage of foreign-born residents that arrived after 2000.

Similarity Index

The similarity index enables a direct comparison between characteristics of Dallas and all other cities included in the NAE index, revealing cities with the most similar characteristics. Cross referencing findings from both the PCA and the cluster analysis, the similarity index provides an additional analytical layer in determining peer cities and isolates specific variables affecting the NAE scores. The intention of this analysis is to find similarly situated cities based on variables provided by the NAE Cities Index, and to validate peer cities defined in the PCA and cluster analysis sections.

Comparisons based on individual variables from the NAE scoring methodology provide insight for the policy metrics that the NAE uses. The index score reflects how similar a city is to Dallas, based on how close the score is to zero, the closer to zero, the more similar to Dallas.[97] The tables reporting the findings include the top 10 cities with the lowest scores, indicating the most similar to Dallas. In the case that cities have the exact same similarity index score relative to Dallas, those cities are also included, resulting in more than 10 cities.

[97] The equation used for the Similarity Index is $(XDallas - Xi)^2 / XDallas$ where X signifies the individual variable that serves as a basis of comparison, such Percentage of Foriegn-Born Residents, etc.

Peer Cities Analysis

Identification of Peer Cities[98]

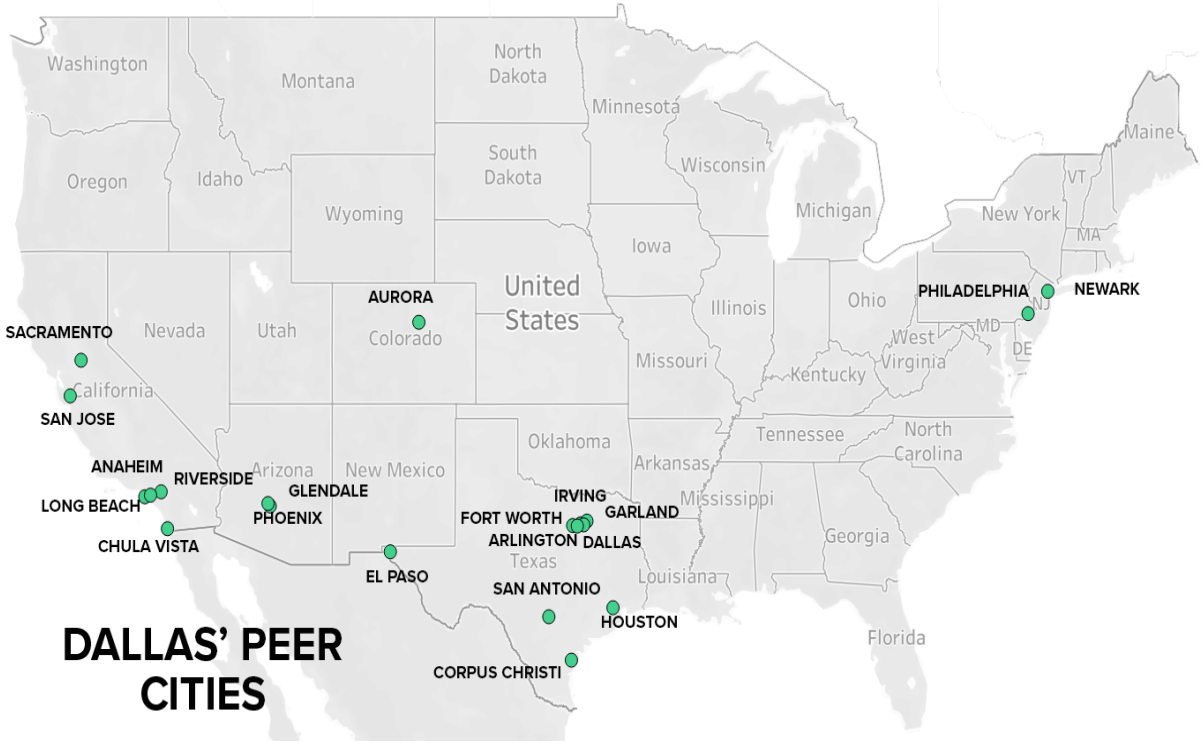
In total, there are 19 peer cities identified through our three methods of analysis. As a result, the following cities are included as peers in three degrees[99]. We see three states most frequently referenced: Texas peers, California peers, and Arizona peers. Additional geographic distinctions can be gleaned from these peers and additional insights from their degree.

Table 2-3. Peer Cities by Degree and State

Third Degree Peers*	***Second Degree Peers****	***First Degree Peers***
San Antonio (27)	*Chula Vista (2)*	*Corpus Chrisi (62)*
Houston (43)	*Anaheim (7*)*	*Glendale (97)*
Aurora (73)	*Newark (7*)*	
Fort Worth (85)	*San Jose (7*)*	
Irving (86)	*Philadelphia (12)*	
Phoenix (89)	*Riverside (20*)*	
	Sacramento (20)*	
	Long Beach (31)	
	El Paso (79)	
	Garland (89)	
	Arlington (96)	
Texas Peers	***California Peers***	***Arizona Peers***

[98] See online Appendix to reference the methods used to identify each peer city, and to what degree each peer is referenced, https://repositories.lib.utexas.edu/handle/2152/82248 last accessed August 2, 2020.
[99] Cities are listed in order from lowest to highest ranking, the rank is noted in parentheses after the name of each city and taken from the 2019 NAE Cities Index scoring.

Figure 2-8. Peer Cities by Geography



Commonalities and Distinctions within Peer Cities

Four DFW MSA peers: Fort Worth, Arlington, Irving, Garland

- Two of the four—Irving and Fort Worth—are third-degree peers
- Plano is in both the DFW MSA and the NAE index, but is not a Dallas peer city
- Dallas outperforms all DFW peers for Overall score and Policy score, but underperforms all DFW peers for Socioeconomic score
- None of the cities scored above a 3 for Economic Prosperity, Livability or Civic Participation

Eight peer cities are located in Texas

- Irving, Fort Worth, San Antonio and Houston are all third-degree peers
- Corpus Christi is a first-degree peer
- Austin, Laredo, Lubbock and Plano are Texas cities in the NAE, but are not Dallas peers
- No Texas peer scored above a three for civic participation or economic prosperity

Six peer cities are located in California.

- All are second-degree peers
- All have higher Overall and Socioeconomic scores, and all except Long Beach have higher Policy scores
- All have perfect scores for Inclusivity and all except Riverside have perfect scores for Economic Empowerment
- Dallas outperforms all six in Government Leadership

Two peer cities are located in Arizona.

- Phoenix is a third-degree peer
- Glendale is a first-degree peer and scores a one or two on all except two subcategories
- Compared to Dallas, both have lower overall scores, lower Policy scores and slightly higher or the same Socioeconomic scores
- Neither city scores higher than a three in any subcategory

Two East Coast Cities: Philadelphia and Newark

- Both are second-degree peers
- Both have higher Overall and Socioeconomic scores than Dallas
- Both have perfect scores of five for Job Opportunities

Two Border Towns: El Paso and Chula Vista

- Both are second-degree peers
- Chula Vista outscores El Paso in all sections and subcategories
- Chula Vista received perfect scores for Livability and Civic Participation

Aurora is the only city in Colorado

- Aurora is a third-degree peer
- Aurora outscores Dallas only in Civic Participation and Inclusivity
- Aurora is the only peer to have a lower Socioeconomic score than Dallas

Overall Rankings of Dallas Amongst Peer Cities

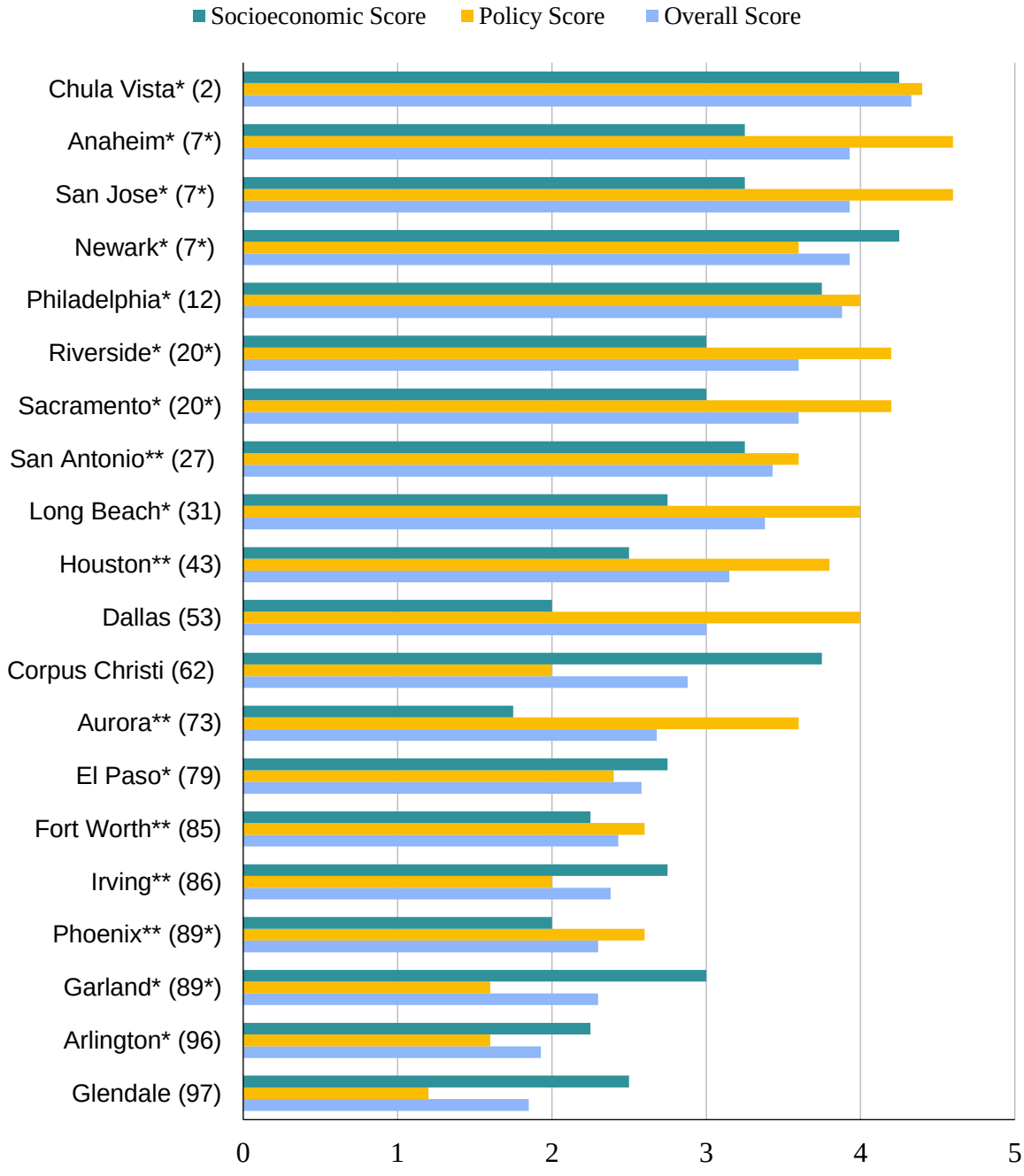
This report identified Dallas' peer cities with the hope that Dallas can utilize peers as benchmarks to improve index scores, learn from successful programs and policies in similar cities, and establish communities of practice with these cities. This analysis provides Dallas context to where it ranks relative to these peers, what areas are successful, and what strengths other cities provide as models.

Building on available data assembled by the NAE, the next section compares Dallas to all peer cities based on the metrics used for the socioeconomic indicators. Texas peers are highlighted in each section to identify statewide trends. This section gives WCIA perspective on the city's leadership and successful strategies, as well as identifies areas where Dallas can improve.

Overall NAE Score

In terms of overall rankings, Dallas is near the middle both in the overall ranking, and when compared to 19 identified peer cities (Figure 2-9). Looking specifically at Dallas' Policy Score, Dallas outperformed all its Texas peer cities and is in the top third of all peer cities. Dallas has a lower Socioeconomic Score than its peer cities, with the exceptions of Phoenix, which also scored a two and Aurora, with the lowest score of 1.75.

Figure 2-9. Comparison of Overall, Policy and Socioeconomic Scores for 19 Peer Cities



Cities are listed in order from lowest to highest ranking, the rank is noted in parentheses after the name of each city. Cities with asterisks following the ranking indicate multiple cities that share the same score and rank.

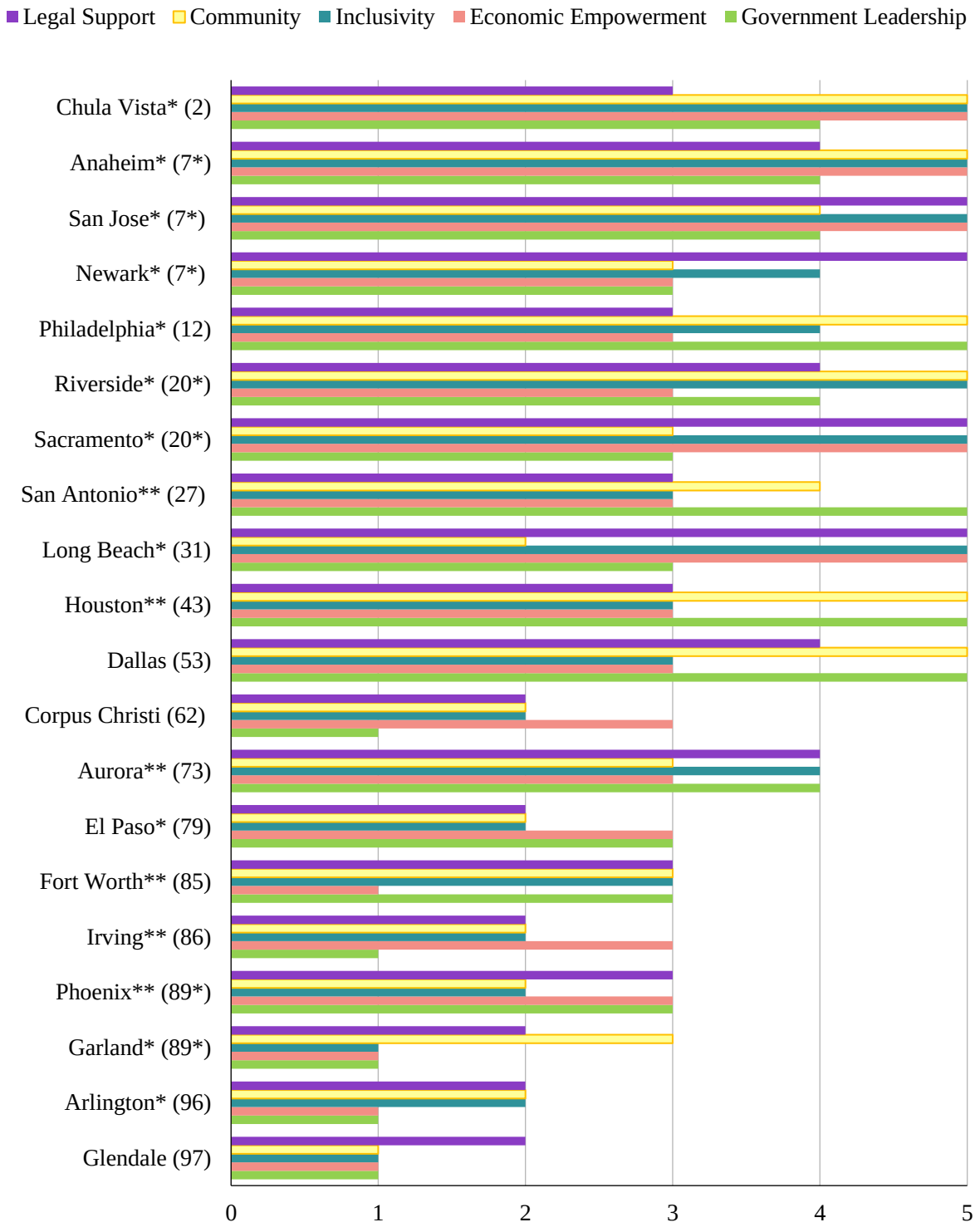
Policy Score

A closer look at Dallas' Policy Score indicators of Government Leadership, Economic Empowerment, Inclusivity, Community, and Legal Support demonstrates specific policy strengths with opportunities to develop.

- Dallas has the highest possible score for both Government Leadership and Community, which is only mirrored in Houston and Philadelphia.
- Again, with the highest cumulative Policy Score of Texas peers, Dallas has the highest Legal Support score in the state.
- Dallas' lowest indicators in the Policy Score are Inclusivity and Economic Empowerment. All the California peers have the top score for Inclusivity, and all but San Jose receive a top score for Economic Empowerment.
- Aurora, Philadelphia, and Newark also outrank Dallas in Inclusivity with a consistent score of 4 out of 5.

With these rankings in mind the key takeaway is that Dallas should be using its standing within the legal support category as a leverage point to initiate collaborative partnerships that they can then utilize to gain insights into how they can improve their Inclusivity and Economic Empowerment scores.

Figure 2-10. Comparison of the Policy Scores



Cities are listed in order from lowest to highest ranking, the rank is noted in parentheses after the name of each city. Cities with asterisks following the ranking indicate multiple cities that share the same score and rank.

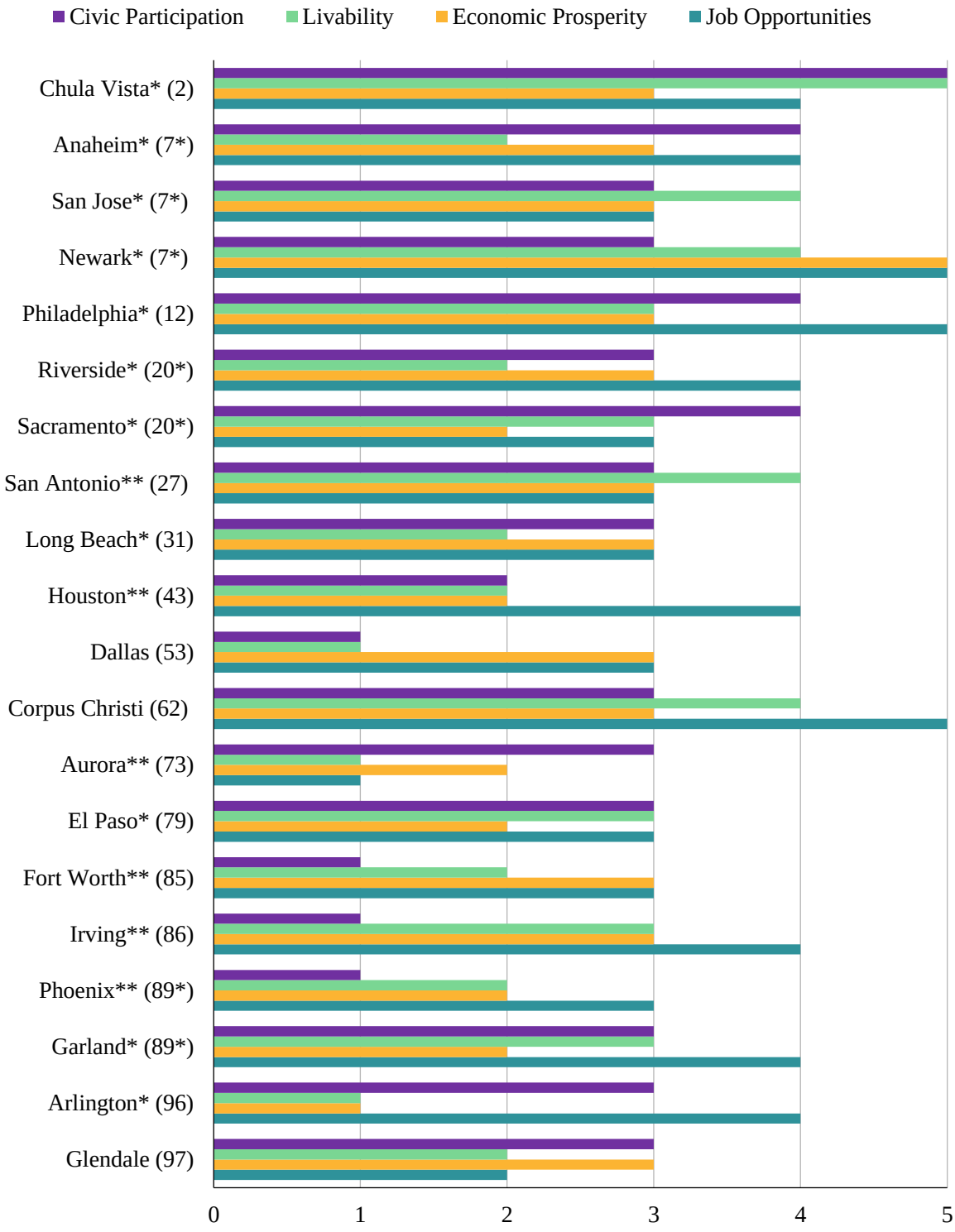
Socioeconomic Score

Comparatively, Dallas' Socioeconomic Score indicators of Job Opportunities, Economic Prosperity, Livability, and Civic Participation reveal areas where the city can focus efforts to improve.

- Dallas scores the lowest possible score in both Livability and Civic Participation, below the majority of its peers.
- Chula Vista, California scored a five in both Livability and Civic Participation.
- San Jose and Anaheim received fours in Livability and Civic Participation, respectively.
- Dallas outperformed Aurora and Arlington in Economic Prosperity. However, Aurora outperformed Dallas in Civic Participation and Irving outperformed Dallas in Livability.

With these comparative rankings in mind, the key takeaway is that many of Dallas' peer cities provide examples of best practices that relate to the Civic Participation and Livability subcategories. While Dallas does outperform some of its peers in the Economic Prosperity subcategory; it remains in the middle of the pack as well. Overall, relative to the policy category, the socioeconomic category is one where WCIA would benefit greatly from consulting with its peer cities.

Figure 2-11. Comparison of the Socioeconomic Scores



Cities are listed in order from lowest to highest ranking, the rank is noted in parentheses after the name of each city. Cities with asterisks following the ranking indicate multiple cities that share the same score and rank.

Comparison Across NAE Index Subcategories

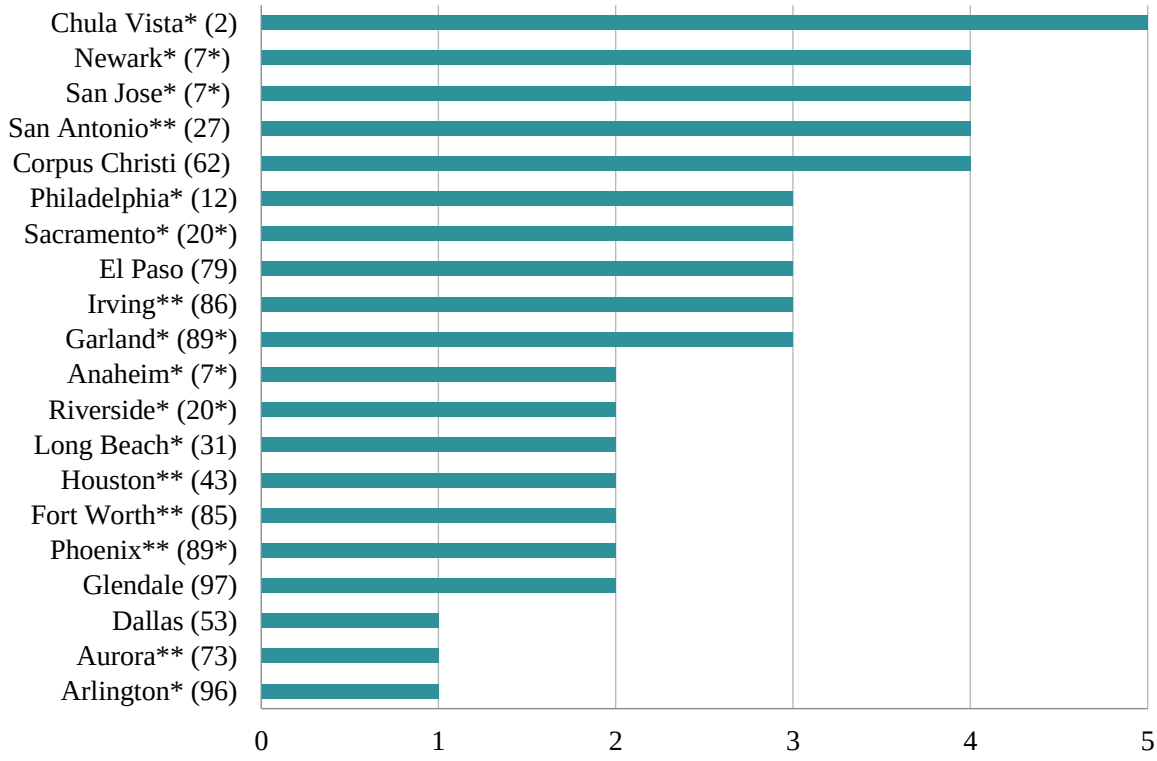
In this section, Dallas is compared to each of the peer cities based on each individual Socioeconomic Indicator: Livability, Civic Participation, Job Opportunities and Economic Prosperity. Using bar charts to demonstrate Dallas' position compared to peers, the peers with higher scores are identified. Based on those high scoring peers, specific policy and socioeconomic measures are discussed as they relate to Dallas and specific ways Dallas may be able to improve each respective score. Building on effective policies and practices in well-performing peer cities, this section provides recommendations both on action-based indicators for short term strategies for improving the Index score and citing policies that require more involved implementation over time, that may be considered perception-based indicators.

Peer Cities with High Livability Scores

According to the NAE Cities Index, the Livability indicator is determined through select characteristics including housing, healthcare, and educational attainment indicators. In detailed data provided by the New American Economy,[100] Dallas' low Livability score is linked to disparities between the foreign-born and native-born populations' overcrowded rate, share as health insurance holders and educational attainment. Dallas can look to peers, both inside and outside of Texas, for strategies to improve overall Livability for foreign-born residents.

[100] Tables of the city level socioeconomic data, provided by the New American Economy

Figure 2-12. Comparison Livability Scores



As shown in Figure 2-12, Dallas receives the lowest possible score in Livability, placing it in the lowest quartile of its peer cities, with Arlington and Aurora also receiving a 1 out of a possible 5, and with Arizona peers, Glendale and Phoenix scoring 2 respectively. Peer cities that score higher than Dallas in Livability include Glendale, Phoenix, Fort Worth, Houston, Long Beach, Riverside, Anaheim, Garland, Irving, El Paso, Sacramento, Philadelphia, Corpus Christi, San Antonio, San Jose, Newark, and Chula Vista. Texas peers are found in each quartile, with San Antonio and Corpus Christi receiving the highest score of Texas peers, both of which receive a 4 out of 5. Garland, Irving, and El Paso all receive a score of 3, and Fort Worth and Houston both receive a 2. California peers are dispersed through the second, third and top quartiles, with Chula Vista as the only perfect score amongst all peer cities.

Texas Peers

Texas peer cities provide key insights into the importance of education, health care, and housing policy. In terms of educational attainment, Texas peers span from 5.8 percent of foreign-born residents holding advanced degrees in Garland, to Irving where 14.4 percent of foreign-born residents outperform the native-born residents at 10.7 percent. In share of foreign-born residents holding a bachelor's degree, the distribution spans from the highest percentages in Irving (31.5

percent) to the overall lowest share in El Paso (15.8 percent). As for the share of foreign-born with high school diploma, Dallas has the overall lowest share 48.4 percent compared to the native-born population at 89.2 percent.

Texas peers tend to have a lower share of foreign-born residents with health care, generally less than 65 percent, as compared to other peer cities, particularly in California. In terms of share of overcrowded dwellings for foreign-born residents, Texas peers span from the lowest in San Antonio (2.4 percent), to Dallas at overall third highest at 6.2 percent following Anaheim (7.5 percent) and Long Beach (11 percent). Texas peers also have lower shares of foreign-born residents experiencing rent burden, while all of the peer cities in California and the East Coast have near 50 percent of the foreign-born population or higher suffering from rent burden. Rate of homeownership varies throughout peer cities, though overall, Texas peers have greater rates of foreign-born homeownership, particularly in El Paso, Garland, Fort Worth, and Corpus Christi. Both Corpus Christi and El Paso have higher rates of foreign-born homeownership than native-born homeownership.

San Antonio and Corpus Christi both have the highest scores in the state receiving 4 out of 5. According to the NAE data, San Antonio outperforms Dallas in terms of share of overcrowded dwellings, with a low percentage of foreign-born residents in overcrowded dwellings (2.7 percent) and native-born residents, compared to Dallas' high rate of overcrowded dwellings and disparity between foreign-born residents (6.2 percent) and native-born residents (1 percent). Again, looking at the NAE's city level data, Corpus Christi's homeownership rate is higher for foreign-born residents at 58 percent, compared to US-born at 56.3 percent. Furthermore, Corpus Christi's share of foreign-born residents with bachelor's and advanced degrees surpasses those of native-born residents.

National Peers

As mentioned in the Texas peers' section, trends with California peers that have greater shares of foreign-born residents with health care and overall higher percentage of rent overburden. Chula Vista, ranked number 2 in the overall Index, has the only perfect score, providing an aspirational point of comparison for Dallas. Examining the NAE dataset, Chula Vista's share of foreign-born residents with health care is estimated to be at 85.5 percent, compared to the US-born residents' 91.8 percent. San Jose performs well in Livability and has the highest health care coverage for all residents at 88.8 percent and 94.7 percent for foreign- and native-born residents respectively.

Policies, Partnerships, Programs

Successful Texas peers demonstrate foreign-born communities have greater access to higher educational opportunities, as in Irving, and affordable housing for renters and homeownership, as in the cases of San Antonio, Corpus Christi, and El Paso. Local leadership like Irving

Independent School District's 2018 resolution "to express support for immigrant students and parents" works to support the educational environment of foreign-born residents.[101] San Antonio's City Immigration Liaison[102] under the Office of the City Manager, similarly to WCIA, provides a resource platform for foreign-born residents and highlights partnerships that provide resources in the community, including affordable housing opportunities. While Corpus Christi does not have an official initiative spearheaded by the local government, both Catholic Charities and RAICES have a strong presence and history within the community.

As shown through distinctions in peer cities, both state and local governance can significantly shape the healthcare delivery systems in a local community. Looking at national trends of healthcare for immigrant children and pregnant women from the National Immigration Law Center[103] demonstrates that California covers children and youth up to age 26, regardless of immigration status. However, Texas also provides prenatal care regardless of immigration status through the CHIP Perinatal program, a federally funded program. Furthermore, Chula Vista's success in providing healthcare to foreign-born residents can be explored through the City's health care resources, committed to providing care regardless of immigration status.[104]

How to Improve

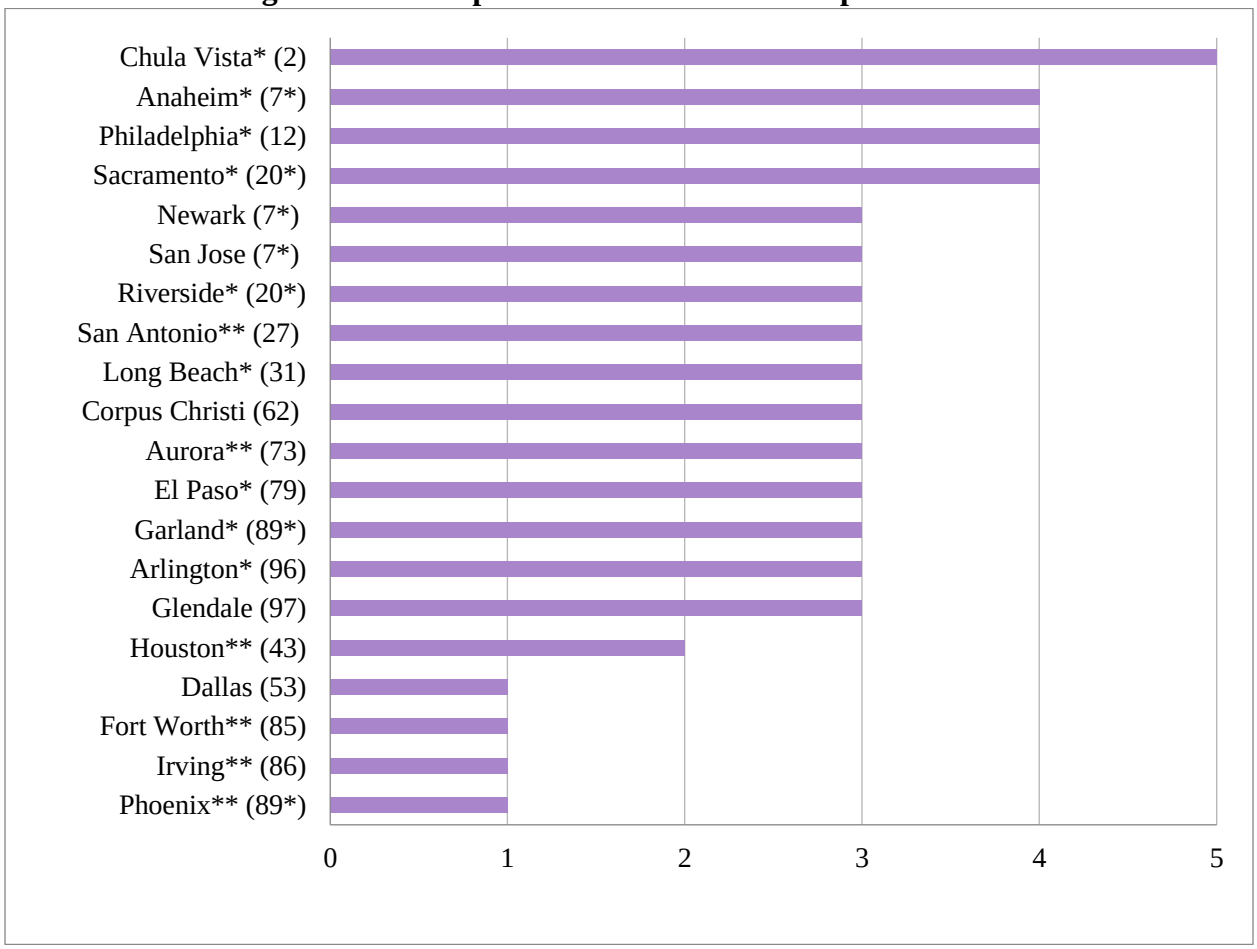
Livability is inherently tied to larger policy conversations in housing, healthcare, and education at the state and local level. Metrics used by the NAE pose challenges to address inequalities in Dallas' housing market, to seek more affordable housing for immigrants, healthcare systems and who they serve, and overall educational achievement for foreign-born residents. Addressing Dallas's disparities between foreign-born and native-born residents in overcrowded rates, health care accessibility, and educational attainment are critical components in improving the NAE Livability Score. However, providing assistance for foreign-born residents can be accomplished through partnerships with local nonprofits and coalitions in addition to policy shifts, particularly with education and health care. Livability metrics are inherently linked with Dallas' ability to provide a community that has the resources for foreign-born residents to thrive.

[101] R. Hawkins, "Irving ISD resolution offers support for immigrant students and parents." *North Dallas Gazette*, 2018. https://northdallasgazette.com/2018/06/28/irving-isd-resolution-offers-support-for-immigrant-students-and-parents/ last accessed July 31, 2020.
[102] City of San Antonio: Human Services. 2020. https://www.sanantonio.gov/humanservices/ImmigrationServices last accessed July 31, 2020.
[103] National Immigration Law Center. 2020. https://www.nilc.org/issues/health-care/healthcoveragemaps/ last accessed July 31, 2020.
[104] City of Chula Vista. *Chula Vista Health Care Resources*, 2020. https://www.chulavistaca.gov/departments/development-services/housing/health-care-resources last accessed July 31, 2020.

Peer Cities with High Civic Engagement Scores

As previously discussed, Civic Participation encompasses many aspects of public and civic life that are not included in the New American Economy Cities Index. For the purpose of the NAE indicator, Civic Participation is defined with three metrics: naturalization rate, share of public- and social-sector workers, and share of US military service or veteran status. Dallas scores a 1 out of 5 in the Civic Participation indicator and can look to peer cities throughout its peers to improve.

Figure 2-13. Comparison of the Civic Participation Scores



As demonstrated in Figure 2-13, Dallas falls in the bottom quartile, with the lowest possible score along with Fort Worth, Irving, and Phoenix. Houston receives a 2 out of possible 5. All other Texas peers receive the median score of 3, including Arlington, Garland, Corpus Christi, and San Antonio. Peer cities that received a 4 include Sacramento, Philadelphia, and Anaheim. Again, Chula Vista has the highest possible score of a 5. Overall, peer cities that score higher than Dallas in Civic Engagement include Glendale, Houston, Arlington, Garland, El Paso, Aurora, Corpus Christi, Long Beach, San Antonio, Riverside, San Jose, Newark, Sacramento,

Philadelphia, Anaheim, and Chula Vista. The top quartile includes three peer cities in California, and Philadelphia, though over half of the peers score a median score of 3.

Texas Peers

In terms of Texas peers, there is no distinct trend apparent through the indicator score for extremely well-performing Texas peers, however looking at the individual metrics there are a few notable trends to distinguish Texas peers that scored above Dallas. Excluding Dallas, Irving and Corpus Christi, Texas peers' naturalization rates all exceed 70 percent, and three Texas peers have naturalization rates over 80 percent including Arlington (81.60 percent), El Paso (80.6 percent), and Garland (80.2 percent). As we would expect, naturalization rate is a critical component of improving Civic Participation. Another important factor evident at the state level is the share of military service and veterans, which are best represented in San Antonio and El Paso at 3.8 percent given the location of military bases in these cities. Finally, the share of public- and social-sector workers trends lower for Texas peers Irving, Garland, Fort Worth, Houston and Dallas, all less than 1.8 percent of foreign-born representation in the sector. Meanwhile, El Paso, Corpus Christi, and San Antonio all have a share at or greater than 2.9 percent.

National Peers

Nationally, well-performing peer cities include three peer cities in California and Philadelphia. While Chula Vista has the only perfect score, Philadelphia has the highest naturalization rate at 83.7 percent, with just over 196,000 foreign-born residents. In addition to Philadelphia, six of the peer cities have naturalization rates over 80 percent, including Garland, Sacramento, Newark, El Paso, San Jose, and Arlington. Similar to San Antonio and El Paso, Chula Vista's proximity to the Naval Base San Diego Port is a considerable factor for the Civic Participation score. Chula Vista's high share of foreign-born participation rates in the US military service or veterans' status is at 7 percent, over 3 percent greater than all peer cities. With respect to the public- and social sector workers, Sacramento has greater representation of foreign-born residents than other peer cities, at 8.2 percent versus 15.5 percent native-born residents. While Anaheim is also included in the top-performing peers, there is no distinguishable data to suggest why. Although Anaheim's Mayor is a naturalized citizen, which may factor into overall civic representation participation.

Policies, Partnerships, Programs

Peer cities that outperform Dallas in Civic Participation tend to have higher naturalization rates, participation in public- and social-sectors, and greater representation of foreign-born residents in the military service due to the location of military bases. Short of opening a military base, there are other methods that seed stronger civic life for foreign-born communities. Successful peer

cities have also invested in programs to support foreign-born residents through the naturalization process, which Dallas launched through the 'My Dallas Citizenship' campaign. Philadelphia's Office of Immigrant Affairs (OIA)[105] provides detailed information and access to resources to support the naturalization process and accessing public resources like municipal IDs and language access cards. Sacramento's mayor has also offered vocal support for Deferred Action for Childhood Arrivals to accessing civic resources and advocating for policies for broader access to public services. As mentioned previously, representation of foreign-born residents in local government, and public office, as in the case of Anaheim, also supports broader foreign-born residents' participation in civic life.

How to Improve

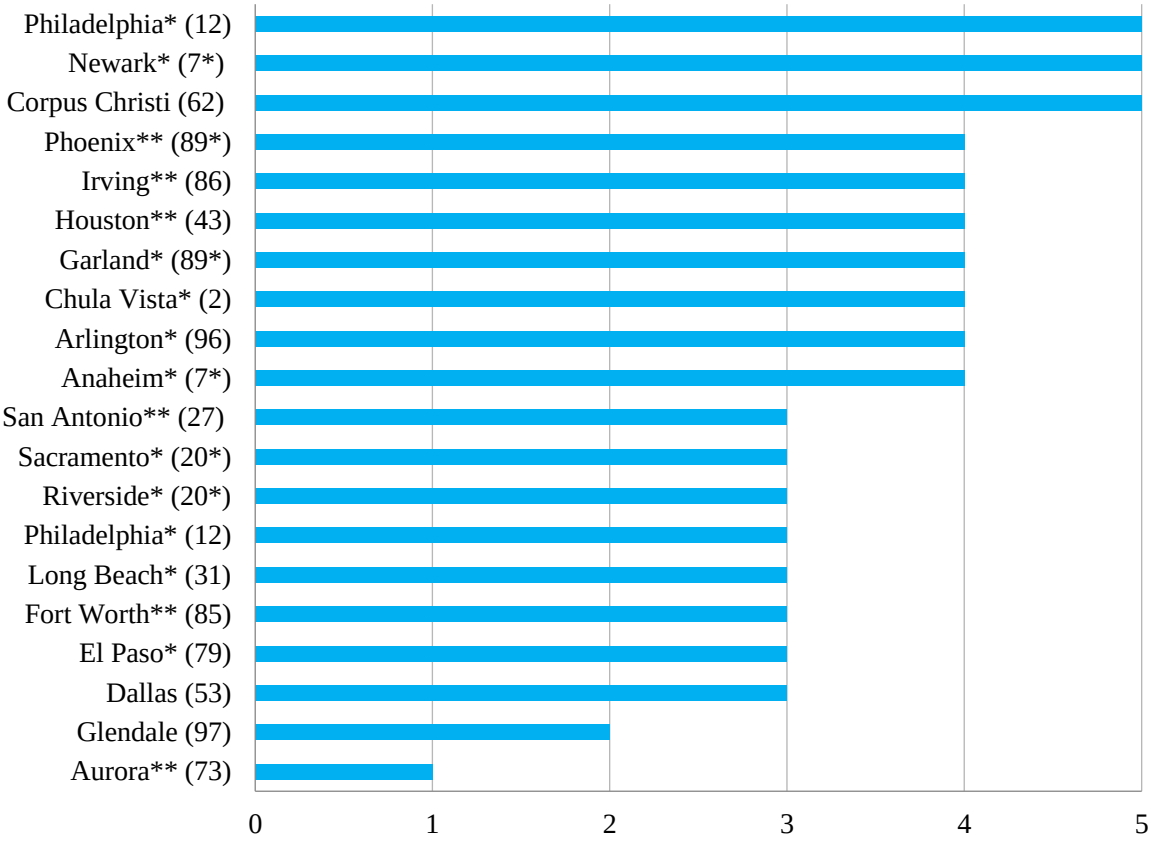
While the NAE Cities Index does not include holistic metrics of Civic Participation, Dallas can utilize these three metrics as a starting point for a broader discussion of ways to improve civic engagement in foreign-born communities. With respect to improving naturalization rate, the City of Dallas and the WCIA office can continue to support and expand community partnerships and programs that facilitate naturalization, including ongoing efforts with the Dallas Public Library such as Citizenship Corners. As for increasing representation in the military, the closest military base is for the National Guard, and there could be potential expansions of Junior ROTC programs to provide more pathways for citizenship. Finally, in terms of foreign-born public- and social-sector representation emphasizes the degree to which Dallas must prioritize representation of foreign-born residents in local government and broader inclusion, as discussed in the exploration of civic engagement.

Peer Cities with Job Opportunities Scores

While the Job Opportunities score provides an overview of the job opportunities in each city by tracking labor force participation and employment rate as well as the nature of work opportunities, including share of high prestige occupations, share as part-timer workers, and entrepreneurs in a community. Dallas scores a 3 out of 5, indicating there are opportunities to improve the City's overall score, and provide more job opportunities for foreign-born residents.

[105] City of Philadelphia Office of Immigrant Affairs. 2020. https://www.phila.gov/departments/office-of-immigrant-affairs/resources/ last accessed July 31, 2020.

Figure 2-14. Comparison of Job Opportunities Scores



As shown in Figure 2-14, Dallas falls in the second lowest quartile with a score of 3 out of 5, which is consistent from 2018 to 2019 Index. Dallas' strengths in this area include comparable employment rates for high-skill foreign-born and native-born residents (96.4 percent v. 97.4 percent). Dallas has the lowest percentage of foreign-born workers as part time workers, (14.3 percent v. 22 percent), while Corpus Christi has virtually equal scores across the population regardless of citizenship (22.1 percent v. 22.3 percent) and El Paso has the most with (25.6 percent v. 25.1 percent). Peer cities that score higher than Dallas in Job Opportunities include Arlington, Garland, Irving, Houston, Riverside, Anaheim, Chula Vista, Corpus Christi, Philadelphia, and Newark.

Texas Peers

All Texas peers score a 3 or above in the Job Opportunities, and five of the Texas peers outperform Dallas including Arlington, Garland, Irving, and Houston, all receiving a 4, and

Corpus Christi, which earns the highest score of 5. Foreign-born residents' employment rates for high skill labor exceeds 95 percent in all Texas peers, and exceeds 94 percent in low skill labor employment rates. Dallas and Fort Worth both have the lowest shares of high prestige occupations in low skilled labor, at 1 percent and 1.1 percent respectively, as compared to Corpus Christi, which has the highest share overall at 3.3 percent. This suggests there are limited jobs available in the DFW area that are available to low skilled workers that are high prestige occupations. A stand out successful Texas peer is Corpus Christi which has a higher employment rate for foreign-born versus native-born residents both in high and low skilled labor (97.6 percent v. 98 percent and 97 percent v. 92.6 percent), and has the largest share of Entrepreneurs of all of the peers, which outpaces native-born residents (16 percent v. 8.3 percent), compared to Dallas which has Entrepreneurship rate of 10.1 percent v. 9.2 percent for foreign and native-born respectively.

National Peers

Larger trends in Job Opportunities for well-performing cities in this indicator typically have higher shares of foreign-born residents participating in high prestige occupations, particularly in high skill labor. Corpus Christi demonstrates considerable strength in this area, with foreign-born residents' share of high prestige jobs at 48.7 percent versus native-born residents at 27.8 percent. In addition to Corpus Christi, both East Coast peers receive a perfect score and provide comparable share of foreign-born residents participating in the high prestige jobs, Philadelphia at 36.3 percent versus native-born share at 29.1 percent. Meanwhile, Newark boasts the highest percentage of foreign-born residents' labor force participation rate, outperforming native-born 81.7 percent to 80.4 percent. Houston also has high rates of high-skill labor participation in its share of high prestige jobs. Furthermore, all peer cities have higher labor force participation rates for low skilled labor for foreign-born workers compared to native-born workers, which builds on the New American Economy's platform for immigrant integration based on their integral role within the US workforce.

Policies, Partnerships, Programs

The methods employed by peer cities that perform better than Dallas in the Job Opportunities indicator include coordinated efforts throughout local governments' immigrant affairs offices, nonprofit organizations, and economic development plans. Prime examples include a program in Philadelphia, Welcoming Center for New Pennsylvanians.[106] Their Services and Entrepreneurship program, which has been lauded by the NAE, provides services for foreign-born residents to start their own businesses through their business training program, business

[106] Welcoming Center for New Pennsylvanians. 2020. https://welcomingcenter.org/entrepreneurship/ last accessed July 31, 2020.

technical assistance, small business workshops, and global craft market. A similar job training program exists in Sacramento and is funded through the Community Services Block Grant Program. This public program specifically supports Refugee Program,[107] through vocational ESL classes, Employment Services, and Social Adjustment and Cultural Orientation services training for elders. Finally, Corpus Christi and Aurora, along with many other peer cities integrate the role of immigrants in the local economy into their economic development strategies plans, both through the Office of International and Immigrant Affairs[108] in Aurora, and through partnerships between the United Corpus Christi Chamber of Commerce in partnership with Texas A&M University-Corpus Christi.[109]

How to Improve

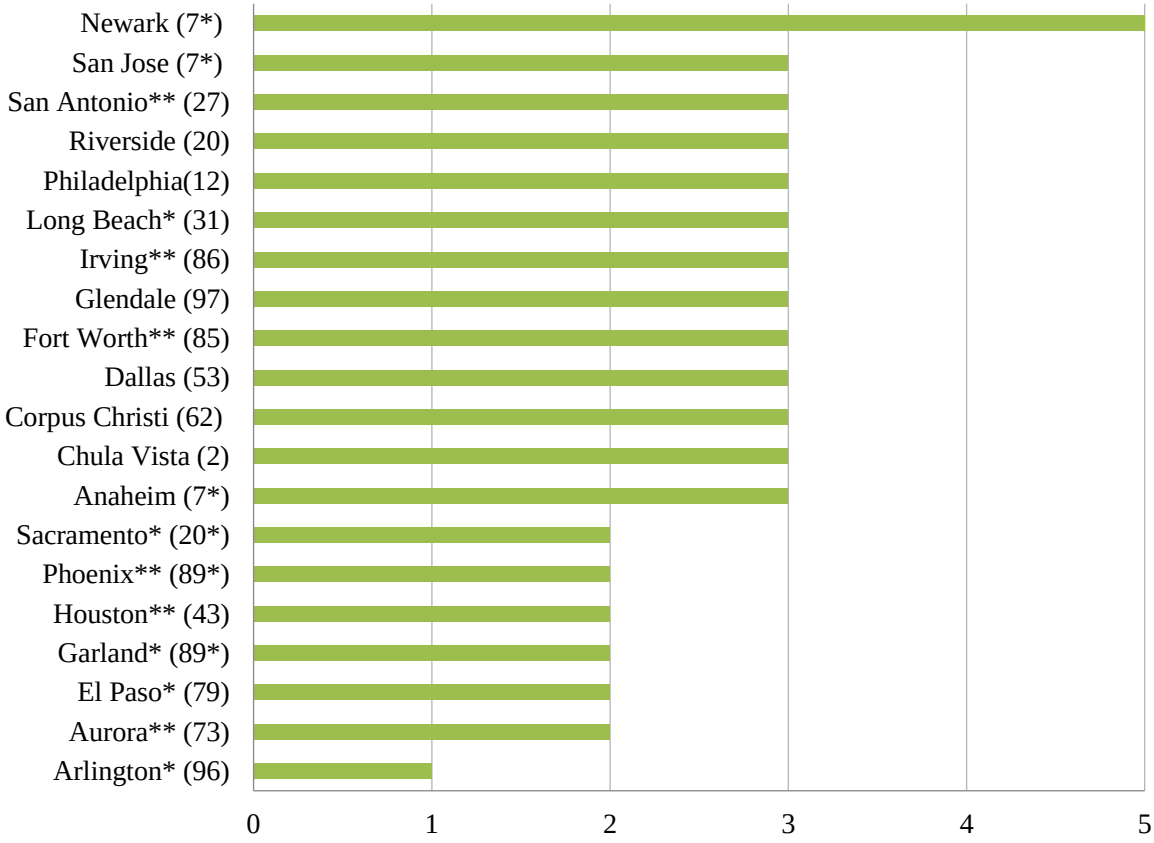
Overall, the NAE scores suggest that Dallas' already strong labor force participation can be bolstered through opportunities that allow foreign-born residents to access high skill jobs, which is predicated on quality education, access to higher education and trade schools. Economic development plans should specifically include the foreign born, and innovative partnerships to support entrepreneurship. In order to expand access to high prestige jobs, there must be more pathways to higher education opportunities for foreign-born residents. Furthermore, examining the success of Philadelphia and Sacramento's entrepreneurship and job training programs can be used as helpful frameworks to support Dallas' foreign-born population, particularly in tough economic times. Additional financial assistance for small business loans will be fundamental to supporting more vulnerable foreign-born communities in the wake of COVID-19.

Peer Cities with High Economic Prosperity Scores

The Economic Prosperity indicator focuses on the overall financial health and wellness of residents. Metrics used by the NAE Cities Index includes median income, business income, poverty rate, and share of entitlements including Social Security, Medicaid, welfare, and Food Stamps. All categories are subdivided further by high and low skill workers, with the exception of median business income. The only peer city with a score higher than Dallas in Economic Prosperity is Newark, NJ. Dallas has the median and mode score of 3 out of 5.

[107] "Community Programs and Resources" (Sacramento Employment and Training Agency, 2020). https://www.seta.net/community-programs-resources/ last accessed July 31, 2020.
[108] "Internationality as a Driving Force for Economic Development" (City of Aurora, 2020.) https://www.auroragov.org/cms/One.aspx?portalId=1881221&pageId=5596137 last accessed July 31, 2020.
[109] "Immigration economic grant awarded to Corpus Christi" Corpus Christi Business News. 2017. https://www.ccbiznews.com/immigration-economic-grant-awarded-corpus-christi-chamber last accessed July 31, 2020.

Figure 2-15. Comparison of the Economic Prosperity Scores



As shown in Figure 2-15, Dallas joins 12 out of 19 peers receiving a 3, all falling behind Newark's perfect score of 5 in Economic Prosperity. Key aspects of this score focus on median income, business income, poverty rate, and share of entitlements including Social Security, Medicaid, welfare, and Food Stamps. All categories are subdivided further by high and low skill workers, with the exception of median business income. Dallas earns a respectable score, though still with room to improve, particularly since in the 2018 Index, Dallas scored a 4 in this category.

Texas Peers

Looking at Texas peers, Arlington receives the lowest possible score, followed by Garland, El Paso, and Houston all earn 2 out of 5. Arlington's score is based on Arlington's nearly $20,000 disparity between foreign-born and native-born residents' high skill median income ($32,000 v. $51,771) and large disparity between high skill workers poverty rates (15.8 percent v. 4.1 percent) low skill poverty rates (23.5 percent v. 15.4 percent). Meanwhile, Texas peers that

receive the same score as Dallas include Irving, Fort Worth, Corpus Christi, and San Antonio. In terms of Share of Food Stamp Recipients for low skilled workers, Dallas has near equal distribution between foreign-born and native-born residents, (21.2 percent versus 22.2 percent).

National Peers

High scoring and ranking peer cities tend to have higher shares of foreign-born receiving Social Security, welfare, Medicaid in both high and low skill segments of the population and have similar share to US-born. Newark receives a perfect score, which seems to reflect the lower cost of living, as demonstrated by the Median Income for high skilled workers, which is at $28,000 and $38,621 for foreign- and native-born residents respectively. Concurrently, Newark's Median Income for low skilled workers shows a large disparity in favor of foreign-born residents, at $16,152 versus the US-born residents at $9,000. In terms of Median Business Income, Newark is the second lowest of all peers after El Paso. These results suggest that peers and cities that have a lower cost of living can be beneficial for foreign-born residents to establish themselves.

California peers benefit from additional state entitlement programs like the CalFresh Food Assistance Program and Cash Assistance Program[110] that does not exist within the state of Texas. Furthermore, San Jose's economic development strategy recognizes the importance of immigration in the workforce and is currently offering a partnership with the Silicon Valley Community Foundation[111] to provide grants for immigrants to safe and security. Additionally, San Jose's median incomes aligned for foreign-born and native-born workers in high-skill workers median income: $64,739 v. $67,222 and in low-skill workers median income: $16,835 v. $16,256. San Jose has the lowest poverty rate for low-skill foreign-born residents at 13.7 percent and native-born residents at 11.6 percent. Similar trends of parity between foreign-born and native-born residents exist throughout California peer cities low-skill labor force including Long Beach ($15,000 v. $15,513) and Anaheim ($15,531 v. $15,000). Garland ($18,383 v. $18,000) and Philadelphia ($12,514 v. $12,600) also have comparable median incomes between foreign-born and native-born residents.

How to Improve

Dallas lost ground in Economic Opportunity from 2018 to 2019, leaving opportunities to learn from peer cities including addressing poverty rates, access to entitlements, and economic development strategies that include foreign-born residents. The NAE data would suggest that

[110]Pew Research Center. "Mapping Public Benefits for Immigrants in the States" *Pew Trusts*, 2014. https://www.pewtrusts.org/en/research-and-analysis/issue-briefs/2014/09/mapping-public-benefits-for-immigrants-in-the-states last accessed July 31, 2020.

[111] "Immigration: Ensuring the Safety and Security of Immigrants" Safety Security of Immigration in Silicon Valley. 2020. https://www.siliconvalleycf.org/sites/default/files/documents/grantmaking/safety-security-of-immigrant-rfp-2020.pdf last accessed July 31, 2020.

Dallas's score could be improved by closing the gaps between median income (high skill workers ($40,071 v. $56,880), poverty rate for high skill workers, share of entitlements for low skill workers, and more part-time job opportunities for the foreign born. Furthermore, providing education on who is qualified for entitlement programs, particularly state entitlement programs, could help foreign-born residents access these government programs.

Overall Peer Cities Analysis

As demonstrated through the peer city comparison of the socioeconomic outcomes, peer cities provide a wealth of resources and references for the success of policies, programs and partnerships that support the integration and thriving of foreign-born communities. With the NAE Cities Index, Dallas' success compared to peer cities can provide guidance on how to employ effective strategies, based on similar socioeconomic and geographic contexts. Further research could expand on the Policy Score indicators and their metrics, though the exploration of the Socioeconomic Scores and metrics provides insight on specific policy levers, which ultimately affect the socioeconomic outcomes within a city.

Trends found in Texas peer cities provide contextualization under similar state regulations, where Dallas demonstrates some areas of leadership compared to other Texas cities, though San Antonio provides a comparable peer to expand programmatic interventions. Meanwhile, peer cities from California and the East Coast frequently provide benchmarks to work toward, and benefit from friendlier state policies toward immigrants, particularly around healthcare and education.

Educational Outcomes: Socioeconomic Comparisons and School Districts

Throughout the analysis of the NAE Cities Index, key metrics were recognized to help improve the usefulness of the Index itself. Speaking with researchers from the NAE Team, they mentioned that they wished they could provide educational outcome data measurements in the Index. However, since each state varies heavily on data collection when it comes to education, it was not feasible. This is where the report could provide an individualized data analysis which could compare the already beneficial metrics to educational outcomes.

Considering the structure of the NAE Index, this analysis needed to give a citywide view to help compare educational outcomes. However, it's imperative that this section also included district-wide comparisons to show where the Dallas Independent School District (DISD) fell in place when marked on a scatter plot. Since school district boundaries vary heavily by region, this added scope would give a wider lens to assess outcomes. In addition, the NAE Cities Index does

not list all major cities in the State of Texas with high foreign-born populations. For this reason, the district-wide comparisons included school districts from the Rio Grande Valley region. Overall, these visualizations give an easy to understand method to help community leaders map out where their schools stand when compared to peer cities and districts.

Education Data and Socioeconomic Indicator Comparison

Data Sources

The data utilized came from two sources. The Socioeconomic Indicator data was pulled directly from the NAE Cities Index Report. Within the Socioeconomic Indicator Report, each city's breakdown of the data inputs that are used to create the overall score. The data inputs include some of the following: education levels, employment rate, percent of individuals receiving social security, home ownership rate, and more. Once the data inputs were pulled from the Dallas report, the same was done for the next source.

The Educational Outcomes data was pulled from the Texas Education Agency (TEA) website, specifically the Texas Academic Performance Reports Page. Each school campus and district has a breakdown of academic report data inputs, which are used for the overall accountability reports. Within one of the subpages, the TAPR data was downloaded in a raw form (excel), then transferred to our information sheets.

Methods

This section visualizes the relationship between Percentage of English Learner Students per School District and the Percent of English Learner High School Graduates, then compares them by each of the data points used in the overall Socioeconomic Indicator.

For this analysis, each of the major Texas cities that were listed in the NAE Cities Index were included. For each of the Texas peer cities, data was extracted from the most prominent school district that is found within the respective city boundary lines. The only exception to this rule is San Antonio, in which the overall average from all school districts covering San Antonio's city boundary lines was gathered. This was done because San Antonio has numerous school districts within its city, showing a fractured map across the region. The only variable not included in these visuals is the TEA Accountability Rating, which is the overall score given to school districts based on performance levels. All of the school districts used in these selections had the same score except for one, which would not have provided a useful visual for this analysis.

The data extracted from the most prominent school districts were the following: English Learner Students per School District, and the Percent of English Learner High School Graduates. The scatter plots are divided by these two variables, which means the first variable (English Learner

Students per School District) will be compared with all of the Socioeconomic Indicator data inputs. Then, the second half will compare the Percent of English Learner High School Graduates by all of the Socioeconomic Indicator Inputs.

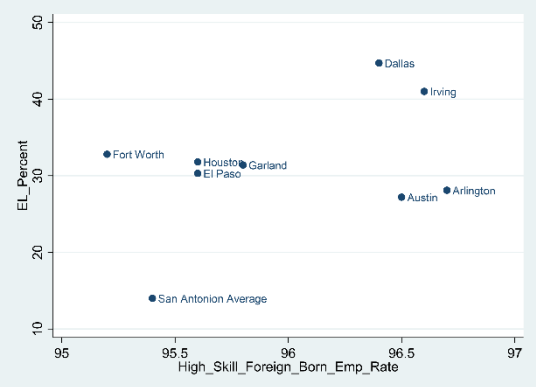
The Percentage of English Learner Students per School District and Percent of English Learner High School Graduates serve as the base variables to compare across the chosen cities because the English Learner label defined by Texas is the closest data indicator available to foreign-born population since the TEA does not specifically track "foreign-born" students. In addition, other TEA data indicators such as "Bilingual" may have foreign-born students, but this ratio is much smaller for any data label other than English Learner.

Once the data was compiled via Excel, it was cleaned and organized. Visuals were then completed by importing the Excel spreadsheet into Stata and inputting commands for each comparison.

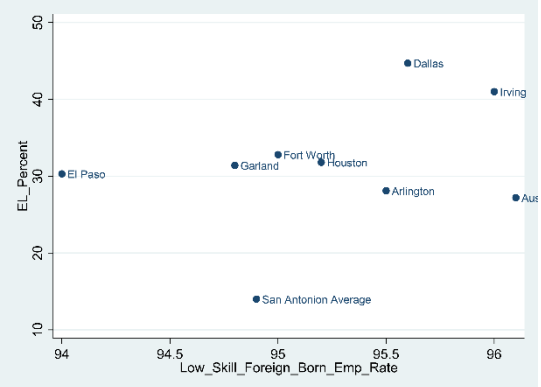
Findings and Visuals (See Additional Scatter Plots in Appendix E)[112]

Figure 2-16. English Learner Percent by Employment Rate

High Skill – Employment Rate



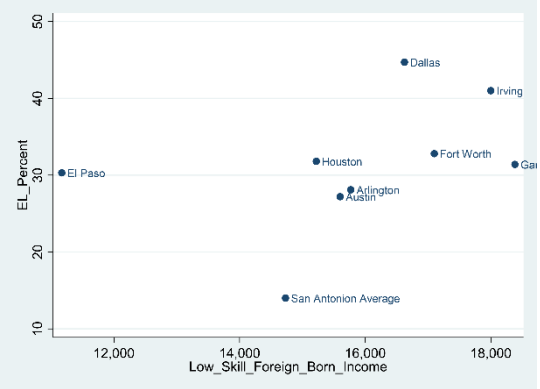
Low Skill – Employment Rate



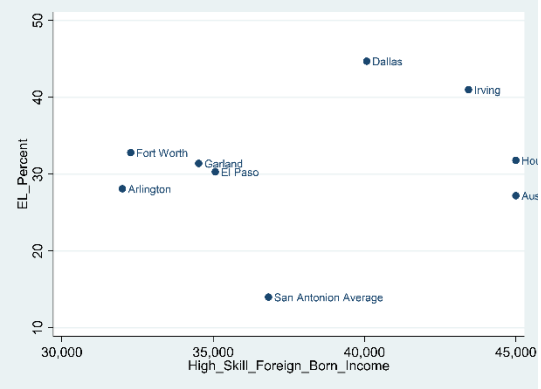
[112] Appendices can be found at https://hdl.handle.net/2152/82248 last accessed August 4, 2020.

Figure 2-17. English Learner Percent by Income

Low Skill – Foreign-Born Average Income



High Skill – Foreign-Born Average Income



Analysis and Texas NAE Cities Ranking

Overall, since Dallas ISD has the largest foreign-born percentage of any major ISD found in the Texas cities included in the NAE index, the marker point will always be the highest in any visual plotting for English Learner percentage per District. As for English Learner high school graduates, Dallas ISD has the 5th highest plot (directly in the middle of all 9 cities). When reviewing the scatter plots, the relationship can be analyzed by whether Dallas moves right or left, depending on the second variable.

When reviewing the scatter plots, emphasis is placed on the second variable and how it shifts because these Socioeconomic Indicator data inputs can provide a positive or negative narrative for foreign-born populations. Some of the X-axis variables show a positive scenario for the city of Dallas, while others show areas of growth. It is important to remember that these visuals are solely utilized for the purpose of mapping out where Dallas falls into place when compared with other NAE Cities in Texas. Table 2-4 shows Dallas' rank for each variable extracted from the NAE Cities Index.

Table 2-4. Dallas Ranking for Each Variable

	Lowest								Highest	
	1	2	3	4	5	6	7	8	9	Indicator
Naturalization Rate	Irving	Dallas				Fort Worth			Arlington	Civic Participation
Low Skill Employment Rate	El Paso			Fort Worth			Dallas		Austin	Job Opportunities
High Skill Employment Rate	Fort Worth					Dallas			Arlington	Job Opportunities
Low Skill Average Income	El Paso					Dallas	Fort Worth		Garland	Economic Prosperity
High Skill Average Income	Arlington	Fort Worth				Dallas			Austin	Economic Prosperity
FB Home Ownership Rate	Irving			Dallas			Fort Worth		Garland	Livability
FB Rent Overburden Rate	Irving		Fort Worth	Dallas					Arlington	Livability
FB Overcrowded Rate	San Antonio		Fort Worth						Dallas	Livability
Percent of Indiv. with High School Diploma	Dallas	Fort Worth							Austin	Livability
Percent of Indiv. with Bachelor's Degree	El Paso	Fort Worth	Dallas						Austin	Livability
Percent of Indiv. with Advanced Degree	Garland	Fort Worth	Dallas						Austin	Livability
Low Skilled Foreign-Born Poverty Rate	Garland			Fort Worth		Dallas			El Paso	Economic Prosperity
High Skill Foreign-Born Poverty Rate	Irving					Fort Worth		Dallas	Arlington	Economic Prosperity
Low Skill Foreign-Born Social Security Rate	Fort Worth		Dallas						El Paso	Economic Prosperity
High Skill Foreign-Born Social Security Rate	Austin	Dallas				Fort Worth			Garland	Economic Prosperity
Low Skill Foreign-Born Food Stamp Rate	Garland				Fort Worth	Dallas			El Paso	Economic Prosperity
High Skill Foreign-Born Food Stamp Rate	Austin			Dallas		Fort Worth			Garland	Economic Prosperity

Overall, the most promising comparisons highlight the fact that despite having the largest English Learner percentage, the City of Dallas ranks higher than most for employment rates and average income regardless of skill level. This is promising for the target group in our analysis since they are more likely to have access to employment and better pay. When looking at the ranking of Dallas ISD's overall graduation rate, it's ranked third lowest of the nine cities. This can be directly related to the low percentage of Individuals with a High School Diploma/Bachelor's Degree/Advanced degree. Despite this detail, the English Learner high school graduation rate is higher than the overall graduation rate (ranked fifth in the middle).

Another key detail, in relation to the peer city analysis, Dallas performs better in 9 categories (out of 17) when compared to the Third-Degree peer city of Fort Worth.** Aside from employment rates and high skill average income, Dallas also; has a lower rent overburden rate, higher percent of individuals with a bachelor's/advanced degree, lower foreign-born poverty rate (low and high skill), lower high skill foreign-born social security rate, and a lower high skill foreign-born food stamp rate. While some rankings are closer together, it's a positive light for the city of Dallas. This is important for the target population considering they may be more

likely to find opportunities within the city of Dallas, versus the peer city of Fort Worth. *** English Learner students are more than likely to be from immigrant minority families with low socioeconomic backgrounds. Having lower rent burden rates on families and lower foreign-born poverty rates, combined with the many other positive results, make Dallas a more attractive city to families with young students.

In relation to the NAE indicators, the most prominent areas for growth are education attainment levels for the City of Dallas. The percent of individuals with a high school diploma, bachelor's degree, and/or advanced degree are lower compared to the state. These three areas play a major role in the "Livability" section of the NAE Index. Combined with the rent overburden rate, overcrowded rate, and home ownership rate, these scores offer the final calculation. While Job Opportunities looks positive for Dallas, livability is the largest area in need of progress. Economic prosperity does not show any major pattern or concern, except for "High Skill Foreign-Born Poverty Rate". This may be connected to the fact that since fewer advanced degree holders live in Dallas, the job market may not be as competitive. In the end, the rankings and scatter plots (found in the Appendix E)[113] illustrate a glimpse into the future for English Learner students and the immigrant enclaves that surround.

Statewide School District Comparison

Data Sources

The data utilized came from two sources in total. The Socioeconomic Indicator data was pulled directly from the NAE Cities Index Report. Within the Socioeconomic Indicator Report, each city has a breakdown of the data inputs that are used to create the overall score. The data inputs include some of the following: education levels, employment rate, percent of individuals receiving social security, home ownership rate, and more. Once the data inputs were pulled from the Dallas report, the same was done for the next source.

The Educational Outcomes data was pulled from the Texas Education Agency website, specifically the Texas Academic Performance Reports Page. Each school campus and district have a breakdown of academic report data inputs, which are used for the overall accountability reports. Within one of the subpages, the TAPR data can be downloaded in a raw form (excel), then transfer it to our information sheets.

Methods

This section visualizes the relationship between the Percentage of English Learner Students per School District and compare them by the following: Percent of Economically Disadvantaged

[113] Appendices can be found at https://hdl.handle.net/2152/82248 last accessed August 4, 2020.

Students per District; Percent of At-Risk Students per District; Percent of English Learner High School Graduates per District; and Overall Graduation Rate per District.

Each of the points on the scatter plot represents a single school district. While the previous section focused on the most prominent school district in each of the major Texas cities found in the NAE Index, this section expands beyond that scope. Since the Rio Grande Valley is not included in the New American Economy, this index didn't provide a proper statewide comparison for foreign-born communities in Texas. Therefore, data was extracted from all public-school districts within the counties that surround all major Texas cities. The analysis did not include school districts from the panhandle, such as Lubbock, because the foreign-born population in this region is small. That is why it was decided to include the Rio Grande Valley region because of its large foreign-born population.

For each of the scatter plots, the Y-axis variable will always be the Percentage of English Learner Students per School District. This will be compared to the second variables, which will serve as the X-axis variables. These include: Percent of Economically Disadvantaged Students per District; Percent of At-Risk Students per District; Percent of English Learner High School Graduates per District; and Overall Graduation Rate per District.

Same as before, once the data was compiled via Excel, it was then cleaned and organized. Visuals were then completed by importing the Excel spreadsheet into Stata and inputting commands for each comparison. The Stata command codes can be found in Appendix B.[114]

[114] Appendices can be found at https://hdl.handle.net/2152/82248 last accessed August 4, 2020.

Findings and Scatter Plots

Figure 2-18. English Learner Percent by Percent of Economically Disadvantaged Students

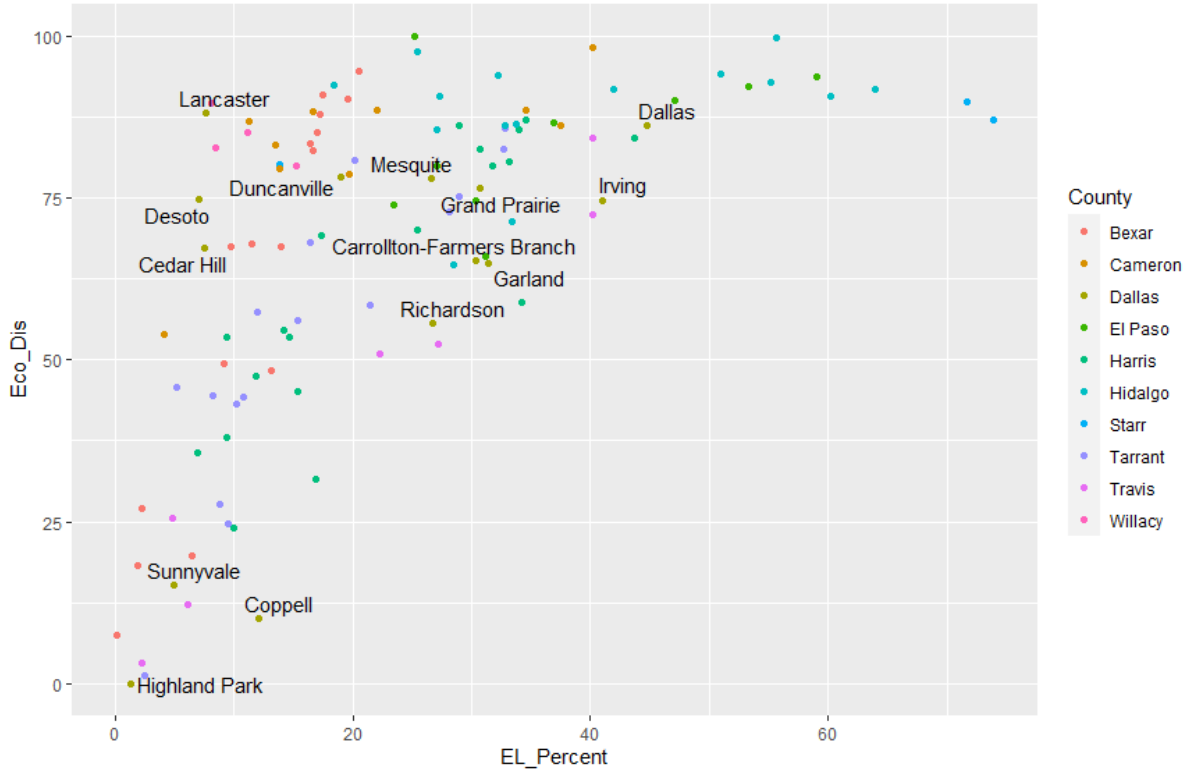


Figure 2-19. English Learner Percent by Percent English Learner High School Graduates

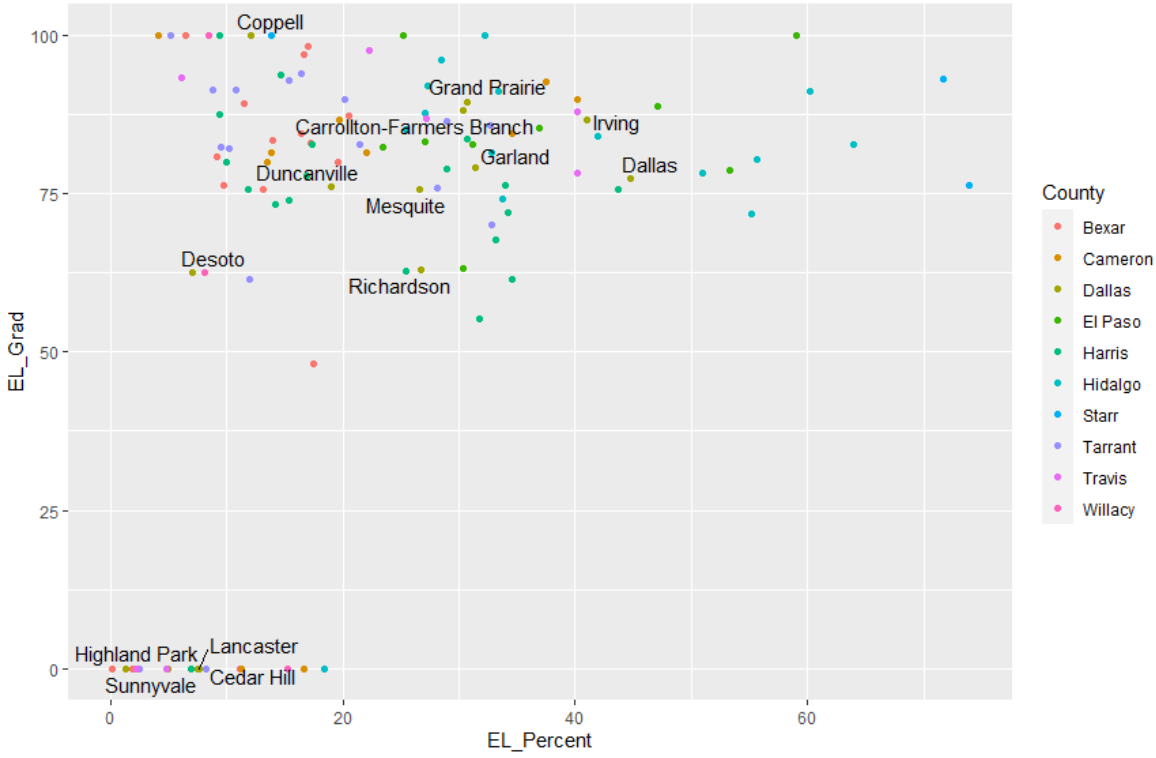


Figure 2-20. English Language Learner Percent by Percent At-Risk Students

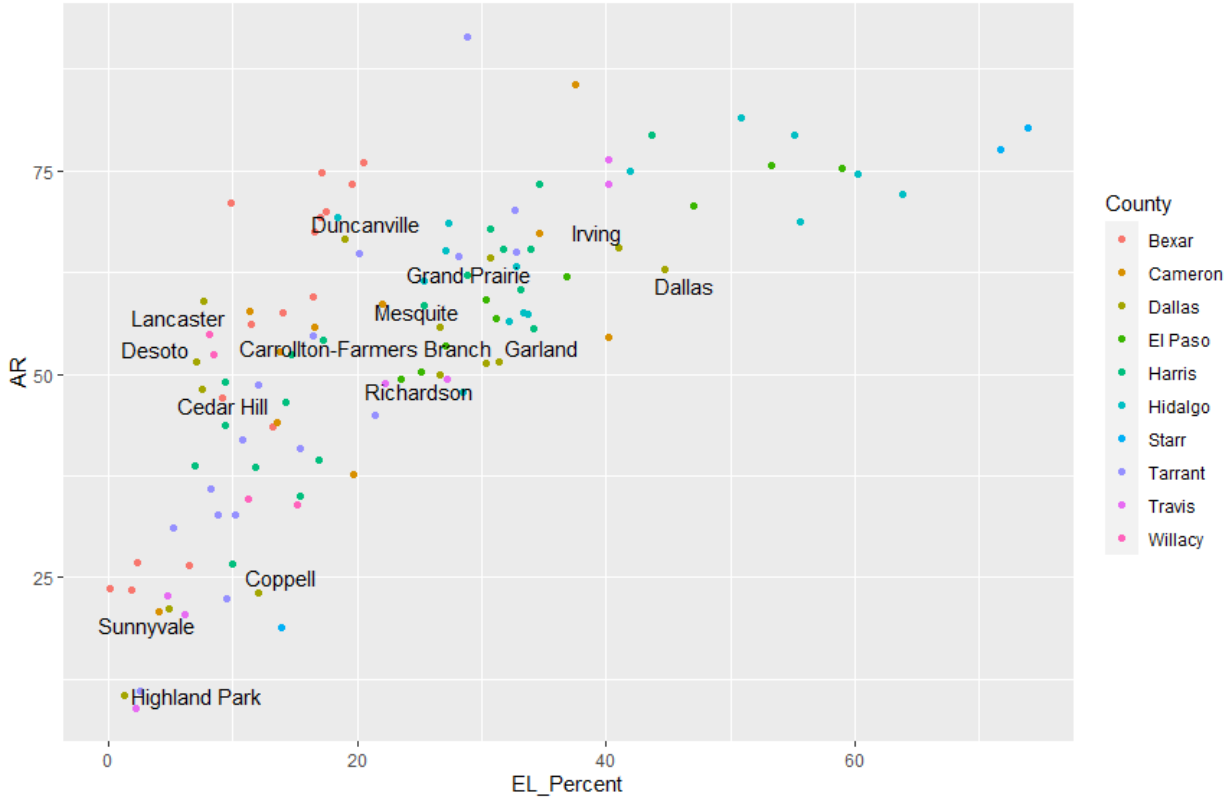
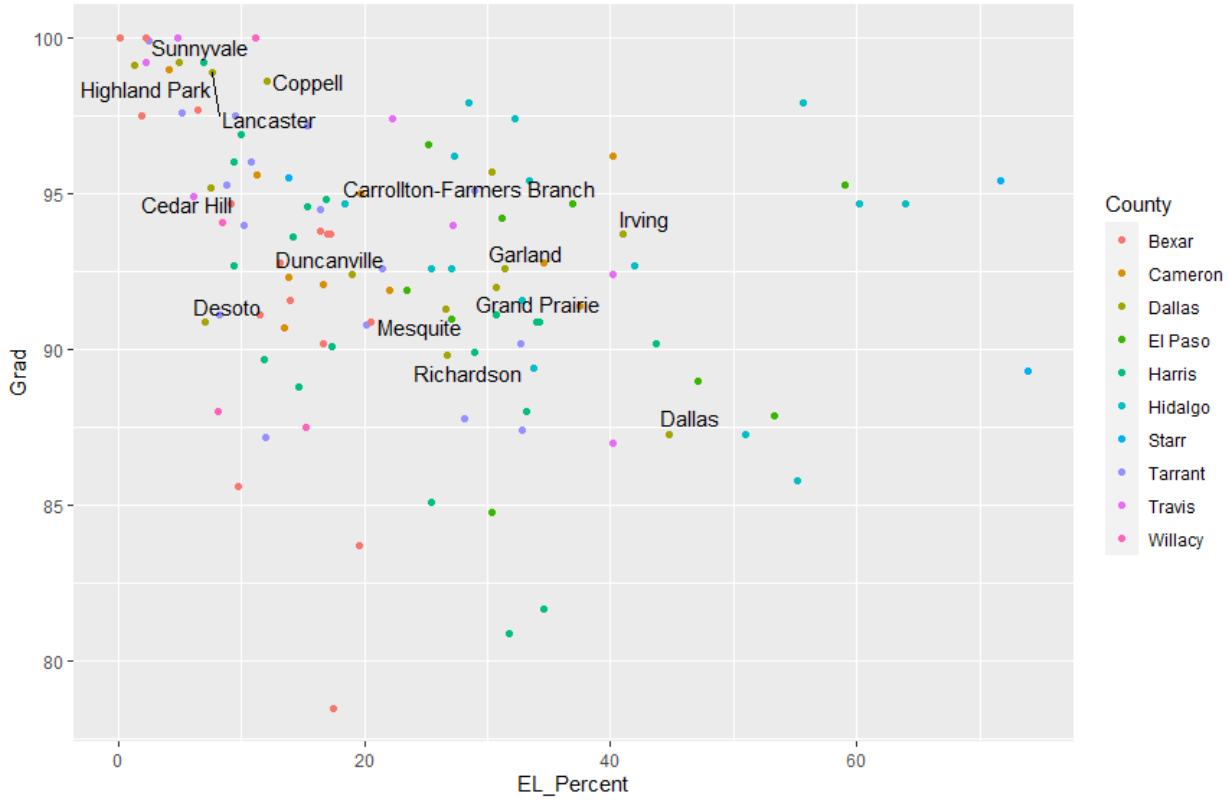


Figure 2-21. English Learner Percent by Percent of High School Graduates (Overall)



Analysis

Dallas ISD's large English Learner population helps explain the large percentage of Economically Disadvantaged and At-Risk Students. The At-Risk student label includes "English Learner" as one of its inputs. Therefore, there is a direct correlation between the two because the At-Risk indicator is directly influenced by the English Learner label. In addition, the same goes for the Economically Disadvantaged label.

As for Graduation Rates, the overall Graduation Rate encompasses the English Learner graduation rate. This means that it is also directly affected by the composition/performance of the English Learner population in each district.

Overall, these visuals simply provide a map for community leaders to see where they are compared to other districts in the state. Just like the previous scatter plots, Dallas ISD will always be at the same height for each visual. The emphasis for each comparison lies within how Dallas ISD shifts right or left on the scatter plots. Furthermore, it's also noteworthy to see where it falls in place when compared to other select districts.

While this analysis provides a simple comparison, it's important to note the mechanics of the English Learner label. This indicator is not infinite, meaning that the label can "expire" and be removed from the students record once they reach a certain level of English proficiency. Furthermore, campuses receive funding for a certain threshold of English Learner students in their school. This means that while schools are aiming to help all students reach English proficiency, they may also seek out funding that comes from the percentage of English Learner students on their campus. In conclusion, this internalization shows to the reader how this label has many influences outside of a student's performance and background.

Peer Cities Conclusion

Evaluation of Dallas' Performance in Relation to Peers

As shown in the Similarity Index Analysis and the Educational Outcome Comparison, both highlighted the Larger Employment Rate and Higher Average Income for Foreign-Born Populations. Even when compared with the third-degree peer, Fort Worth, the City of Dallas performs better in every case except for Low Skill Foreign Born Average Income. Shown in the Educational Outcome comparison, Dallas has better average income, etc., despite having a larger English Learner percentage within its School District. As stated before, this is especially promising to consider the surrounding metropolitan area of Dallas because English Learner Graduates are more likely to have Employment and a Higher Wage for High Skill Employment

positions. This detail is especially important to Foreign Born populations because even though Dallas and Fort Worth** have almost identical graduation rates, English Learner Student High School Graduation rates are higher in Dallas. Beyond these four sub-indicators, Dallas performs better in nine topics out of the total 17. While the difference in ranges may seem marginal, this highlights Dallas strength in educational achievement.

Where to Look for Improvement Strategies

The NAE Cities Index is a powerful tool for local governance invested in improving the policies, partnerships and services available to foreign-born residents in a community. As shown through peer city comparisons, the City of Dallas has many levers to improve immigrant integration, particularly through pursuing intersectional policy, strengthening community partnerships, and promoting city services and programs. Local leaders and WCIA can push for policies that protect and support foreign-born residents in housing, education, health, and law enforcement. To become a more welcoming community, Dallas can commit to coalition building between governance, local organizations and faith communities in community partnerships. Dallas can improve accessibility to government services and programs that directly support and celebrate foreign-born residents through language access programs, entrepreneurship initiatives, and access to higher education opportunities. Each section of the Socioeconomic Scores provides insight from successful peer cities' policies, partnerships and programs to improve immigrant incorporation.

Livability

Dallas scored a one on livability, placing them below all of their third-degree peers except for Aurora. Two of its Texas peers, Corpus Christi and San Antonio, scored 4s in large part due to their high levels of home ownership within the foreign-born population. In fact, Corpus Christi's foreign-born population has a higher rate of home ownership than Corpus Christi's native-born population. Rent burden and share of overcrowded dwellings are two components driving Dallas' score down. Chula Vista's perfect score is reflective of their high levels of foreign-born residents with health coverage. With these points in mind, WCIA's efforts targeting the livability section should focus on housing availability, initiatives to lower rent and partnerships with local healthcare providers.

Third-degree peer city Phoenix scored only a two on Livability, but their housing plan, "Reinvent Phoenix"[115] represents a potential first step towards addressing housing prices and availability. Having the information about which neighborhoods or areas are overcrowded and

[115] "Reinvent Phoenix: Current State of Housing in the Uptown District" City of Phoenix, 2020. https://www.phoenix.gov/pddsite/Documents/PZ/ReinventPHX percent20Uptown percent20District percent20-percent20Sustainable percent20Housing percent20Appendix.pdf last accessed July 31, 2020.

why is the first step needed prior to the enactment of any policy. A report such as this one can help guide future policy recommendations and decisions. Dallas appears to have made similar housing plans and strategy guides to Dallas Housing Policy [116] and Housing Market Analysis[117]. Therefore, one potential collaboration point with the Phoenix immigration office is to inquire about how or if they are using this housing map to improve housing availability, overcrowded rates and rent prices for the foreign-born population. As mentioned, access to these types of materials can help to guide policymaking, but collaboration with Phoenix can help both cities determine how best to use the materials to help make their respective cities more welcoming.

Chula Vista, along with the other California peers, benefit from their statewide political environment that makes healthcare accessibility easier for the foreign-born population. The majority of the California peers have foreign-born health coverage percentages that closely mirror that of the native-born health coverage percentage. Conversely, all of Dallas's Texas peers have a ratio of foreign-born health coverage percent to native-born health coverage percent that reflects Texas's unfavorable political environment regarding health coverage for foreign-born individuals. Any collaboration with California peers regarding healthcare, while potentially useful, needs to have the caveat that the two states have different healthcare environments. Rather than looking to the well performing California peers, WCIA should collaborate with similar, lower positioned, Texas peers that face the same challenges to healthcare coverage as Dallas.

In conclusion, WCIA should advocate for largely immigrant populations to be considered when creating housing maps or other strategic guides that can help drive housing policy decisions. Once constructed, the door for collaboration with peer cities such as Phoenix is open. From those collaborations hopefully tangible policy initiatives that target housing availability, affordable rent, and overcrowded dwellings will emerge. Regarding Healthcare WCIA should recognize the Texas political hurdles that exist and take any policy recommendations from California or other states with a grain of salt.

Civic Engagement

When looking at the civic participation score for Dallas, the city falls within the bottom quartile, as stated beforehand. Overall, Texas cities receive a median score of 3 or lower. Aside from Dallas, Fort Worth and Irving also receive the lowest possible score. Much of the Civic

[116] City of Dallas Department of Housing and Neighborhood Revitalization. City of Dallas Comprehensive Housing Policy, 2020. https://dallascityhall.com/departments/housing-neighborhood-revitalization/CHP percent20Documents/Comprehensive percent20Housing percent20Policy percent201-Page percent20Overview.pdf last accessed July 31, 2020.
[117] Housing and Urban Development. "Comprehensive Housing Market Analysis: Dallas-Plano-Irving, Texas" *Office of Policy Development and Research*, 2017. https://www.huduser.gov/portal/publications/pdf/DallasTX-comp-17.pdf last accessed July 31, 2020.

Participation score is dependent on the naturalization rate. As found in the Educational Outcomes analysis, the city of Dallas has the second lowest naturalization rate of all 9 NAE Texas cities.

The NAE Index found that the cities with the highest civic engagement all provided support systems and services that help guide eligible immigrants through the naturalization process. The NAE research seems to indicate that this is the most promising strategy to improve the score and civic engagement rates within cities seeking to facilitate immigrant incorporation. It's highly advisable that these support systems are implemented to ensure that naturalization rates are improved within the city of Dallas. As found in the Appendix C, Peer Cities.[118] The Peer Cities breakdown offers numerous examples as to what other peer cities are doing in regard to improving naturalization rates. Peer cities worth further research as to identifying methods of improvement for naturalization rates are the following: Aurora, Colorado; Chula Vista, California; Long Beach, California; and Philadelphia, Pennsylvania.

Aside from focusing on naturalization rates, civic engagement efforts can be expanded outside the realm of the NAE Cities Index. Looking at other civic engagement reports/studies such as the "Texas Civic Health Index" provides an expanded view on what it means to be civically engaged. Many of the indicators found in this report can also be cross applied to immigrant communities, in which focusing on improving these areas may provide fruitful benefits for the entire city of Dallas. While research on civic engagement specifically for foreign-born communities is sparse, keeping track of new reports and articles can help civic leaders identify proven predictors of civic engagement rates. In total, a diversified approach towards analyzing and tracking civic participation within Dallas, and/or Texas, will give an individualized prescription towards improving the needs/relationships within immigrant communities.

Job Opportunities

Relative to its peers Dallas ranks in the lowest quartile for its Job Opportunities score. One reason for this low score is the large number of Dallas foreign-born individuals working low-skill jobs. El Paso and Chula Vista received higher Job Opportunities scores in large part due to the large number of foreign-born workers holding high-skill jobs. Related to high-skill jobs is the foreign-born entrepreneurship rate. This is another area where Dallas underperforms, especially relative to Philadelphia and its California peers. Therefore, a primary focus of WCIA should be to search for potential levers that can empower foreign-born workers to enter the high-skill labor force and embrace their entrepreneurial spirit.

One way to provide a ladder into these high-skill jobs is through increasing access to higher education. Many of Dallas's California peers have benefited from the State's robust community college network that has wide-scale programs designed for foreign-born, undocumented and

[118] Appendices can be found at https://hdl.handle.net/2152/82248 last accessed August 4, 2020.

dreamers. The California Community College's "Dreamers Project"[119] outlines some ways to increase college accessibility for foreign-born individuals.

Philadelphia scored a perfect score for Job Opportunities and that score is a function of both formal policies and programs targeting immigrant entrepreneurs and also informal cultural events that honor successful immigrant entrepreneurs. For example, they offer free commercial activity licenses and a plethora of business, finance, and entrepreneurship classes just for immigrants. They also host a yearly "Immigrant Business Week" that includes workshops for foreign-born business founders.

The aforementioned issue of higher education accessibility also contributes to Philadelphia's success. Both Penn State University and the University of Penn rank in the top twenty-five of U.S universities with the most international students. Of note, UT Dallas also ranks in the top twenty-five.[120] However, this large number of highly educated international students has not corresponded to higher rates of entrepreneurship within the Dallas foreign-born population. Therefore, this represents a potentially fruitful area of collaboration with Philadelphia to determine how they are enticing international student graduates from nearby universities to open businesses in Philadelphia.

Part of the collaboration with Philadelphia should include consulting with UT Dallas to determine what their international students are majoring in and where they are going after graduation. Answers to these questions could lead to a collaboration between UT Dallas and WCIA that reduces foreign-born brain drain through entrepreneurial educational and assistance programs that target international students.

In conclusion, in order to improve within the Job Opportunities section, WCIA should collaborate with UT Dallas, Philadelphia and local community colleges. These collaborations should revolve around implementing policies that promote foreign born entrepreneurship through higher education accessibility, job training programs and small business loans for foreign-born owned businesses.

Economic Prosperity

Dallas, along with 12 of its 19 peer cities, received a score of 3 for Economic Prosperity. While a score of three is not ideal, it is important to note that there is little variation within Dallas' peers

[119] "California Community Colleges Dreamers Project: Strengthening Institutional Practices To Support Undocumented Student Success" *The James Irvine Foundation*, 2018. https://immigrantsrising.org/wp-content/uploads/Immigrants-Rising_CCC-Dreamers-Project_Full-Report.pdf last accessed July 31, 2020.
[120] Carly Minsky, "25 US universities with the most international students." *Times Higher Education,* 2015. https://www.timeshighereducation.com/student/news/25-us-universities-most-international-students#survey-answer last accessed July 31, 2020.

for this subcategory. Only Newark's perfect score was higher than Dallas' score of three. A key external influencer on a city's Economic Prosperity score is the city's cost of living. Newark's cost of living is substantially lower than Dallas', which explains, in part, their high rating within the category. However, it is important to note that Dallas scored a four for Economic Prosperity in the previous cities' index. In order to match, or even exceed that score, Dallas WCIA should promote policies that address systemic poverty and have awareness programs that inform foreign-born individuals of various government entitlement programs that they qualify for.

Educational Performance

Overall, Dallas ISD has a large English Learner Population when compared to many other cities in Texas. Despite lower graduation rates, Dallas EL population graduation rate is higher than this rate, which shows promise for the target population. The visuals and observations in this report aim to show comparable demographic details that relate to English Learner Populations and socioeconomic outcomes. While there are many areas for growth, Dallas is performing well when compared to the closest related super peer city of Fort Worth. In all, it would be advisable that communal efforts keep the educational landscape in mind when seeking to propel this group. The City of Dallas is somewhat of an outlier in all or most of the graphs and it may prove fruitful to provide additional supplemental resources to the families that reside in the target areas. Considering educational outcomes depend on a plethora of intersectional variables, supporting these families and their students is vital for the overall success of incorporation based on civic engagement and economic prosperity.

Vision from Policy to Action: Dallas as a More Welcoming Community

The NAE Cities Index provides national framing for immigrant integration. Specific indicators that demonstrate areas where Dallas can aim to improve the overall score and ranking, particularly in Livability and Civic Participation. Successful peer cities provide case studies of partnerships, policies, and programs that can support Dallas on the journey to become a more welcoming community for all its residents. In this research, 19 peer cities were identified that contextualize Dallas within the New American Economy Cities Index for immigrant integration.

Situating Dallas with these peers can facilitate broader coalition building between communities invested in being welcoming communities for immigrants and provide points of comparison for partnerships, policies, and city programs offered for foreign-born residents. As the Office of Welcoming Community and Immigrant affairs continues to work toward a more welcoming Dallas, these examples from peer cities affirm ongoing efforts and illustrate opportunities to strengthen collaborative networks both nationally and locally. These networks can then be used to address policy issues related to housing, healthcare, and education and expand city services that support foreign-born residents.

Chapter 3. COMMUNITY CONTEXT: SOCIOECONOMIC ANALYSIS AND ASSET MAPPING[121]

Introduction

The City of Dallas Office of Welcoming Communities and Immigrant Affairs (WCIA) was established to build relationships and trust between immigrant communities and the city. With the mission of WCIA in mind, the purpose of this research is to provide WCIA with detailed data and data visualizations about the foreign-born population they serve. This chapter provides compiled data across several pertinent metrics in order to identify patterns and potential service gaps that the foreign-born population faces in the City of Dallas.

These data were used to produce a series of maps, tables, and accompanying analyses regarding three core components: demographic background, city assets, and an assessment of gentrification. In concert with the Field Research and Peer Cities teams, the analyses done in this report inform our ideas regarding policies that may improve quality of life measures that factor into immigrant incorporation. Ideally, incorporation not only means that the immigrant population feels welcome and comfortable navigating life in Dallas, but also that all residents, regardless of immigration status, benefit from public resources, increased quality of life, and cultural exchange.

Methodology and Data Overview

The following section details the methodology used to produce the maps and tables found in this report. Various data sources were utilized to create up-to-date, relevant, and user-friendly sources of information available to WCIA. While the intended audience for the research presented is first and foremost WCIA, we made efforts to make materials accessible to the general public by reducing the complexity of visuals and the dependency on English proficiency.

Depending on the topic and availability of data, research examines geographical areas at Metropolitan Statistical Area (MSA), place, census tract, and census block group levels. Analysis includes all areas that intersected with the City of Dallas boundary. Data visualizations like maps, tables, and graphs are used where appropriate to convey assets and demographics in a practical and useful manner. Our toolkit includes the use of Microsoft Excel, Stata, and GIS.

Two data sources were used in all of the mapping products produced in this report: 2017 TIGER/Line shapefiles for basic geographic boundaries and landmarks, and 2014-2018

[121] Chapter written by Sidney Beaty, Aaron Escajeda, Martin Martinez, Ana Perez, Tatum Trout and Tania Uruchima.

American Community Survey (ACS) 5-year estimates for demographic data including foreign-born population.[122] For additional detail on data sources, see Appendix G: Data Source Detail.[123]

The following tables provide a breakdown of the specific topics chosen to illustrate quality of life for Dallas residents. While the Field Research team collected more qualitative data regarding emotional wellbeing and feelings of belonging, this report uses demographic data, neighborhood profiles, and geographic access to public amenities and services as a proxy to depict integration.

Demographic Analysis

Table 3-1. Description of Demographic Maps

Map Focus	Description	Population Observed
Profile of Dallas Foreign-Born Residents	Median income, race, foreign-born density, dependency ratio, health insurance coverage, poverty levels, English ability	Foreign-born residents
Demographic Comparisons	Many of the same data points covered under Profile of Dallas Foreign-Born Residents	Comparison between foreign- and native-born residents
Neighborhood Profiles	Education, housing, income, economic, and base demographic data	Total population in neighborhoods with large foreign-born populations surveyed by the Field Research team

Utilizes ACS estimates to determine data trends in the communities WCIA serves.

[122] The ACS gathers information annually from a sample of American households. 5-year and 1-year datasets are generated by the results, with the 5-year dataset being aggregated over the previous 5 surveys. Census tracts are areas defined by the US Census Bureau that contain between 2,500 - 8,000 individuals. There are over 300 census tracts that intersect the boundary of the City of Dallas. Census block groups have between 600 and 3,000 people.
[123] Appendices can be found at https://hdl.handle.net/2152/82248 last accessed August 4, 2020.

Asset Mapping

Table 3-2. Description of Asset Maps

Map Focus	Sources
Access to Public Services and Amenities Mapping: Medical facilities, childcare centers, and WIC clinics	Google Maps
Transportation Analysis Mapping: Public transportation systems, locations and frequencies of stops, access points, pricing, and usage	Dallas OpenData, HUD
Cultural Asset Mapping: Local cultural and arts organizations, public spaces, gardens and parks, public libraries, and community centers	Google Maps, Dallas OpenData
Educational Asset Mapping: Schools, libraries, and recreation centers	TEA, Dallas Parks and Recreation, Dallas Enterprise GIS
Economic Asset Mapping: Financial institutions, workforce development facilities, community college campuses, and loan denial rates	FFIEC, Workforce Solutions Greater Dallas, Dallas County Community College District
Housing Problems and Affordability: Households experiencing housing problems and subsidized housing inventory	HUD, Princeton Eviction Lab
Gentrification Analysis: Gentrification typology based on vulnerability, demographic change, and housing market change	2000 Decennial Census on 2010 geographies, 2014-2018 ACS 5-year estimates, HUD CHAS

Provides a static view of the City of Dallas' amenities with the most recent data available.

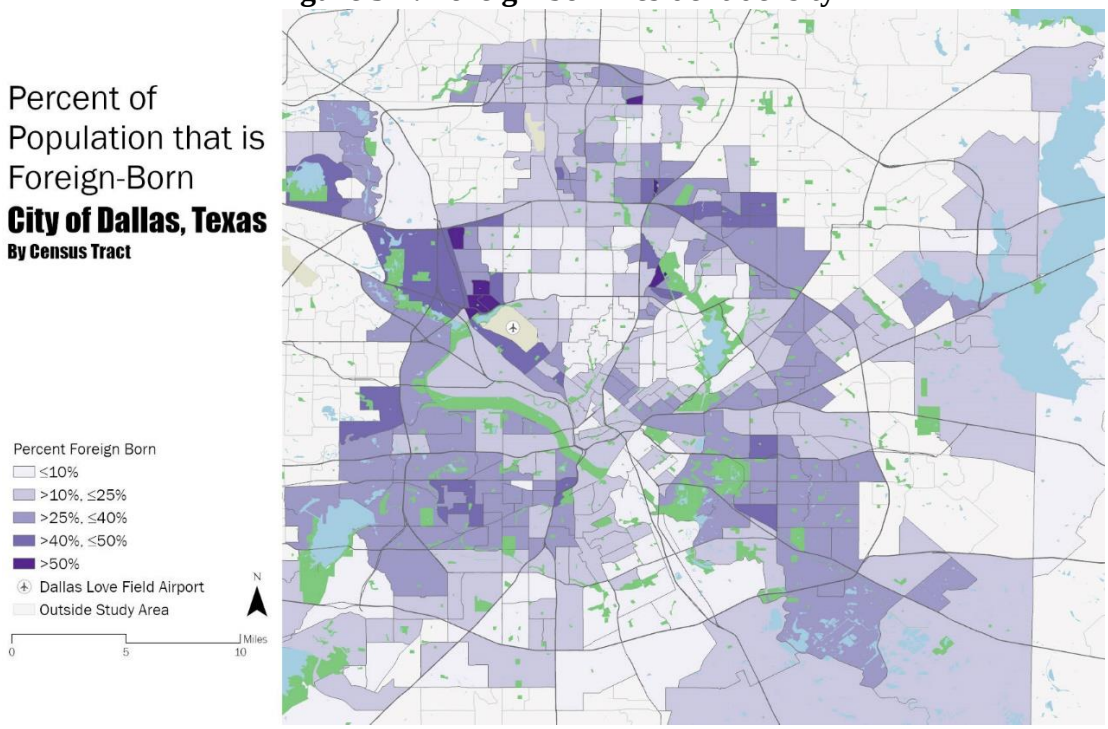
Analysis

Profile of Dallas Foreign-Born Residents and Demographic Comparisons

Sandoval-Strausz explains in *Barrio America* that a hyper focus on the creative class understates the problem of inequality in cities. He further examines how tokenized ethnoracial diversity has been held up as proof of equality in growing urban economies by some scholar and city leaders. Sandoval-Strausz's analysis is an example of how missing variables and neglected communities can divide cities. For this reason, it is necessary to understand Dallas' foreign-born demographics and how they compare to the native-born population in the city before WCIA or any agency is able to serve them.

The data for this analysis were taken from the 2014-2018 ACS 5-year estimates. This section illustrates and analyzes the demographic profile of the Dallas foreign-born population and compares it to the native-born population in a relative context. Additional maps showing foreign-born population at the census block group level, foreign-born population by region and place of birth, and change in foreign-born population from 2013 to 2018 is available in Appendix I.[124]

Figure 3-1. Foreign-born resident density

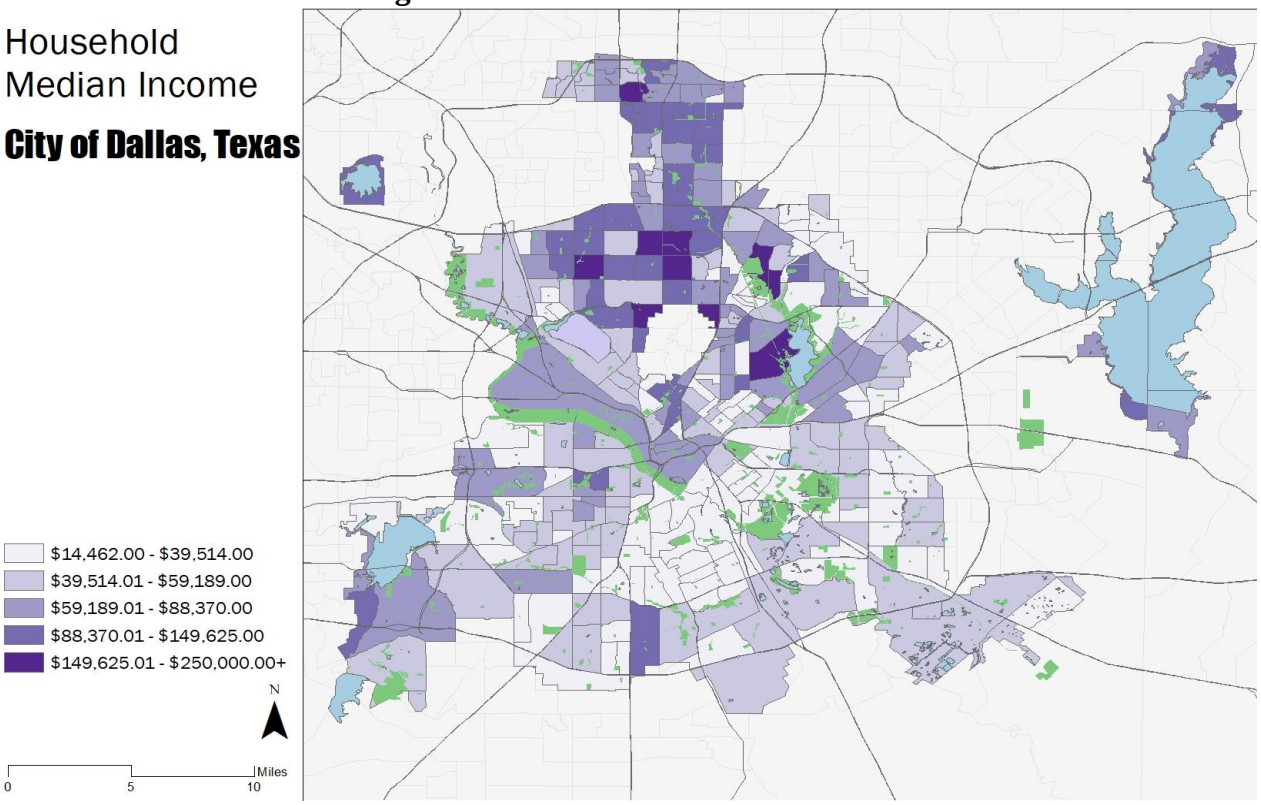


Source: US Census Bureau, 2014-2018 American Community Survey 5-Year Estimates, Table B05002. US Census Bureau, 2017 TIGER/Line State Level Geodatabase, Texas. City of Dallas Enterprise GIS, Planimetric Data.

[124] Appendices can be found at https://hdl.handle.net/2152/82248 last accessed August 4, 2020.

Figure 3-1 shows the distribution of the foreign-born population by census tract. This map only includes foreign-born individuals and does not depict the native-born population. While a few communities, such as Pleasant Grove, Far East Dallas, and Southeast Oak Cliff have a high density of immigrants, the map is less concentrated as compared to levels of income (Figure 3-2, below). This suggests a variety of socio-economic realities among immigrant families.

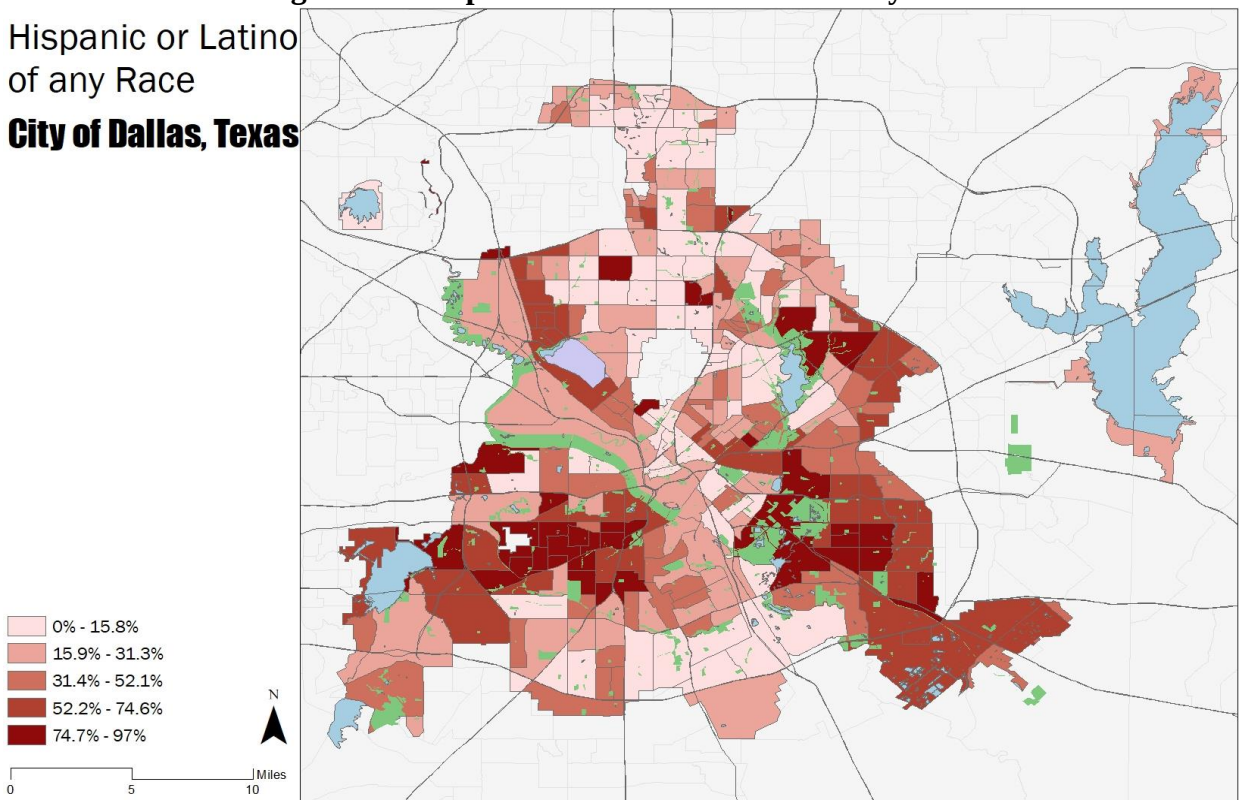
Figure 3-2. Household Median Income



Source: Social Explorer, 2014-2018 American Community Survey 5-Year Estimates, Table S1901

Figure 3-2 shows the distribution of household median income in dollars by census tract across the city of Dallas. This map includes both foreign-born and native-born individuals. The darker shades of purple indicate higher income levels. The lowest reported median income for a census tract in Dallas is $14,462 and the maximum is greater than $250,000. The areas of higher income are located in northern Dallas. This includes communities like Far North Dallas, North Dallas, and Lake Highlands. Low-income communities include neighborhoods such as East Oak Cliff, Southeast Dallas, and Pleasant Grove. Median income was used over mean income because a few very high-income households can skew the average of a census tract. Concentrating social services and outreach in south Dallas is a clear strategy in reaching residents who may be experiencing a reduced quality of life due to financial stress.

Figure 3-3. Hispanic or Latin American of Any Race



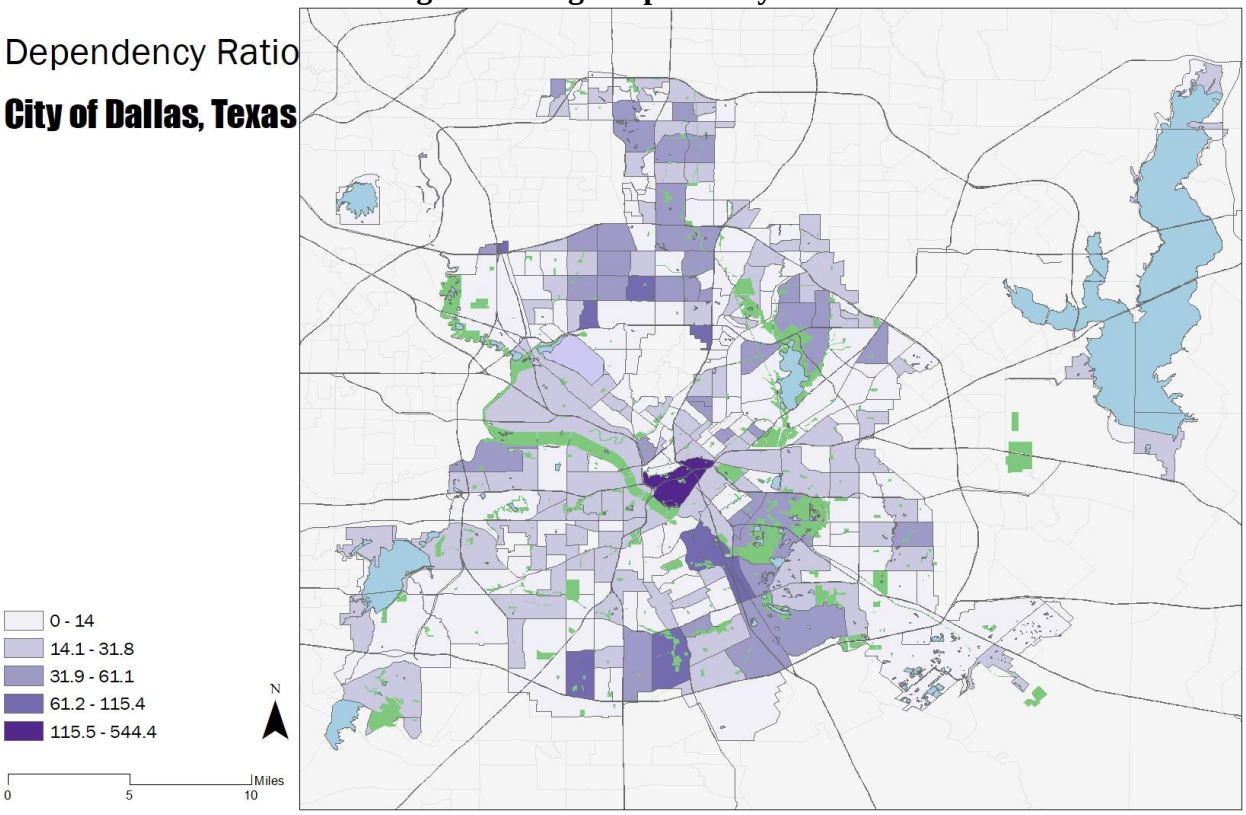
Source: Social Explorer, 2014-2018 American Community Survey 5-Year Estimates, Table S0601

Hispanic and Latin American residents of any race make up the highest percentage of the immigrant population in Dallas, but it's important to note that many Hispanic and Latin American residents are citizens, some who's families have been in the U.S. for generations. Maps displaying densities of other racial groups were not included as they represent a smaller share of Dallas' immigrant population, and are included in Appendix I.[125]

Figure 3-3 depicts the percent of individuals who identify as Hispanic or Latin American of any race in each census tract. This map includes both foreign-born and native-born individuals. The darker shades of red indicate tracts that have higher percentages of Hispanics and Latin Americans. The highest percent in a tract is 97 percent. Areas with a high percentage of Hispanic and Latin American residents are North Oak Cliff, West Oak Cliff, and Pleasant Grove. Comparatively, Pleasant Grove is also among the lowest areas of income as seen in the previous map. Conversely, Far North Dallas and North Dallas are home to some of the highest median incomes as well as the lowest percentage of Hispanic and Latin American residents within Dallas.

[125] Appendices can be found at https://hdl.handle.net/2152/82248 last accessed August 4, 2020.

Figure 3-4. Age Dependency Ratio



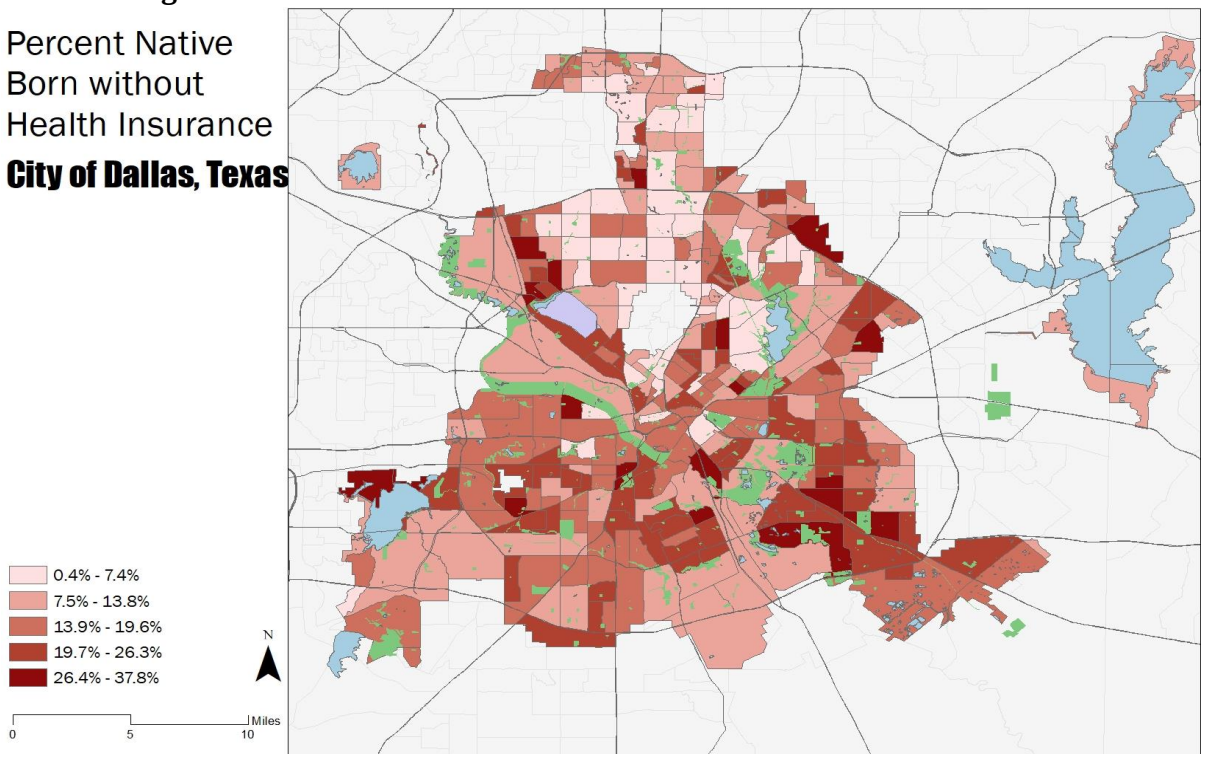
Source: Social Explorer, 2014-2018 American Community Survey 5-Year Estimates, Table B05013

Figure 3-4 shows the distribution of the age dependency ratio across different census tracts in the city of Dallas. The dependency ratio is a measure of the number of dependents aged zero to 14 and over the age of 65, compared to the total population aged 15 to 64. This map shows that the majority of tracts skew to have a lower dependency ratio. This suggests that for the immigrant population of Dallas, there are more working-aged individuals than dependents. Comparatively, the United States dependency ratio is 52.7, which is 52.7 dependents per 100 workers. For the city of Dallas, working-age immigrants help to lower the dependency ratio by placing more individuals in the workforce who can support dependents. This is beneficial for now, however, challenges may arise in the future because a large working population today will require more support in retirement later. When there are fewer working-age people, there is a greater strain on them to support other generations, and it forces people to work later into life.

This analysis of age was used because the burden placed on the immigrant workforce in Dallas is important to understand when considering economic health. Other maps with further breakdowns by age and sex are included in Appendix I.[126]

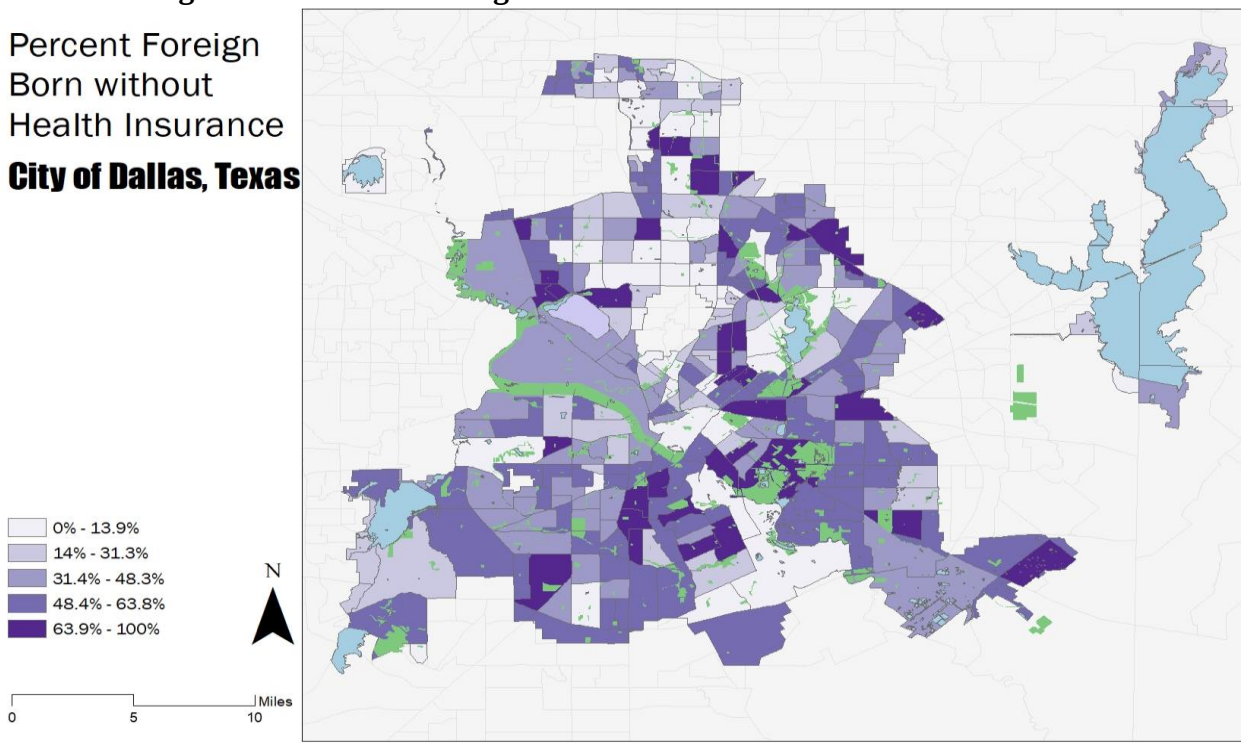
[126] Appendices can be found at https://hdl.handle.net/2152/82248 last accessed August 4, 2020.

Figure 3-5. Percent Native-Born Residents without Health Insurance



Source: Social Explorer, 2014-2018 American Community Survey 5-Year Estimates, Table B27020

Figure 3-6. Percent Foreign-born residents without Health Insurance



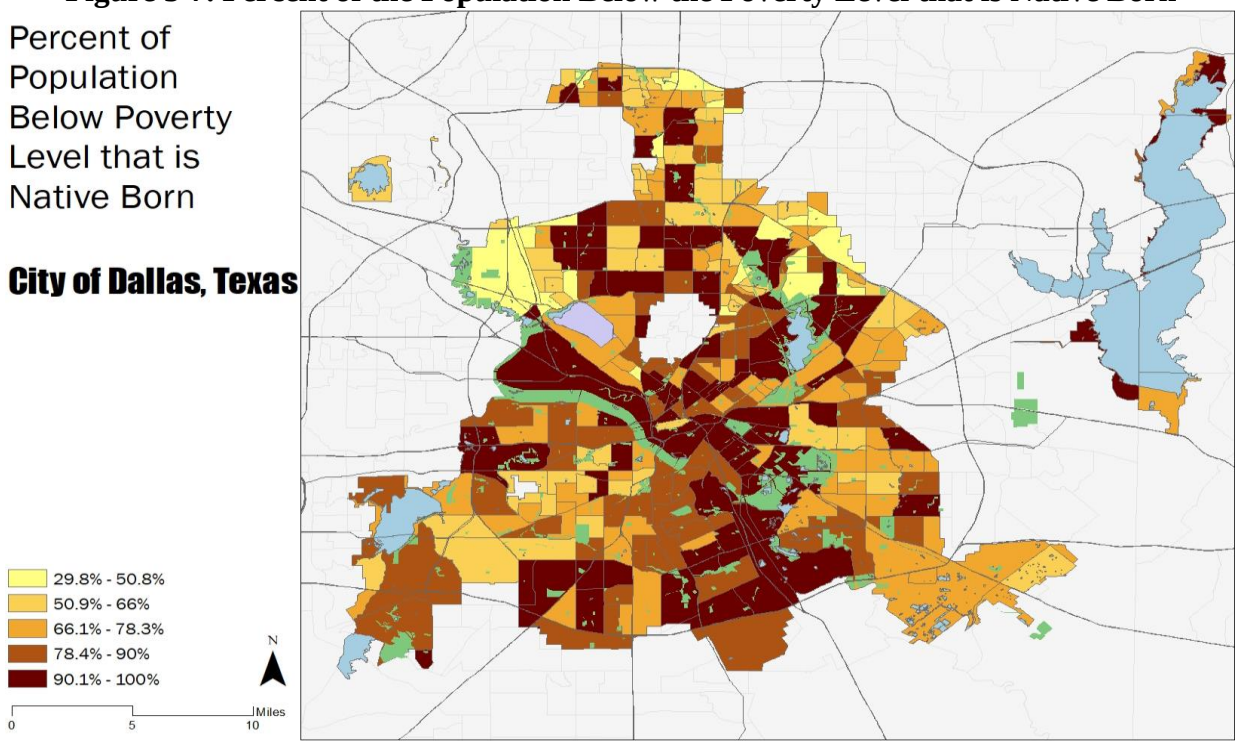
Source: Social Explorer, 2014-2018 American Community Survey 5-Year Estimates, Table B27020

The percent native-born and foreign-born individuals without health insurance maps show the percentage of individuals in the native-born and foreign-born populations that do not have health insurance coverage. The maps are strikingly similar, which suggests that native-born and foreign-born individuals who do not have health insurance coverage live in similar geographic areas in Dallas. It is important to note that the ranges in the foreign-born individuals map are higher than the ranges in the native-born individuals map. Further analysis showed that the average number of uninsured native-born individuals (13.3 percent) is lower than that for foreign-born individuals (30.3 percent). Therefore, even though uninsured immigrants live in similar geographies as their native-born counterparts, they have lower rates of insurance. This suggests that place of origin affects health insurance coverage in Dallas more so than geography.

Other maps with breakdowns of health insurance coverage by naturalized foreign-born and noncitizen foreign-born residents are included in Appendix I.[127]

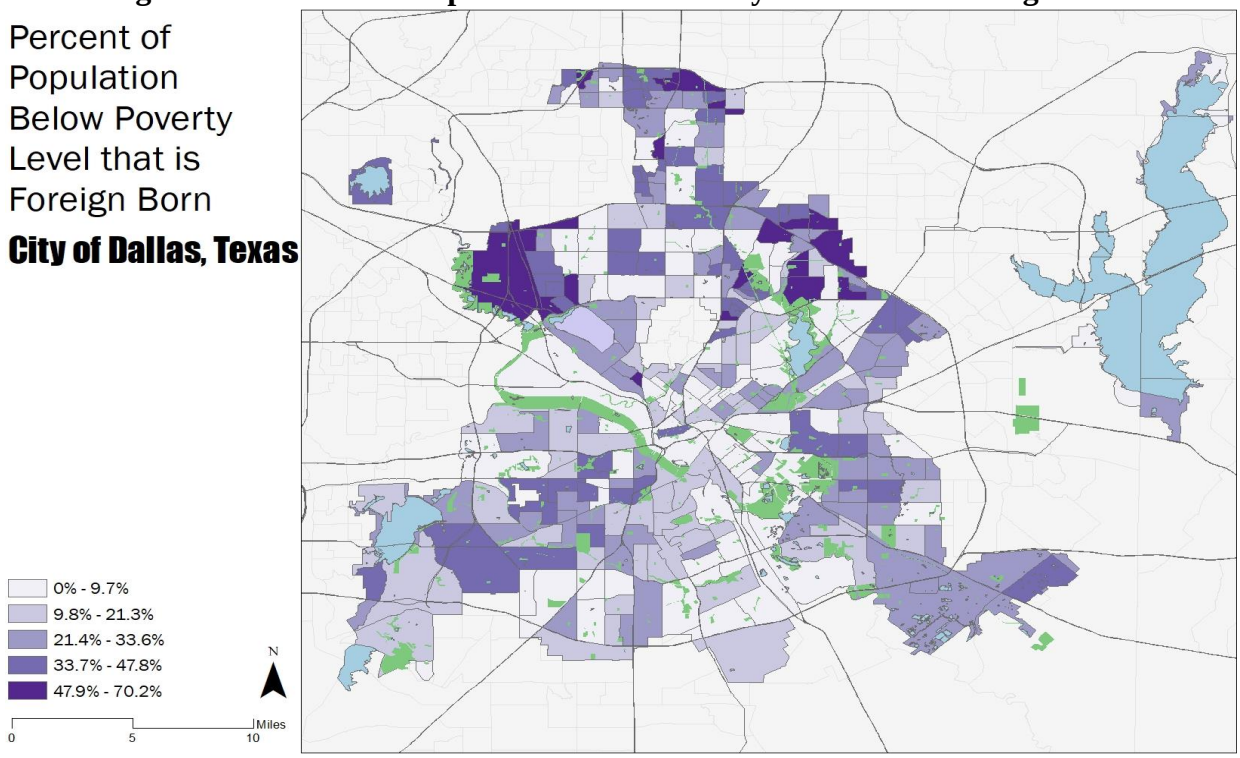
[127] Appendices can be found at https://hdl.handle.net/2152/82248 last accessed August 4, 2020.

Figure 3-7. Percent of the Population Below the Poverty Level that is Native Born



Source: Social Explorer, 2014-2018 American Community Survey 5-Year Estimates, Table B17025

Figure 3-8. Percent of Population Below Poverty Level that is Foreign Born



Source: Social Explorer, 2014-2018 American Community Survey 5-Year Estimates, Table B17025

The distribution of poverty levels between native and foreign-born individuals varies by census tract. Figures 3.7 and 3.8 show what percentage of the total population below the poverty line is native-born and foreign-born, respectively. These two figures complement each other. If the rates shown in both figures for a particular tract were added together, they would sum to 100%. Additional maps with breakdowns of the foreign-born population below poverty and the native-born population below poverty are included in Appendix I.[128]

On average, 14.4% of a census tract's population is both native-born and below the poverty line. Comparatively, 4.5% of a census tract's population is below the poverty line and foreign-born.

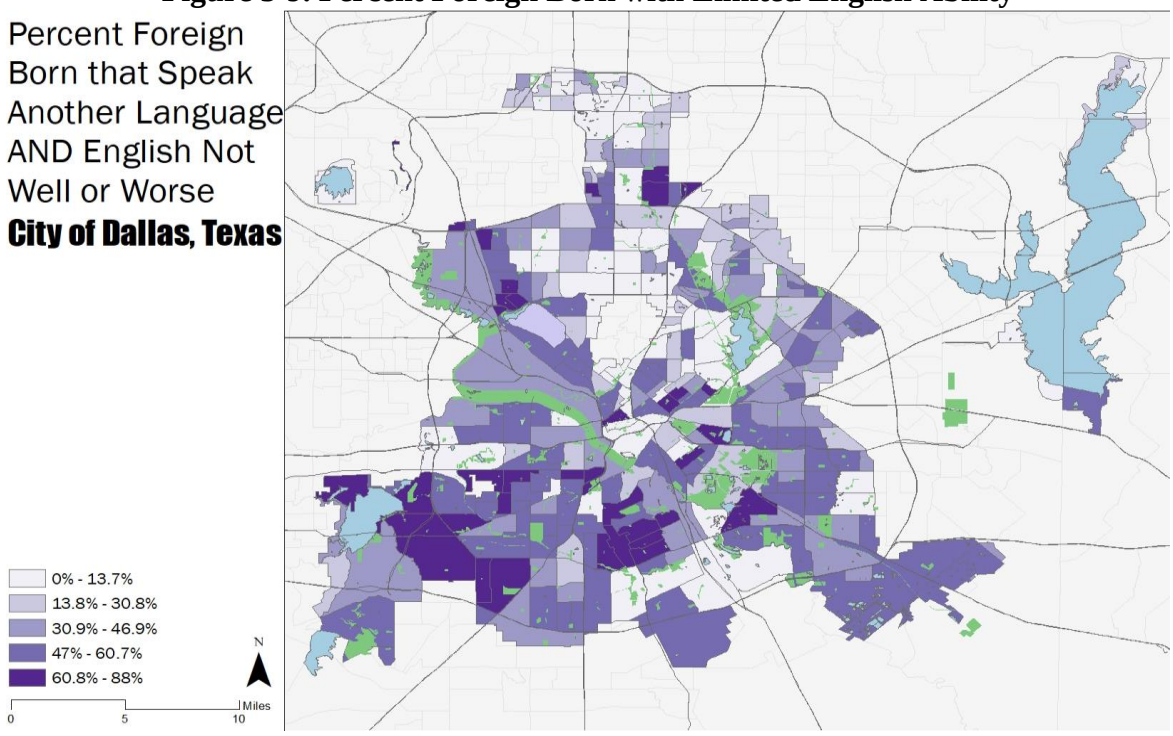
Other analysis considered poverty rates within the foreign-born segment of the population (see Appendix I). There is a large percentage of poverty within the immigrant population located across the southern half of Dallas. High levels of poverty in southeast and southwest Dallas align with high levels of Hispanic and Latin American residents in those areas. There is an obvious correlation with income as poverty is a function of income.

The language analysis gives a broad overview of non-English speakers, but focuses on Spanish, as it is the most widely spoken foreign language in Dallas. Other maps with further English-speaking ability are included in Appendix I.[129]

Figure 3-9 shows the percentage of the foreign-born population that speak another and English "not well" or worse by census tract. Figure 3-10 zooms in to show Spanish speakers who reported speaking English "not well" or worse. There is a higher percentage of immigrants who speak Spanish in neighborhoods such as East, West, and Central Oak Cliff. This is consistent with a high percentage of individuals who identify as Hispanic or Latin American. These areas also align with areas of low income, poverty, and higher levels of immigrants without health insurance coverage. This suggests that language skills are related with the ability to achieve a variety of economic measures of success.

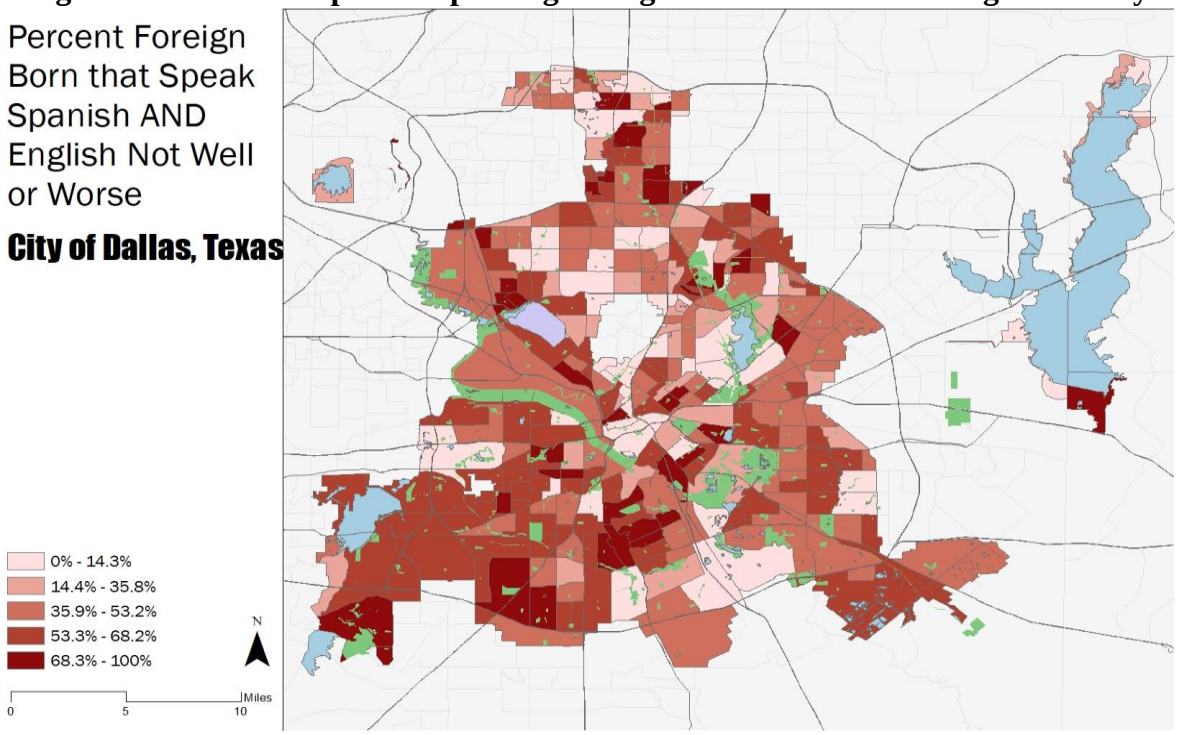
[128] Appendices can be found at https://hdl.handle.net/2152/82248 last accessed August 4, 2020.
[129] Appendices can be found at https://hdl.handle.net/2152/82248 last accessed August 4, 2020.

Figure 3-9. Percent Foreign Born with Limited English Ability



Source: Social Explorer, 2014-2018 American Community Survey 5-Year Estimates, Table B16005

Figure 3-10. Percent Spanish-Speaking Foreign Born with Limited English Ability



Source: Social Explorer, 2014-2018 American Community Survey 5-Year Estimates, Table B16005

English language classes should be offered as a tool to incorporation, not as a rule of acceptance. This can represent a tricky balance for the WCIA to strike. While language proficiency is at the heart of navigational skills fundamental to immigrants building a life in Dallas, an overemphasis on immigrants learning the English language can be alienating. Providing resources for immigrant communities in their native tongue is essential to opening a dialogue with these communities, especially those that are underserved.

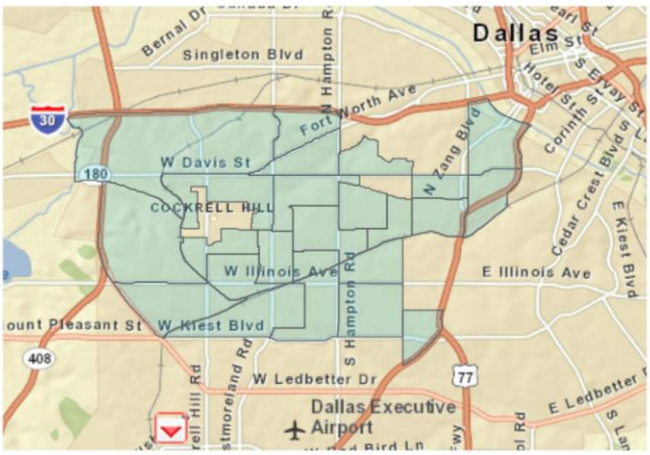
Neighborhood Profiles

2014-2018 ACS 5-year estimates were used to build neighborhood profiles of two areas identified as densely foreign-born. See Appendix H[130] for notes on the data source. One issue for many data sources, including the ACS, is that they are less reliable measures of minority populations, which makes it difficult to get the most accurate picture of neighborhoods with high immigrant populations. This analysis focused on data provided at the census tract level. Census tracts are small geographic areas, with on average 4,000 people each, and are useful for presenting neighborhood-specific information.

Figure 3-11. Vickery Meadows Neighborhood

While much of this research looks at data and experiences of foreign-born residents, this report also looks at the neighborhood-wide experiences of all who live in heavily foreign-born neighborhoods. The information here provides broader context for the lived experience captured in the surveys done in the same neighborhoods - Oak Cliff and Vickery Meadow.

Figure 3-12. Oak Cliff Neighborhood



In contrast to the analyses that compare foreign-born to native-born residents specifically, for the neighborhood profiles, data on the characteristics of *all* residents living in these areas is available for comparison. The neighborhood focus is informed by a map of census tracts with the highest percentage of foreign-born residents in Dallas. With this map, and in conversation with WCIA staff, the profiles focused on two neighborhoods - Vickery Meadow and Oak Cliff. These neighborhoods are the focus of the survey research conducted by the project's Field Research

[130] Ibid.

team. Oak Cliff in particular is a large area with distinct neighborhoods. Oak Cliff in particular is a large area with distinct neighborhoods. To choose the areas where the analysis would be focused, the foreign-born population map was used to highlight which census tracts within Oak Cliff had the highest concentration of foreign-born residents, resulting in the area pictured. With these profiles it is easy to see specific data points for these two neighborhoods and how they compare against county-wide and national figures. The full profiles are available in Appendix H.[131]

Data for 2014-2018 were downloaded from the US Census Bureau for four geographic zones to make our comparisons: the United States, Dallas County, and the census tracts within both neighborhoods. To create neighborhood-level figures, data were aggregated for the census tracts within each neighborhood. For cells with particularly small counts, it is advised that the reader compares across percentages, as the counts may be more prone to error the smaller they are. Additionally, it is not recommended to compare these numbers to other sources of data that provide 1-year estimates, as these figures represent data collected over a 5-year period.

Demographics

The neighborhood profiles can be used to better understand baseline characteristics of residents in Oak Cliff and in Vickery Meadow. The census tracts for Oak Cliff captured a larger population than Vickery Meadow, at about 124,900 and 26,500 respectively. To compare, the population of Dallas county is about 2,587,000. The gender breakdown across both neighborhoods, Dallas county, and the United States are roughly evenly split. In terms of reported race and ethnicity, Vickery Meadow has a higher proportion of Asian and Black residents than do the other regions of comparison. However, Oak Cliff has a higher percentage of Hispanic residents, at 82 percent compared to 40 percent for Vickery Meadow and the county as a whole. Residents who identify as Mexican make up a large part of these figures, a characteristic that matches with the background of respondents surveyed during field research.

42 percent of Vickery Meadow residents are foreign-born, compared to 34 percent of Oak Cliff residents. However, 98 percent of Oak Cliff residents reported living in the same county one year ago, and in Vickery Meadow 91 percent reported the same. The discrepancy is largely due to the number of people in Vickery Meadow who lived abroad one year ago - 5 percent compared to just 0.6 percent in Oak Cliff. Survey data collected suggests that many residents in these neighborhoods are long-term residents, as the average age of those respondents was 43 years old, and on average residents reported 15 years spent living in Dallas. The needs of immigrants living long-term in an area are different than the needs of those recently arrived, and responses to incorporation should take into account the length of time of residence in the United States.

Families and Household Status

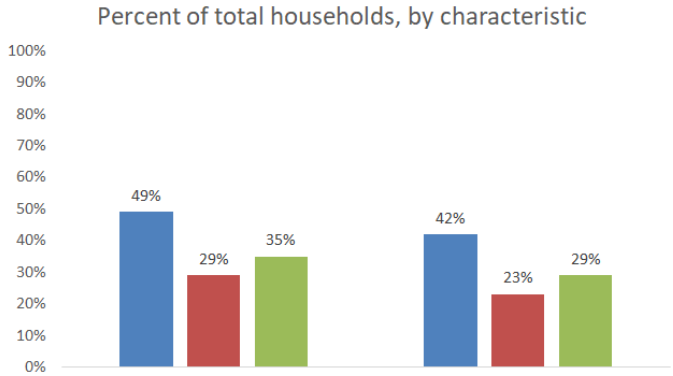
In regard to household and family characteristics, Vickery Meadow stands out as high in proportion of households that are non-family, at nearly 50 percent. Oak Cliff has a lower proportion of non-family households at 29 percent, lower than the county and national level.

[131] Appendices can be found at https://hdl.handle.net/2152/82248 last accessed August 4, 2020.

Vickery Meadow also has a higher proportion of individuals living alone, at 42 percent of households, whereas county-wide it is 29 percent. Additionally, few households have adults over the age of 65, at 9 percent compared to 21 percent county-wide.

Unlike Vickery Meadow's younger, non-family, and single-person households, Oak Cliff has a higher proportion of family households than countywide at 72 percent, and a higher proportion of households with children under age 18, at 43 percent. In general, both neighborhoods are relatively young, with about 30 percent of their respective populations under 18 years old. Additionally, both neighborhoods have lower proportions of households with residents ages 65+ living alone, with about 7 percent of households for each compared to the county figure of 22 percent.

Figure 3-13. Percent of Total Households, by Characteristic



Source: ACS 5-Year Estimates 2014-2018

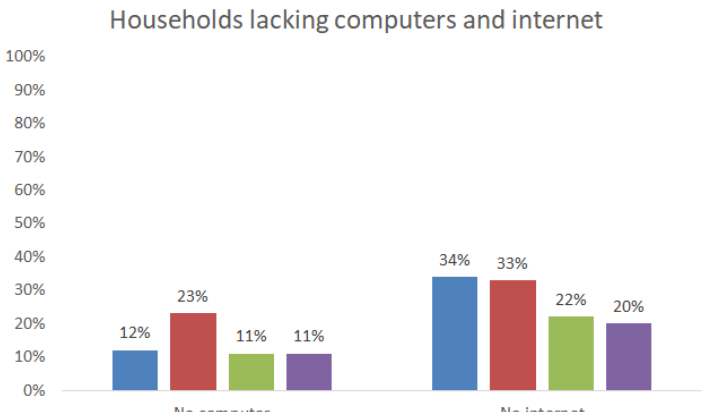
Vickery Meadow has slightly higher rates for unmarried women who gave birth in the past 12 months, at 41 percent of women who gave birth last year compared to the national average of 34 percent. It also has high rates of grandparents who are responsible for their own grandchildren, where over a third of grandparents who live with their grandchildren are responsible for them. Though this figure is on par with countywide and national rates, it is high nonetheless, and both groups, unwed new mothers and caregiver grandparents, face unique challenges that merit attention and support.

Other special populations for which data are included are veterans, although there are lower rates of veterans in these neighborhoods, and rates of individuals with disabilities, which remains around the national average for both neighborhoods across age groups. However, Vickery Meadow's 65+ population is 55 percent disabled, 20 percentage points higher rates of disability than seen in Oak Cliff, Dallas County, and nationally.

In both neighborhoods, the level of residents without health insurance coverage is concerning. While Dallas County overall has higher uninsured rates than the national figures, it is even more troubling in Vickery Meadow as over a third of civilians reported not having health insurance coverage. Specifically, almost 20 percent of young people under age 19 are uninsured as well.

Housing

Figure 3-14. Households Lacking Computers & Internet



Source: ACS 5-Year Estimates 2014-2018

Alongside housing and family characteristics, this report provides a picture of the types of homes that Vickery Meadow and Oak Cliff residents live in. Encouragingly, these neighborhoods have roughly the same rates of basic facilities, with less than 1 percent lacking basic plumbing or kitchen facilities. However, both neighborhoods do see lower rates of household internet access with only about 66 percent of households connected, as compared to about 78 percent county and nationwide. As for general computer access, Oak Cliff specifically has less computer access than the other geographic regions, about 10 percentage points less (77 percent). With Covid-19 causing changes to learning and working from home, being connected to a computer and to the internet are not luxuries households can afford to lack, particularly as 31 percent of the Oak Cliff population is under 18 and likely still in school.

More housing units in Oak Cliff are older, having been built before 1939, than units in Vickery Meadow or in Dallas County, both with rates under 5 percent. Older homes do face an increased chance of structural problems and often increased risk of unsafe conditions or simply costly repairs that may be hard on residents to afford. The economic risks associated with housing are more concerning when it is considered that roughly 40 percent of occupied rental units have a burden of 35 percent or more of income. Though this is on par with average rates reported nationwide, the general recommendation is not to spend more than 30 percent of income on rent, as it leaves too little of a buffer for other financial obligations and emergencies. Renters who have a heavy housing cost burden face increased financial risk, something that is coming into play with the massive increase in unemployment following the COVID-19 pandemic.

Employment and Education

46 percent of respondents surveyed by the Field Research team reported that there was a main economic motivating factor for why they left their home countries and immigrated. Yet, US Census Bureau data reveal an unemployment rate in Oak Cliff of 7.2 percent that is higher than the national rate of 5.9 percent or the countywide rate of 5.2 percent. Vickery Meadow sees an unemployment rate of 6.2 percent, also elevated from the norm. This is in line with the survey findings, where 7 percent of those surveyed were unemployed and actively looking for work. The survey also asked how challenging it is to find a job, and 39 percent responded that it was “somewhat hard” or “very hard” to find a job.

What are some factors that potentially exacerbate unemployment? US Census Bureau data suggest that workers in Vickery Meadow use cars less often than those in Oak Cliff, Dallas County, and nationally, at 63 percent compared to Oak Cliff's 74 percent. Though all groups have average commute times of about 30 minutes, Vickery Meadow residents use public transit more often than the other groups, at 10 percent of workers. This aligns with what is seen when looking at household availability of vehicles, where nearly 20 percent of housing units lack a vehicle in Vickery Meadow, compared to just under 10 percent of other groups. It seems that accessibility to public transit for Vickery Meadow residents is more critical than for other groups, as so many may rely on it for their daily commute.

Education always plays a large factor in finding employment. Low educational attainment can limit the opportunities individuals can pursue, particularly as having a high school and oftentimes college degree is now a requirement for many jobs that previously did not require one. Figures for both neighborhoods are concerning; 21 percent of Vickery Meadow residents have less than a 9th grade education, and 27 percent of Oak Cliff residents have the same level of education. Nationally, this figure is only 5 percent. Though nationwide, 88 percent have a high school degree or higher, only 67 percent of Vickery Meadow residents have those credentials, and lower again in Oak Cliff at 56 percent.

Despite both neighborhoods having high percentages of residents who are foreign-born, there are important differences between both areas. Overall, it is seen that there are generally worse outcomes for these two neighborhoods compared to the county as a whole and nationally. Looking specifically at which neighborhood is performing more strongly than the other, or where there are important demographic differences, helps to understand the areas where many immigrants settle, rather than seeing them as homogenous areas.

Public Services and Amenities

When working to improve the lives of any community, it is essential to assess their access to healthcare and medical resources because it is the foundation for living a healthy and fulfilling life. The foreign-born community is no exception to this and therefore, this analysis focuses on two public services specifically: hospitals and Women, Infants and Children (WIC) clinics. It is important for the City of Dallas to have an understanding of how accessible these essential public services are for the foreign-born community. Therefore, different maps were created that plotted all of the hospitals and WIC clinics throughout the city while showing the different densities of foreign-born residents living in the City of Dallas. Further, this study analyzed the locations of these assets as accessible by driving or walking because, depending on a person's transportation options, a public service or amenity a few miles away can be anywhere from a 10 or 50-minute trip.

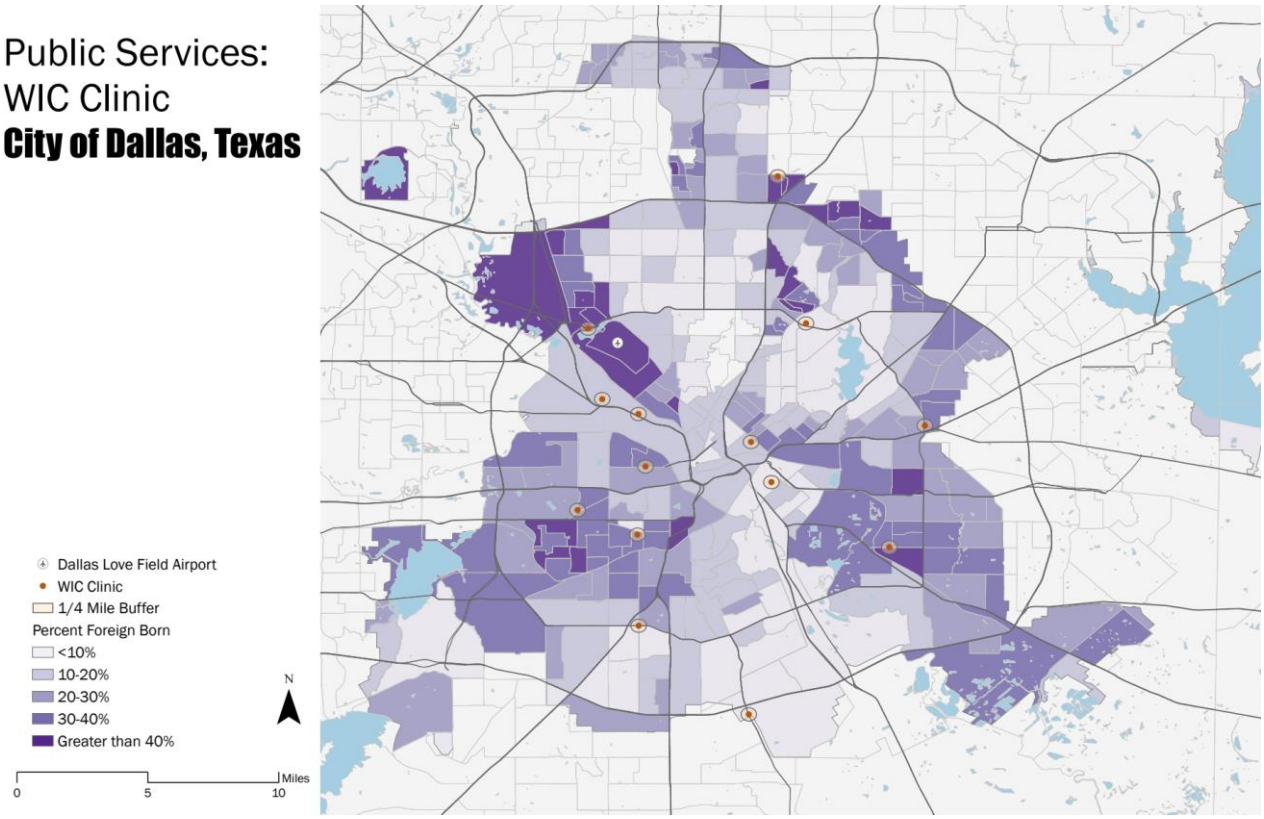
WIC Clinics

Analysis of the WIC clinics in the City of Dallas indicated that although they are spread throughout the city, there may be issues with accessibility for residents without a car. Most locations, if not all, are easily accessible by car or public transit (shown using a 3-mile buffer for scale), including areas with dense immigrant populations (e.g., Oak Cliff and Vickery Meadow). However, when assessing where WIC clinics are located through a walking lens (shown using a ¼ mile buffer for scale), it becomes clear that there are only a few that can be easily reached with this mode of transportation.

This is concerning when considering that WIC clinics provide many services that low-income and vulnerable communities rely on. For instance, according to the US Department of Housing and Urban Development (HUD), a family of four living in Dallas with an income of $38,600 or less would be considered "very low-income" and would be eligible for government assistance.[132] This is important to keep in mind because almost 70 percent of the citizens surveyed in the field research study reported having an income of $35,000 or less and the mean household size was four. Therefore, it seems likely that a lot of these same families that were surveyed may use services provided by WIC clinics and ultimately be burdened with finding a way to the clinic if they do not own a car themselves.

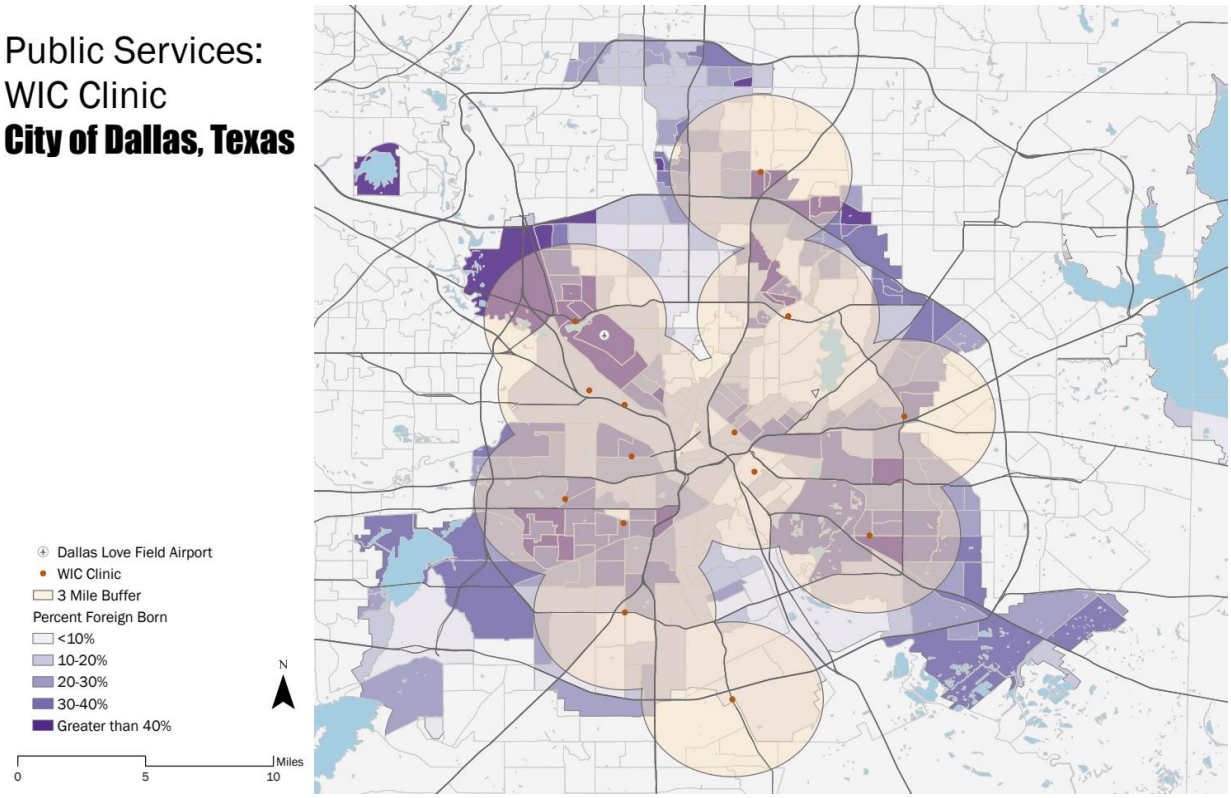
[132] This definition of very low-income was defined by the US Department of Housing and Urban Development's "Current Income Limits for Low Income Families" from 2018 and was retrieved from the City of Dallas website. https://dallascityhall.com/government/meetings/DCH%20Documents/senior-affairs-commission/FY%202018%20HUD%20Income%20Limits.pdf last accessed July 31, 2020.

Figure 3-15. WIC Clinics within Dallas with ¼ mile Buffer and Percent Foreign Born by Census Tract



Source: Google Maps

Figure 3-16. WIC Clinics within Dallas with 3-mile Buffer and Percent Foreign Born by Census Tract



Source: Google Maps

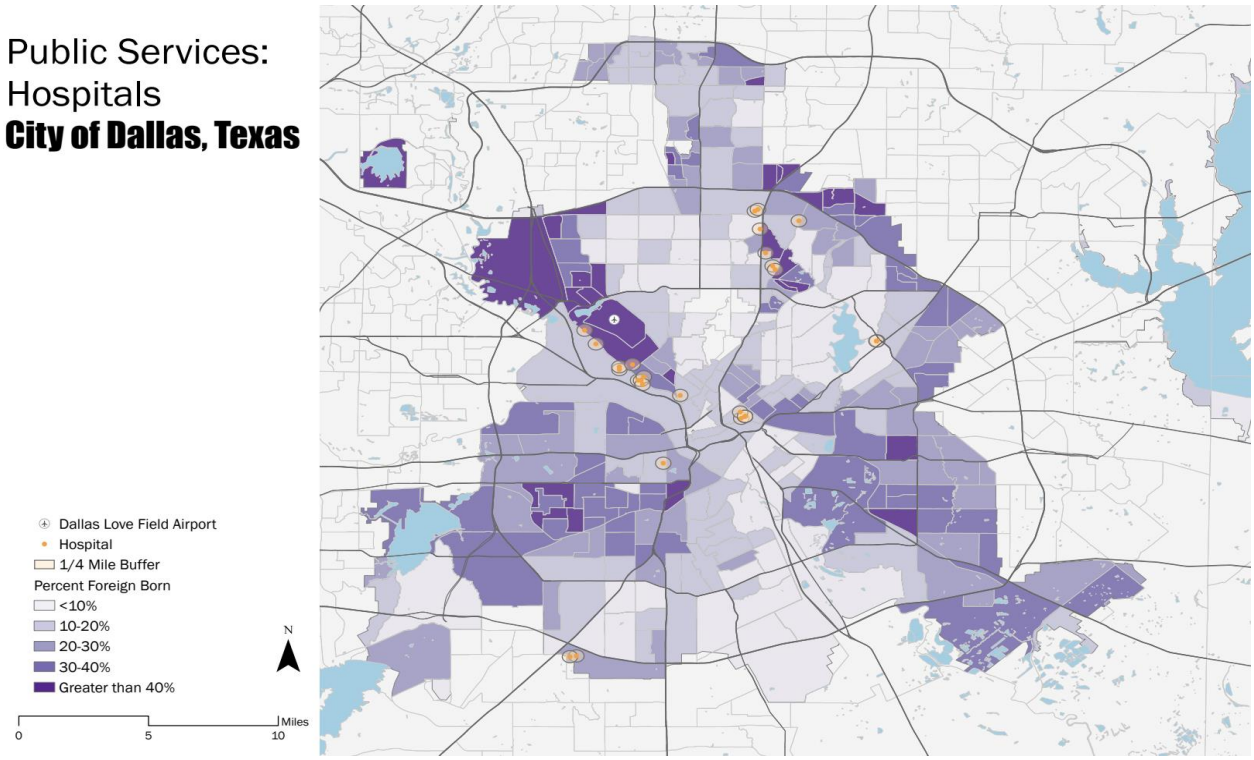
Hospitals

The story these maps illustrate about hospitals in the City of Dallas is very different from the story these maps suggest about WIC clinics. Hospitals in Dallas are heavily concentrated in the north, with only a few located in the southern region of the city. When analyzing hospital locations through a walking perspective, it is clear that only a few hospitals can be reached without a car. However, this analysis of hospital locations through a driving lens makes it clear that access to these medical facilities is much easier with a car and, ultimately, a vehicle is necessary to access medical care. Although having a vehicle does make it easier for most hospitals to be reached, not all communities in Dallas have the same kind of access to these essential amenities. That is, some of the most densely populated foreign-born communities do not fall within the walking buffer *or* the driving buffer.

One of the communities that does not have any hospitals located in either buffer is Oak Cliff. This is concerning because not only is it one of the most densely populated areas for the foreign-born community in Dallas, but also because of the burden it can place on these vulnerable communities when their health is at risk. During a medical emergency, it is hard for anyone to communicate effectively when calling for help. However, for the foreign-born community it is likely that this would be even more difficult due to language barriers. Oak Cliff was one of the

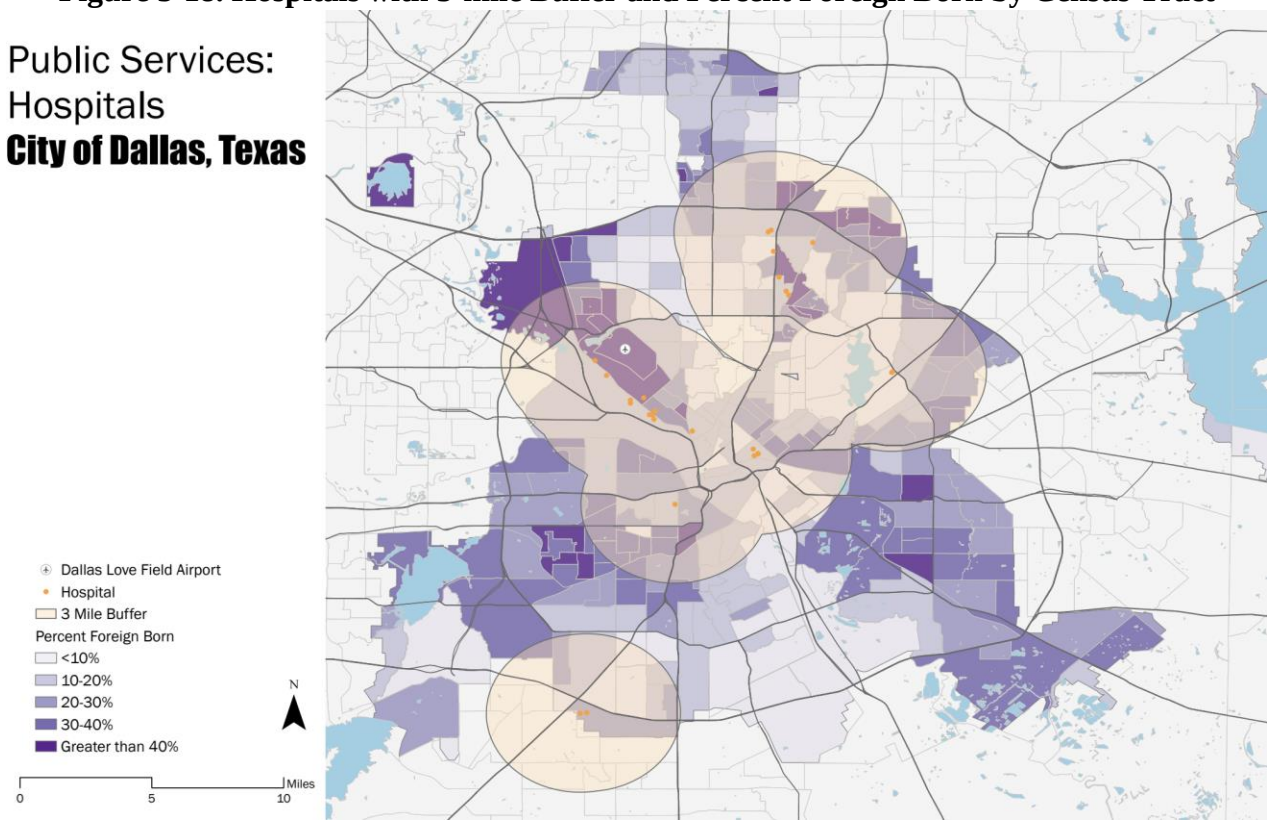
communities surveyed by the Field Research team and the results of their data indicated about half of the respondents did not think they spoke English well. Additionally, even when public transportation or carpooling is factored in, it would depend on the person's ability to get a ride or whether they have the time to use these shared modes of transportation without putting their health at risk. Flagging these potential issues with accessibility is important because it sheds some insight into the burdens that foreign-born communities have to contend with.

Figure 3-17. Hospitals within Dallas with ¼ mile Buffer & Percent Foreign Born by Census Tract



Source: Google Maps

Figure 3-18. Hospitals with 3-mile Buffer and Percent Foreign Born by Census Tract



Source: Google Maps

Transportation

Transportation represents an essential part of immigrant incorporation into a city. Accessibility and cost determine a person's ability to earn a living, visit and enjoy cultural sites, participate in community events, and take care of basic needs like buying groceries. Dallas, like most Texas cities, is notoriously suburban and sprawling. According to 2016 US Census Bureau data, Dallas became less dense as it grew between 2010 and 2016. It lost density at 2.8 percent,[133] ranking Dallas eighth in the country among sprawling Metropolitan Statistical Areas. San Antonio, Austin, and Houston came in first, second, and fourth respectively.

This can present problems for newcomers to the city of Dallas if car ownership or public transit options are limited. Despite limited data on transit patterns of immigrants, historically Mexican neighborhoods like Dallas' Oak Cliff anecdotally became more pedestrian-friendly during the 1970s to accommodate a growing population of immigrants from rural Mexico, where owning a car was uncommon. Even in 1990, at a time when Oak Cliff was 57 percent Latin American with about 36 percent foreign-born residents, Anglo households drove 70 percent more cars.[134]

Previous studies have shown that, after controlling for demographic, socioeconomic, and spatial characteristics, immigrants are more likely to utilize an alternative method of transit - public transit, carpool, bicycle, or walking - compared to their native-born counterparts.[135] However, measuring transit use and reliance on cars can be difficult in a diverse population like Dallas' immigrant community.

An individual's country of origin and class, as well as the local landscape, heavily influences how quickly foreign-born individuals adapt to the dominant car culture of Texas. Studies focused specifically on low-income immigrants show a lesser reliance on driving and car ownership, and a larger proportion of people using bicycles as their mode of transit.[136] While US Census Bureau data do not provide commute characteristics for foreign-born residents at the tract level, city wide data combined with commute patterns for the general population at the census tract level offers insight into how the immigrant community of Dallas uses transit in their daily lives.

Findings

Transit patterns from the US Census Bureau focus on commute to work patterns. While this does not tell the entire story of mobility, commute patterns can be used as a proxy for overall mobility patterns. 32 percent of Dallas' working age population is foreign-born, while 68 percent is native. It is important to contrast the commute patterns of these two groups to get a sense of

[133] Jed Kolko, "Seattle climbs but Austin sprawls" *The New York Times*, 2017. https://www.nytimes.com/2017/05/22/upshot/seattle-climbs-but-austin-sprawls-the-myth-of-the-return-to-cities.html last accessed July 31, 2020.
[134] A. K. Sandoval-Strausz, *Barrio America: How Latino Immigrants Saved The American City.* (Basic Books: New York Press, 2019).
[135] J. Barajas, Agrawal Weinstein, and D. Chatman, "Immigration, Income, and Public Transit Perceptions: Findings from an Intercept Survey" *Journal of Public Transportation, Vol. 21 (2)* 2008*:* pp. 1-18.
[136] Ibid., pp. 1-18.

whether barriers faced by the immigrant community are unique to their situation or present for other, broader groups of Dallas residents, like low income households.

Data limitations included missing information for some of the commute characteristics. For example, percentages of English speakers who used various modes of transit to get to work did not always represent the entire sample of working age people. This may be a result of respondents selecting multiple options or skipping the question, but percentages from US Census Bureau data were adjusted to reflect the proportion of respondents in each category.

The major takeaway from looking at city-wide transit patterns is that foreign-born residents who are not citizens or do not speak English very well appear to rely much more heavily on carpooling - or their own network of friends, family, and co-workers - than native-born residents, naturalized citizens, or individuals who speak another language but feel confident in their English language skills.

Table 3-3. Comparison of Native- and Foreign-Born Means of Commute to Work

Population	Means of Commute to Work		
	Drove alone	Carpooled	Public transit
Foreign born	73%	**17.7%**	3.2%
Native born	78.2%	8.1%	**4.5%**

Source: US Census Bureau, 2014-2018 American Community Survey 5-Year Estimates, Table S0802.

When looking at overall differences in the patterns of foreign-born versus native-born residents, it is clear that native-born residents are more likely to drive alone, while foreign-born residents are more likely to carpool to work. The slightly higher percentage of natives using public transit to get to work is surprising, especially given that nationwide, 4 percent of natives reported using public transit while 10 percent of foreign born said they used public transit to get to work. Larger metropolitan peer cities with better public transit systems, like Newark and Philadelphia report a much higher rate of public transit use across the board, suggesting low public transit use in Dallas could be a function of Texan car culture and less extensive rail networks. In Newark, 29 percent of natives and 23 percent of foreign-born reported using public transit to get work, with 26 percent and 19 percent respectively in Philadelphia.

It should also be noted that walking, taxis, bicycles, and working from home are not included in the chart. While native and foreign-born residents reported walking and using alternative forms of transit (ex. bicycle) at similar rates, natives were much more likely to work from home (5.8 percent) than foreign-born Dallasites (2.3 percent).

Carpooling trends were similar at the national level, tracking with previous research examining immigrant commute patterns, which shows that even recently arrived immigrants, with 5 years or less in the United States, "make over twelve times as many daily trips by carpool...as by public transit."[137] Low income and large family size predict greater likelihood of carpooling in the general population, and some immigrant communities are also more likely to be low income and have a large family.

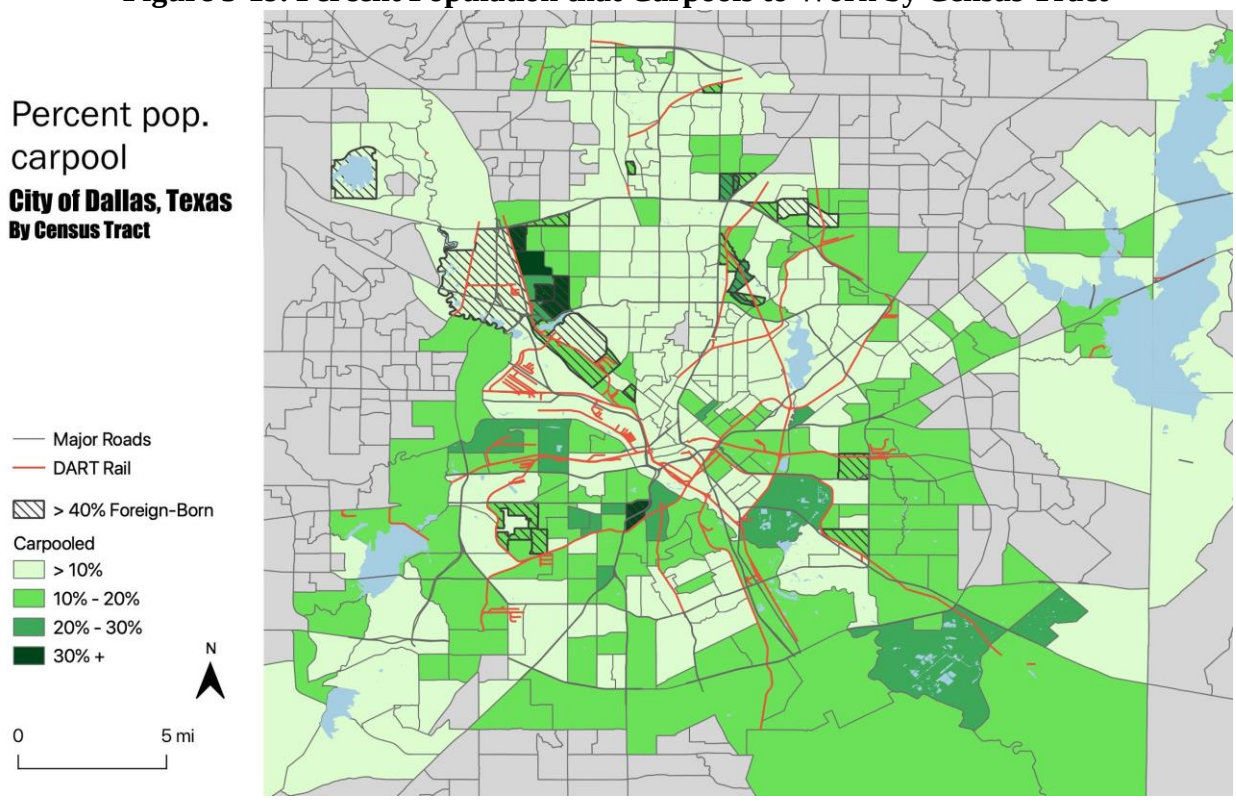
However, a 2010 study[138] found that characteristics "above and beyond" these typical predictors contributed significantly to carpool usage. The study supported several explanations for the strong pattern of carpool use in immigrant communities. Strong familial ties, a principal driver of immigration, compensate for fewer resources. While newcomers may rely more heavily on immediate and extended family, they also count on neighbors, coworkers, and friends. "Spatial proximity to other immigrants" is another way that immigrants can capitalize on social bonds.

A 2006 study found that immigrants are more likely to participate in carpooling if they are the same race, further backing the hypothesis that cultural, racial, and linguistic similarities shared by ethnic enclaves create an economically and socially beneficial environment.[139] Furthermore, the study points to the increased likelihood of immigrants working in a setting in which their coworkers are ethnically and culturally more similar to them. This may provide opportunities for individuals either living in the same household or neighborhood to take advantage of the proximity to maximize their resources. All of these patterns are more pronounced in Hispanic or Latin American communities, which represent a large proportion of Dallas' immigrant population.

Carpooling trends by census tract reveal that a large percentage of residents in northwest Dallas carpool to get to work. It is also clear that many of the census tracts identified as heavily populated by foreign-born residents' report carpooling to work more often than other areas, especially high-income areas in north Dallas. In Appendix I[140] Figure 0-25 the map of percentage of households with no vehicle reveals some overlap of lacking vehicle access in census tracts identified as densely foreign-born. However, the most vehicle-deficient census tracts are in southeast Dallas, not the most densely populated immigrant centers.

[137] Evelyn Blumenberg and Michael Smart, "Getting by with a little help from my friends…and family: immigrants and carpooling" *Springerlink*, 2010. https://search-proquest-com.ezproxy.lib.utexas.edu/docview/212420485?accountid=7118&rfr_id=info%3Axri%2Fsid%3Aprimo last accessed July 31, 2020.
[138] Ibid.
[139] H Choldin, Kinship Networks in the Migration Process. *The International Migration Review, Vol 7*(2): 163-175. 1973.
[140] Appendices can be found at https://hdl.handle.net/2152/82248 last accessed August 4, 2020.

Figure 3-19. Percent Population that Carpools to Work by Census Tract



Source: US Census Bureau, 2014-2018 American Community Survey 5-Year Estimates, Table S0802.

However, immigrant communities are diverse and wide variation within the immigrant community is expected depending on where they are from and how culturally similar to the United States their home country is. One of the easiest distinctions to examine is the difference in commute patterns between naturalized citizens and noncitizens. Twenty-five percent of foreign-born residents are naturalized citizens and 75 percent are not.

Table 3-4. Comparison of Naturalized Versus Noncitizen Means of Commute to Work

Population	Means of Commute to Work		
	Drove alone	Carpooled	Public transit
Foreign-born: Naturalized Citizen	**80.6%**	10.6%	2.2%
Foreign-born: Noncitizen	70.5%	**20%**	3.5%

Source: US Census Bureau, 2014-2018 American Community Survey 5-Year Estimates, Table S0802.

Once foreign-born residents are disaggregated by citizenship status, it is evident that noncitizens are far more likely to carpool than their citizen counterparts based on available data. Interestingly, commute patterns of naturalized citizens still don't quite mirror those of native-born residents - they use public transit much less frequently and drive alone slightly more than native-born residents. These trends are similar nationwide, except that across the country both naturalized and noncitizens used public transit more frequently.

Naturalization is correlated with the number of years spent in the United States. Past research indicates that the longer an immigrant resides in the United States, the more likely they are to adopt US native born mobility tendencies. Regardless of whether or not the foreign-born individual lives inside or outside of the principal city or metro areas, driving alone becomes more common over time.[141] Naturalization may also expand economic opportunities that make reliance on kinship networks like carpools less necessary for survival.

Another factor may be that the Texas Department of Public Safety requires documentation of citizenship or lawful presence status to obtain a driver license. US citizens, nationals, lawful permanent residents, refugees, and asylees are eligible for regular licenses, while other immigration statuses are issued temporary visitor/limited term driver licenses or ID. Limited term licenses expire with the status of the immigrant as determined by the Department of Homeland Security (DHS).[142] DHS verifies lawful presence through its Systematic Alien Verification for Entitlements (SAVE) program. If the first attempt to verify someone's identity fails, individuals can attempt to apply for identification or a license two more times, but they may need additional documentation proving identity. Becoming a naturalized citizen may remove the fear of interacting with these organizations. Individuals who have already gone

[141] Tanvi Misra, "The Newest Americans, Getting Off the Bus," *City Lab*, January 2017. https://www.citylab.com/transportation/2017/01/the-newest-americans-getting-off-the-bus/512048/ last accessed July 31, 2020.
[142] Texas Department of Public Safety. Verifying Lawful Presence, n.d. https://www.dps.texas.gov/DriverLicense/documents/verifyingLawfulPresence.pdf last accessed July 31, 2020.

through the process of naturalization may also feel more comfortable navigating the United States' bureaucracy after achieving citizenship.

Another dimension to consider is how English ability affects commute patterns. According to US Census Bureau data, 42 percent of workers 16 and older in Dallas speak another language at home, of which 45 percent reported speaking English very well, and 55 percent less than very well. Not all foreign language speaking households will be made up completely of foreign-born people, but language ability is often one of the most significant barriers immigrants face when integrating into a new community.

Table 3-5. Comparison of Foreign Language Speakers with Varying Levels of English Proficiency

Population: Speaks a foreign language at home	Means of Commute to Work		
	Drove alone	Carpooled	Public transit
Speaks English less than "very well"	74.4%	**18.5%**	1.4%
Speaks English "very well"	**80.5%**	11.3%	1.5%

Source: US Census Bureau, 2014-2018 American Community Survey 5-Year Estimates, Table S0802.

English ability did not appear to affect public transit use, suggesting it is accessible to individuals with who may not speak English at all. Despite this increase in use based on English proficiency, native-born residents are significantly more likely to use public transit. It is unclear whether these patterns reflect difficulty in navigating the public transport network, cultural values, personal preferences, or behaviors built over time.

A survey conducted in the San Francisco Bay Area in 2018 found that the cost of public transit was a major barrier in public transit use for low-income immigrants.[143] 60 percent of immigrant respondents said they would use public transit more if fare were reduced, with most saying they would use it "four or more days per week." However, the study reports trends similar to Dallas, showing immigrant preference for driving (if available) over public transit. Neighborhood characteristics like crime rate, transit reliability, and infrastructure affect all public transit users regardless of immigration status, but low-income immigrants may prefer driving to public transit to accommodate a larger household or traveling with young children.

UCLA's Evelyn Blumenberg, chair of urban planning at the Luskin School of Urban Affairs, presented research at a 2016 transit conference showing that nationwide, public transit use in

[143] J Barajas, Agrawal Weinstein, and D. Chatman, Immigration, Income, and Public Transit Perceptions: Findings from an Intercept Survey. *Journal of Public Transportation, Vol. 21 (2):* pp. 1-18, 2018.

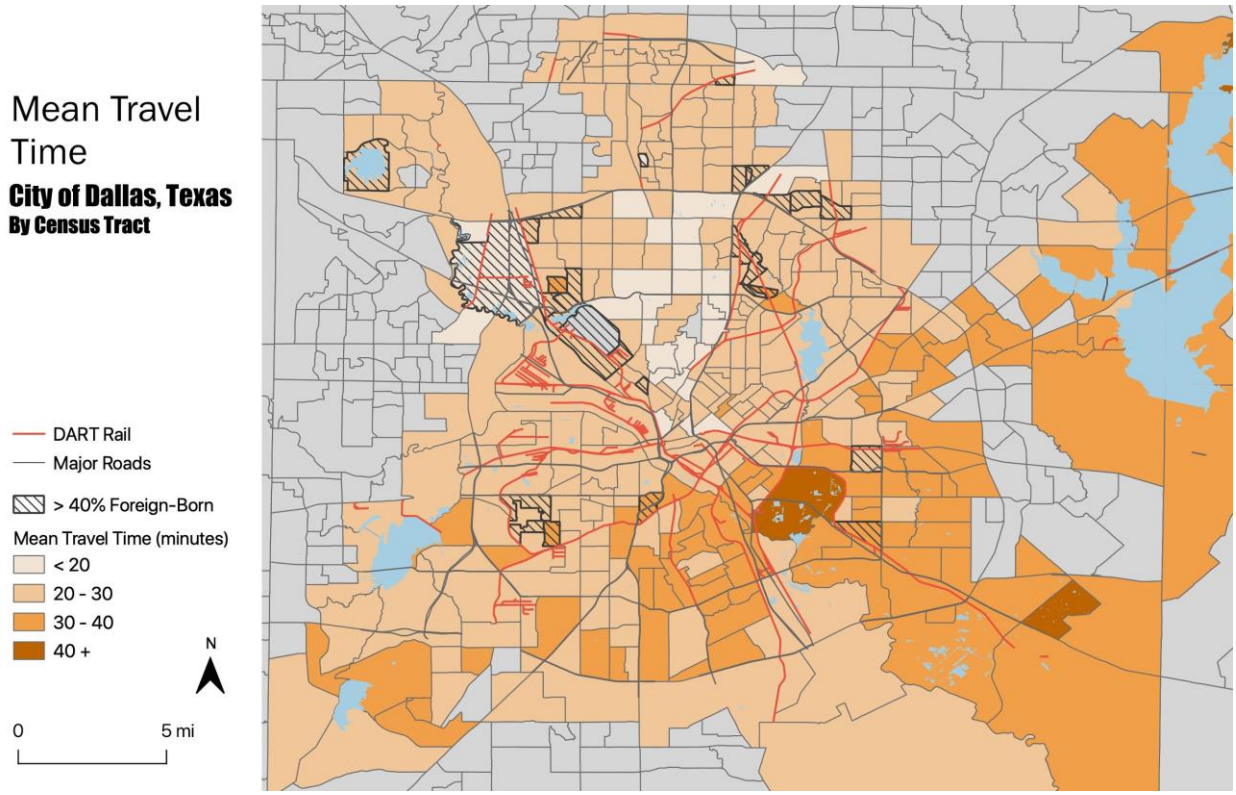
immigrant communities has declined. Between 1980 and 2014, ridership fell from 16 to 10 percent of foreign-born commuters.[144] In part, this trend can be attributed to changing housing and settlement patterns of immigrants within the urban landscape. Despite continuing to settle in large metro areas like New York, Los Angeles, and Chicago, many are choosing to live in more suburban areas with more affordable housing markets. Car ownership is almost essential for suburban residents in Dallas, especially since many working-class jobs that may be available to immigrants either require a vehicle or the flexibility that owning a car offers.

Additionally, the longer a foreign-born individual resides in the United States, the more likely they are to adopt typical American behaviors. This effect is present no matter how far from the central business district an immigrant household lives. Aside from increasing their earning potential and offering convenience, owning a car can be seen as a status symbol and a rite of passage in becoming American.

These findings help contextualize the data associated with Dallas residents, and suggest that low income and neighborhood characteristics are barriers regardless of whether someone is native- or foreign-born. As explained in the background section, this has positive implications for policy action that could expand access and use for both populations, preventing targeted programming that may draw unwanted attention to immigrant communities or spark xenophobic nationalism.

[144] Tanvi Misra, "The Newest Americans, Getting Off the Bus" *City Lab*, January 2017. https://www.citylab.com/transportation/2017/01/the-newest-americans-getting-off-the-bus/512048/ last accessed July 31, 2020.

Figure 3-20. Mean Travel Time to Work by Census Tract with High-density Foreign-born Tracts



Source: US Census Bureau, 2014-2018 American Community Survey 5-Year Estimates, Table S0802.

Historically, immigrant enclaves are predominantly self-sufficient communities with their own stores, shops, and businesses. Social ties between families and ethnic groups help connect newcomers to jobs, services, and retail opportunities.[145] Dallas' Oak Cliff community was an example, with a high concentration of Mexican immigrants forming their own "Little Mexico". It is interesting to note that two of the most heavily immigrant census tracts appear to be in areas with a mean commute time of less than 20 minutes, while another ten or so are between 20 and 30 minutes. While this is not a definite indication that foreign-born residents are working within their own areas of Dallas, the findings suggest they may live and work in the same area instead of commuting downtown to work.

Since a significant proportion of the foreign-born community in Dallas utilizes cars to get around, or at least to get to work, it is important to analyze what the economic impact might be on immigrant families. The Citizens Budget Commission recently developed a location affordability index using HUD data to compare the share of income spent on housing and transportation across 20 cities in the United States.[146] A city's affordability is typically presented

[145] Evelyn Blumenberg and Michael Smart, Brother can you Spare a Ride? Carpooling in Immigrant Neighbourhoods. *Urban Studies, Vol. 51*(9): 1871-1890, 2013.
[146] Adrian Pietrzak, "Rent and Ride: Affordability is About Both" January 2020. https://cbcny.org/research/rent-and-ride last accessed July 31, 2020.

as the cost of housing alone, but transportation costs can sometimes offset, or exacerbate, the cost of housing. This index also considers both as a percentage of the median household income. New York City is often held up as one of the most expensive cities in the country, but it ranked 8th most affordable out of the 20 cities analyzed, while Dallas ranked 15 with nearly 50 percent of income going to housing and transportation.

According to Dallas Area Rapid Transit's (DART) website, bus fare is $2.50 per ride or a day pass can be purchased ($6.00 for local, $12.00 regional, and $3.00 reduced). Day passes can be purchased for DART rail at the same price, or individuals can purchase an AM or PM pass for $3.00. Assuming a person works 5 days per week, they work about 22 or 23 days a month. Bus fare for two trips per day, without a bus transfer, over one month would be $110 if an individual paid the daily fare, $132 if they buy a local day pass, and $264 if they buy a regional day pass. If a person pays the AM or PM fare for the DART rail system and makes two trips per day, they will pay $132 to commute to and from work.

DART recently implemented a new DiscountGo Pass that reduces fares by 50 percent. While the program is not available to everyone, participation in one of the following government services determines eligibility: Children's Health Insurance Program, Temporary Assistance for Needy Families, Housing Choice Vouchers (formerly known as Section 8), Supplemental Nutrition for Women, Infants and Children, Supplemental Nutrition Assistance Program (SNAP), Medicare, or Medicaid.

While noncitizens are eligible for these programs, in some cases they must provide documentation or be put on a wait list. For example, refugees, "qualified alien children under 18", and selected ethnic groups of refugees are eligible for SNAP without being put on a waiting list. Legal permanent residents can apply but must meet the requirement of 40 hours of work per week. Extensive paperwork and bureaucracy may effectively prevent many eligible foreign-born residents from receiving these benefits, especially in an atmosphere with low trust in government institutions or fear of deportation.[147]

[147] USDA. SNAP Policy on Noncitizen Eligibility, 2013. https://www.fns.usda.gov/snap/eligibility/citizen/non-citizen-policy last accessed July 31, 2020.

Cultural Assets

In the late 1950s and 1960s, the United States faced the abandonment of the public realm and the emptying and dying of cities. As "New Urbanists" rallied together to try and revitalize the United States' dying cities, Latin Americans in the United States were already creating a new urbanism of their own. They were creating *barrios*, and they were creating culture. They were creating places to gather for these "new" communities.[148]

Beyond economic factors that help people survive, individuals need common spaces to create a community where they can thrive. This section shows cultural assets in Dallas that will help depict areas of cultural richness for WCIA.

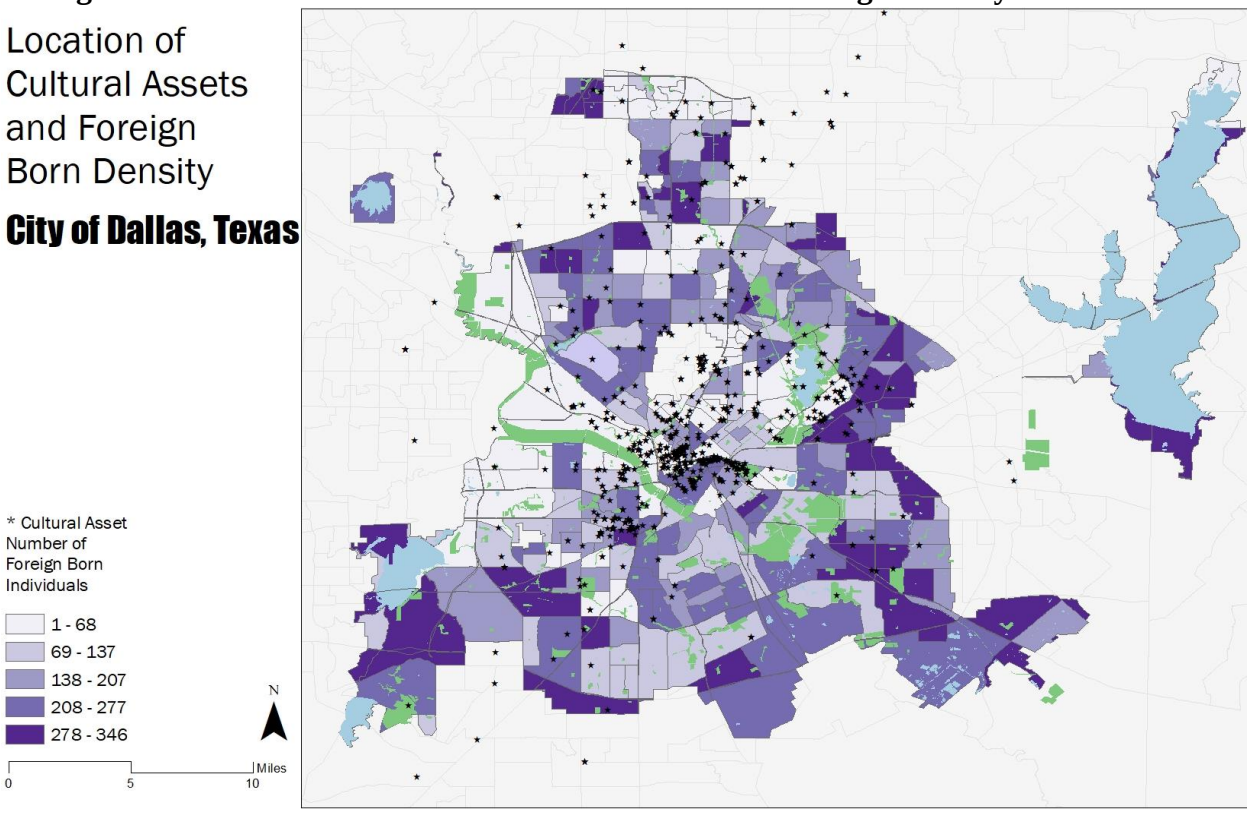
Description of Data

The data were taken from the 2018 Dallas Cultural Plan, which identified over 600 places where Dallas residents experience culture. The data points from the cultural plan are layered with 2018 ACS 5-year estimates.

The Cultural Assets map (Figure 3-21)shows data points from the 2018 Dallas Cultural Plan layered on the distribution of the foreign-born population by census tract. This map shows that a large concentration of the cultural locations identified in the cultural plan are located in and around downtown and North Oak Cliff. Although these areas have a foreign-born presence, they are not the tracts with the highest levels of immigrants. These data suggest that either foreign-born cultural assets were not well represented in the 2018 Dallas Cultural Plan, or there are not many physical cultural assets located in immigrant communities.

[148]A. K. Sandoval-Strausz. *Barrio America: How Latino Immigrants Saved the American City.* Basic Books: New York Press, 10, 262n3, 2019.

Figure 3-21. Location of Cultural Assets with Percent Foreign Born by Census Tract



Source: Social Explorer, 2014-2018 ACS 5-Year Estimates, Table B05002, 2018 Dallas Cultural Plan

Educational Assets

Public schools represent a key tool for helping connect immigrant families with children to public services they may otherwise be unaware of. Aside from acting as a nexus for incorporating families into the community, quality education is related to future gainful employment, stable families, and civically engaged individuals.[149]

These personal advantages extend beyond the individual. A strong network of public schools is linked to widespread social and economic benefits as well. These benefits - of developing "human capital" - materialize in lower rates of unemployment, greater tax revenue as a function of increased earning power and a lesser need for support from nonprofit and state services. It is also tied to reduced crime, public health, and civic engagement.

Unfortunately, socioeconomic circumstances and English language skills have a strong bearing on whether or not immigrant families are able to take advantage of public education to realize the potential of social mobility. While some immigrant groups have seen more success in public

[149] Dana Mitra, Pennsylvania's Best Investment: The Social and Economic Benefits of Public Education. Education Law Center, June 2011. https://www.elc-pa.org/wp-content/uploads/2011/06/BestInvestment_Full_Report_6.27.11.pdf last accessed July 31, 2020.

schools - some even more than their native-born peers - barriers like discrimination and economic disadvantage have negatively affected the experience of other groups.

In 2017, immigrant children represented 23 percent of US school-aged children, with 19 percent Latin American and 4 percent Asian American. However, outcomes for these two diverse groups are vastly different. While half of Mexican immigrant children had parents without a high school diploma, most of their East Asian peers had college-educated parents.[150] Initial disparities that may exist between differing immigrant groups place greater importance on the accessibility of quality education to immigrants from lower socioeconomic backgrounds.

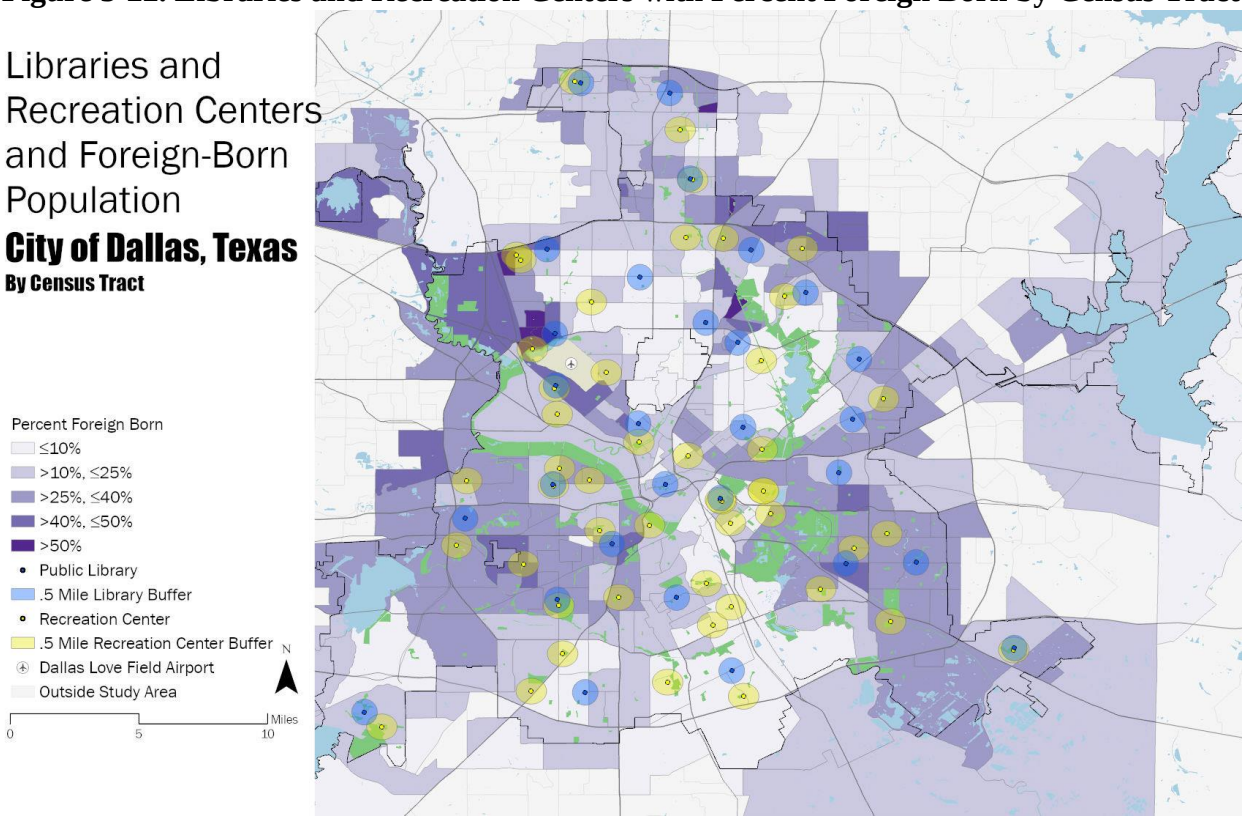
The following section seeks to evaluate the quality of Dallas Schools to build an understanding of which neighborhoods could benefit the most from investment and attention from the city, especially those in highly immigrant neighborhoods. Public libraries and city recreation centers are also included. These assets offer a range of services and programs that can benefit local communities, and insufficient access could make it more difficult for the City to connect with and serve these communities.

Educational Asset Access

In addition to school campus locations, public library, and recreation center access were mapped. Public library data are available from the City of Dallas GIS Services, while recreation center addresses were pulled from the Dallas Parks and Recreation website. These locations were mapped over foreign-born population by census tract. While this analysis heavily emphasizes access to schools, adult education could be a greater need among immigrant populations. Whereas just 10.7 percent of native-born residents 25 years old or older have less than a high school education, that figure leaps to 50.9 percent for foreign-born residents.[151]

[150] Robert Crosnoe and Ruth N. López Turley, "K-12 Educational Outcomes of Immigrant Youth." *Future Child*; 21(1): 129-152, August 2017. https://www.ncbi.nlm.nih.gov/pmc/articles/PMC5555844/ last accessed July 31, 2020.
[151] ACS 2014-2018 5-Year Estimates, Table S0501. City of Dallas.

Figure 3-22. Libraries and Recreation Centers with Percent Foreign Born by Census Tract



Source: US Census Bureau, 2014-2018 American Community Survey 5-Year Estimates, Table B05002.
US Census Bureau 2017 TIGER/Line State Level Geodatabases, Texas.
City of Dallas Enterprise GIS, Planimetric Data.
Dallas Parks and Recreation website, Recreation Facilities, 2020.

Most of Dallas is within driving distance (three miles) of both public libraries and recreation centers (see Figure 0-28 in Appendix I).[152] The walking distance buffer map shows that some majority foreign-born census tracts do not have easy access to these facilities, particularly communities northwest of Dallas Love Field, in far north Dallas, and in Vickery Meadow. There are significant gaps in slightly lower foreign-born population tracts in the southern half of the city, particularly in and north of Oak Cliff.

Quality School Access

Campus locations were pulled from the Texas Education Agency's (TEA) School District Locator, which includes data for each campus rated by TEA already geocoded and mapped out.[153] These points were matched with campus ratings from TEA's 2018-2019 Texas Academic Performance Reports. TEA school ratings are defined as follows:[154]

[152] Appendices can be found at https://hdl.handle.net/2152/82248 last accessed August 4, 2020.
[153] TEA does not rate private schools.
[154] Scores are based on student achievement and progress and school progress in addressing education outcome gaps along racial, ethnic, and socioeconomic divides. For additional detail on methodology, see TEA's 2019

Table 3-6. TEA School Rating Definitions

Letter Grade	A	B	C	D	F
Overall Rating (scaled score)	90 - 100	80 - 89	70 - 79	60 - 69	≤ 59
Definition	Exemplary Performance	Recognized Performance	Acceptable Performance	In Need of Improvement	Unacceptable Performance

Source: TEA 2019 Accountability Manual, Texas Education Code §39.054.

Because Dallas Independent School District (DISD) district mapping files were readily available, this analysis was limited to DISD campuses. School feeder districts were approximated using census block groups in order to observe immigrant access to schools at a more granular level than census tracts.[155] Each census block group was associated with three ratings for their designated elementary, middle, and high school. These three school ratings were summed for each block group and averaged for each percentage foreign-born population tier.

Table 3-7. TEA School Rating Averages by Census Block Group Foreign-born Population

Percent of Population that is Foreign-Born Population (Census Block Group)	TEA Average 2019 Campus Overall Scaled Score
≤10%	77.9 (C)
>10%, ≤25%	76.1 (C)
>25%, ≤40%	76.6 (C)
>40%, ≤50%	76.4 (C)
>50%	77.6 (C)

Source: TEA 2018-2019 TAPR, ACS 2014-2018 5-Year Estimates, Table B99051.

The resulting table shows little variation in school quality across levels of foreign-born population. This analysis takes into account the overall level of quality assuming that residents would attend their designated elementary, middle, and high school. When these school levels are separated out, there is a slightly different picture that emerges. Calculating the total foreign-born resident percentage of each approximated feeder district shows a slight pattern of average school

Accountability Manual: http://ritter.tea.state.tx.us/rules/tac/chapter097/19_0097_1001-1.pdf. Overall ratings methodology is discussed on page 47. Letter grade to overall scaled score conversion is discussed on page 50. Definitions are from Texas Education Code §39.054.

[155] Each census block group was assigned to an elementary, middle, and high school district based on which district the center of each block group was located in. The foreign-born and total population of each block group were summed to approximate the foreign-born population of individual elementary, middle, and high school districts. See Figures 0-56 through 0-58 in Appendix I for maps of approximated districts. Appendices can be found at https://hdl.handle.net/2152/82248 last accessed August 4, 2020.

quality increasing as feeder district foreign-born population increases (See Table 0-59 in Appendix I).[156] This relationship is not necessarily significant, though it might indicate that school quality available to foreign-born residents differs across school levels (elementary, middle, and high school).

Economic Assets

Foreign-born individuals tend to have lower incomes than native-born individuals. While 31.8 percent of native-born Dallas residents have incomes less than $35,000 per year, 52.9 percent of foreign-born residents earn below that amount. On the other end of the income spectrum, 27.1 percent of native-born residents make $75,000 or more compared to 11.1 percent of foreign-born residents. While native- and foreign-born residents in Dallas have similar rates of poverty (18.0 percent and 18.1 percent respectively), a greater proportion of foreign-born residents have incomes between 100 percent and 200 percent of poverty compared to native-born residents (29.3 percent compared to 22.1 percent).[157]

Immigrants tend to have lower rates of participation in financial markets, meaning they are less likely to have a checking account, savings account, or Individual Retirement Account, and less likely to own stock or mutual funds than the native-born population.[158] The wealth gap between foreign- and native-born households partially manifests itself in these lower rates of participation in financial markets. Lack of access to appropriate financial facilities can exacerbate this low rate of participation, so it is important to ensure that foreign-born populations have access to banks and financial institutions.

Another potential issue for foreign-born individuals when it comes to income are education and training. While a large share of immigrant workers are in lower-skilled jobs, there is a sizable demand for skilled workers.[159] Training and education could help match foreign-born workers with higher-paying jobs. A 2018 Urban Institute report that involved interviews with service providers and stakeholders in Dallas, Miami, and Seattle found that the primary barriers facing immigrants pursuing education and training were limited English proficiency, difficulty transferring foreign credentials and overseas job experience to the US market, low digital literacy and low basic skills, high housing costs and lack of transportation and child care, and financial pressures.[160] Workforce development services can help reduce these barriers, so access to workforce development resources will be considered as part of economic asset access.

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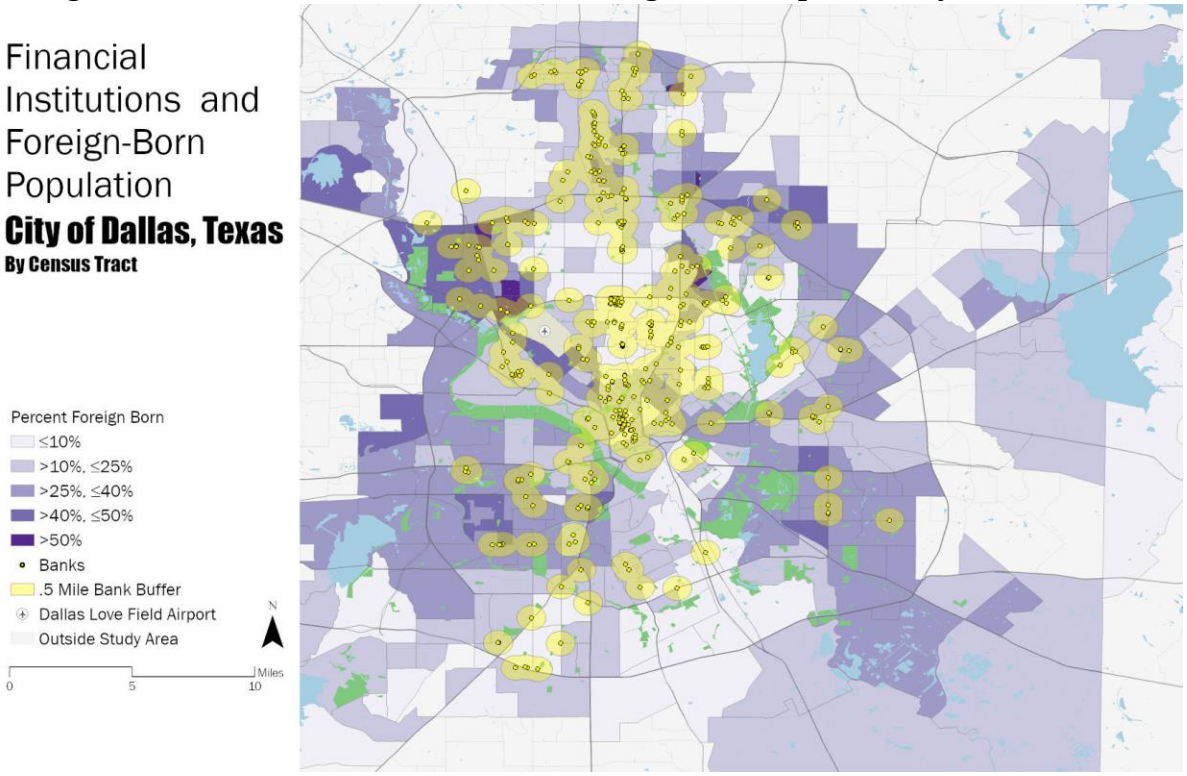
[156] Appendices can be found at https://hdl.handle.net/2152/82248 last accessed August 4, 2020.
[157] ACS 2014-2018 5-Year Estimates, Table S0501. City of Dallas.
[158] Una Okonkwo Osili and Anna L. Paulson, "Immigrants' Access to Financial Services and Asset Accumulation", September 2017. https://economics.yale.edu/sites/default/files/files/Workshops-Seminars/Labor-Public/osili-paulson-071105.pdf last accessed July 31, 2020.
[159] Hamutal Bernstein and Carolyn Vilter, Upskilling the Immigrant Workforce to Meet Employer Demand for Skilled Workers, *Urban Institute*, July 2018. https://www.urban.org/sites/default/files/publication/98766/upskilling_immigrant_workforce_to_meet_employer_demand_for_skilled_workers_2.pdf last accessed July 31, 2020.
[160] Ibid.

In order to explore access to economic resources for foreign-born residents, this section will examine financial institutions, workforce development centers, and community college campuses in Dallas. Loan denial rates are also examined to get a closer look at foreign-born residents' access to homeownership, an important wealth-building tool. Neighborhoods with poor access to economic resources and high loan denial rates could be in need of increased assistance and outreach.

Economic Asset Access

The Federal Financial Institutions Examination Council (FFIEC) was used as the primary resource for economic asset analysis.[161] Only financial institutions listed as being in Dallas were included in mapping, which could explain the lack of banks present in the outer areas of the City of Dallas.

Figure 3-23. Financial Institutions and Foreign-born Population by Census Tract



Source: US Census Bureau, 2014-2018 American Community Survey 5-Year Estimates, Table B05002.
US Census Bureau 2017 TIGER/Line State Level Geodatabases, Texas.
City of Dallas Enterprise GIS, Planimetric Data.
Federal Financial Institutions Examination Council, National Information Center, 2020.

[161] Seven financial institution types from FFIEC National Information Center data were included in analysis: Domestic Branch of a Domestic Bank, Federal Credit Union, National Bank, Non-member Bank, State Credit Union, State Member Bank, and State Savings Bank.

While there is clear clustering of bank locations in the center of Dallas, overall there is reasonable access by car, represented by a three-mile buffer, throughout the city (see Figure 0-33 in Appendix I).[162] There are some areas to the far south that appear to have low access to banking services, but this may be due to the way data were pulled from FFIEC. The walking distance buffer, a ½ mile, shows slightly poorer access in southwest and southeast Dallas, which could force residents without cars in those neighborhoods to access predatory lending services. Both of the areas in southwest and southeast Dallas with poor access contain tracts with between 25 percent and 40 percent foreign-born population.

Workforce development sites were pulled from Greater Dallas Workforce Solutions' website while community college campuses were pulled from the Dallas County Community College District's (DCCCD) website. Both Workforce Solutions Greater Dallas and DCCCD partner with the City of Dallas' Office of Economic Development in order to provide workforce development resources to city residents. DISD also partners with the Office of Economic Development, so some of the DISD campuses mapped for in the Educational Asset Mapping Section might prove helpful resources to foreign-born populations seeking workforce development resources as well (see Figure 0-29 in Appendix I).[163]

Workforce Development Centers are spread throughout the greater Dallas area in order to reach as many people as possible. These centers alone leave many gaps in access to resources, but access is vastly improved when viewed in combination with DCCCD campuses. There are still a few neighborhoods that are only partially within the driving distance buffers. Of note, Vickery Meadow, the area just northwest of Dallas Love Field Airport, and parts of Oak Cliff. Access to public workforce development resources may be more difficult for foreign-born residents in these neighborhoods.

[162] Appendices can be found at https://hdl.handle.net/2152/82248 last accessed August 4, 2020.
[163] Appendices can be found at https://hdl.handle.net/2152/82248 last accessed August 4, 2020.

Figure 3-24. Workforce Development Centers, Community Colleges, and Foreign Born by Census Tract

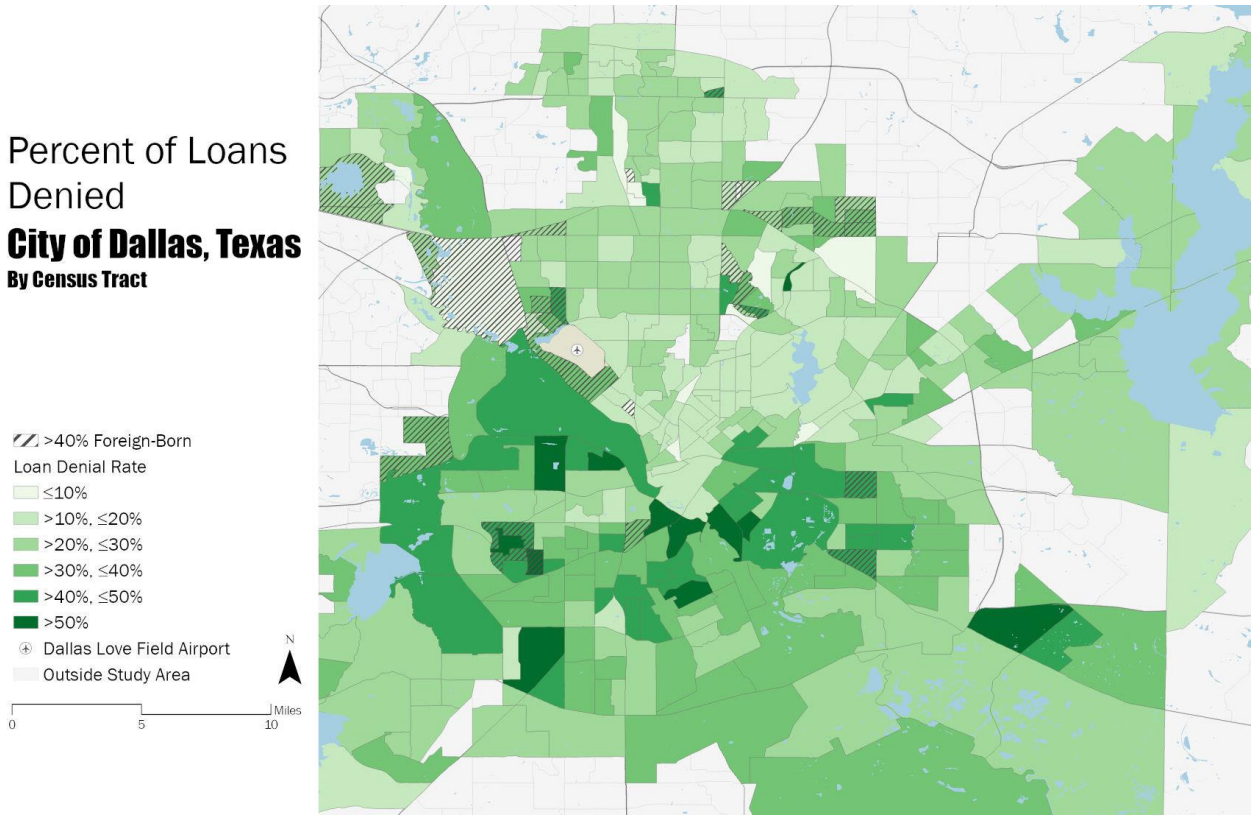
Source: US Census Bureau, 2014-2018 American Community Survey 5-Year Estimates, Table B05002.
US Census Bureau 2017 TIGER/Line State Level Geodatabases, Texas.
City of Dallas Enterprise GIS, Planimetric Data.
Workforce Solutions Greater Dallas website, list of centers, 2020.
Dallas County Community College District, Maps and Locations, 2020.

Loan Denial Rates

Census Tract loan denial rates were calculated using Home Mortgage Disclosure Act (HMDA) data administered by the FFIEC, specifically data related to loan actions.[164] Loan data do not distinguish between foreign- and native-born applications, so loan denial rates by census tracts are compared with tracts that are greater than 40 percent foreign-born. Ideally, a multivariate approach like multivariate statistical regression could be performed to explore the relationship between credit outcomes and foreign-born status of the applicant. However, data beyond the scope of HMDA is required to perform such an analysis.[165]

[164] Five action types listed in HMDA data were included in analysis: loan originated, application approved but not accepted, application denied, preapproval request denied, and preapproval request approved but not accepted. Of these types, application denied, and preapproval request denied were considered loan denials.
[165] Introducing New and Revised Data Points in HMDA. *Consumer Financial Protection Bureau*. August 2019. https://files.consumerfinance.gov/f/documents/cfpb_new-revised-data-points-in-hmda_report.pdf last accessed July 31, 2020.

Figure 3-25. Percent of Loans Denied by Census Tract with High-density Foreign-Born Tracts



Source: US Census Bureau, 2014-2018 American Community Survey 5-Year Estimates, Table B05002.
US Census Bureau 2017 TIGER/Line State Level Geodatabases, Texas.
City of Dallas Enterprise GIS, Planimetric Data.
Home Mortgage Disclosure Act Data, 2018.

Tracts with higher loan denial rates are almost all in the southern half of the City. Of particular note are a few tracts with both high loan denial percentages and foreign-born population percentages in the Vickery Meadow neighborhood, far north Dallas, and the area just south of Richardson. These tracts stand out from those around them with higher loan denials and larger foreign-born populations. The isolation seen in the map could indicate a greater need for economic resources in those areas.

Housing Problems and Affordability

Immigrants can be particularly vulnerable in regard to housing, and securing safe, affordable housing is key to any integration effort.

Homeownership has long been touted as an important tool for wealth accumulation. While this status has become controversial, homeownership has been shown to lead to gains in wealth.

However, slightly lower gains are associated with lower-income and nonwhite households.[166] Foreign-born households in Dallas are 3.9 percent more likely to be renters compared to native-born residents (61.6 percent compared to 57.7 percent).[167] Homeownership rates among foreign-born households are affected by country of origin, length of time in the United States, citizenship status, language ability, and cultural perceptions of homeownership. Low homeownership rates among foreign-born households might reflect the recent arrival of immigrants, the scarcity of services that support immigrant homeownership aspirations, or simply the lack of affordable owner-occupied homes.[168]

Foreign-born households that are renters as opposed to owners face additional challenges. Exploitative landlords can take advantage of lack of language ability or knowledge of rights, forcing foreign-born households into substandard or precarious housing situations.[169] Hispanic or Latin American renter households may avoid using the legal system to defend their rights over fear of consequences or lack of confidence in the system.[170] Eviction is thus of particular concern for immigrant populations. Research shows that Hispanic or Latin American renters in white neighborhoods with non-Hispanic landlords are at a higher risk of eviction regardless of foreign-born status.[171]

Households that have difficulty paying rent, use a large portion of their income to pay rent, are overcrowded, move frequently, and double up with friends and relatives are defined as having housing instability. Housing instability is associated with negative health outcomes such as lack of regular healthcare, postponement of needed medical care and medications, increased use of emergency departments, and increased hospitalizations.[172] If foreign-born households are more likely to be evicted, this could lead to increased risk of housing instability.

A household is considered cost burdened if it spends over 30 percent of household income on housing costs (rent, utilities, mortgage payments, taxes, insurance, etc.). As shown in Table 3-8, foreign-born owner households in Dallas are 5.1 percent more likely to be cost burdened than native-born owner households, while foreign-born renters are 2.6 percent more likely to be cost

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[166] Christopher Herbert, Daniel McCue, and Rocio Sanchez-Moyano, "Is Homeownership Still an Effective Means of Building Wealth for Low-Income and Minority Households? (Was it Ever?)" September 2013. Joint Center for Housing Studies, Harvard University. https://www.jchs.harvard.edu/sites/default/files/hbtl-06.pdf last accessed July 31, 2020.

[167] ACS 2014-2018 5-Year Estimates, Table S0501. City of Dallas.

[168] Demetrios Papademetriou, Biran Ray, and Maria Jachimowicz, "Immigrants and Homeownership in Urban America: An Examination of Nativity, Socio-Economic Status and Place" *Migration Policy Institute*, https://www.migrationpolicy.org/research/immigrants-and-homeownership-urban-america-examination-nativity-socio-economic-status-and last accessed July 31, 2020.

[169] Joe Lampert, "The Housing Problems of Immigrants." *Gotham Gazette*. https://www.gothamgazette.com/development/2605-the-housing-problems-of-immigrants last accessed July 31, 2020.

[170] Deena Greenberg, Carl Gershenson, and Matthew Desmond, Discrimination in Evictions: Empirical Evidence and Legal Challenges. *Harvard Civil Rights - Civil Liberties Law Review*, 2016. https://scholar.harvard.edu/files/mdesmond/files/greenberg_et_al._.pdf last accessed July 31, 2020.

[171] Ibid.

[172] Margot Kushel, Reena Gupta, Lauren Gee, and Jennifer Haas, Housing Instability and Food Insecurity as Barriers to Health Care Among Low-Income Americans. *National Center for Biotechnology Information*, https://www.ncbi.nlm.nih.gov/pmc/articles/PMC1484604/ last accessed July 31, 2020.

burdened. Prior research has shown that legal status, more than foreign-born status itself, is an indicator for housing cost burden.[173] Data for the City of Dallas reflect this pattern. Naturalized foreign-born owner and renter households are less likely to be cost burdened (8.6 percent and 6.5 percent less respectively) than foreign-born households that are not US citizens.

Table 3-8. Percent of Owner and Renter Households Cost-Burdened by Citizenship Status

	Native-Born	Foreign-Born	Foreign-Born: Naturalized	Foreign Born: Not a US Citizen
% Owner Households Experiencing Cost Burden	24.2%	29.3%	24.8%	33.4%
% Renter Households Experiencing Cost Burden	44.0%	46.6%	41.4%	47.9%

Source: ACS 2014-2018 5-Year Estimates, Table S0501. City of Dallas.

A household is considered overcrowded if there is more than one person per room in the housing unit. Overcrowding can help lower the number of households experiencing cost burden. If housing is too expensive, households may shift their spending from other goods and services or endure overcrowding conditions, leading to reduced quality of life. Overcrowding tends to be most prevalent among foreign-born residents, renter households, and central city households.[174] Foreign-born households in Dallas are 14.8 percent more likely to be experiencing overcrowding compared to native-born residents.[175]

Overcrowding is stressful to health and well-being and has been linked with adverse health outcomes such as infectious disease and mental health problems. Furthermore, overcrowding can suggest difficulty finding affordable housing in good repair.[176] Overcrowding is particularly harmful to children and can even erase the advantage given by the parents' level of educational attainment.[177]

High cost burden and overcrowding indicate a greater need for affordable units. Some deeply affordable units receive government subsidies in order to maintain affordability. While there are generally strict rules regarding noncitizen immigrant eligibility for public assistance programs,[178] properties funded through the Low Income Housing Tax Credit (LIHTC) program do not have

[173] Eileen D. McConnell, Who has housing affordability problems? Disparities in Housing Cost burden by Race, Nativity and Legal Status in Los Angeles. *National Center for Biotechnology Information.* September 2013. https://www.ncbi.nlm.nih.gov/pmc/articles/PMC3784340/ last accessed July 31, 2020.
[174] Measuring Overcrowding in Housing. *US Department of Housing and Urban Development, Office of Policy Development Research,* September 2007. https://www.census.gov/content/dam/Census/programs-surveys/ahs/publications/Measuring_Overcrowding_in_Hsg.pdf last accessed July 31, 2020.
[175] ACS 2014-2018 5-Year Estimates, Table S0501. City of Dallas.
[176] World Health Organization. WHO Housing and Health Guidelines. https://www.ncbi.nlm.nih.gov/books/NBK535289/ last accessed July 31, 2020.
[177] J. Brian Charles, "Children May Suffer Worst Effects of Housing Crunch." *Governing*, January 2018. https://www.governing.com/topics/urban/gov-children-overcrowding-housing-cities-lc.html last accessed July 31, 2020.
[178] Ruth E. Wasem, Unauthorized Aliens' Access to Federal Benefits: Policy and Issues. *Congressional Research Service*, September 2012. https://fas.org/sgp/crs/homesec/RL34500.pdf last accessed July 31, 2020.

immigration restrictions.[179] Some LIHTC properties layer funding with other federal programs, typically from HUD, that have stricter immigration requirements. Naturalized foreign-born individuals do not have this eligibility issue and may be eligible for HUD- or LIHTC-subsidized properties.

In order to explore housing issues facing foreign-born residents, this section will give an overview of homeownership, evictions, cost burden, overcrowding, and subsidized housing in Dallas. Neighborhoods that show a variety of housing problems and little public investment in affordability could be particularly in need of housing assistance or outreach regarding resources.

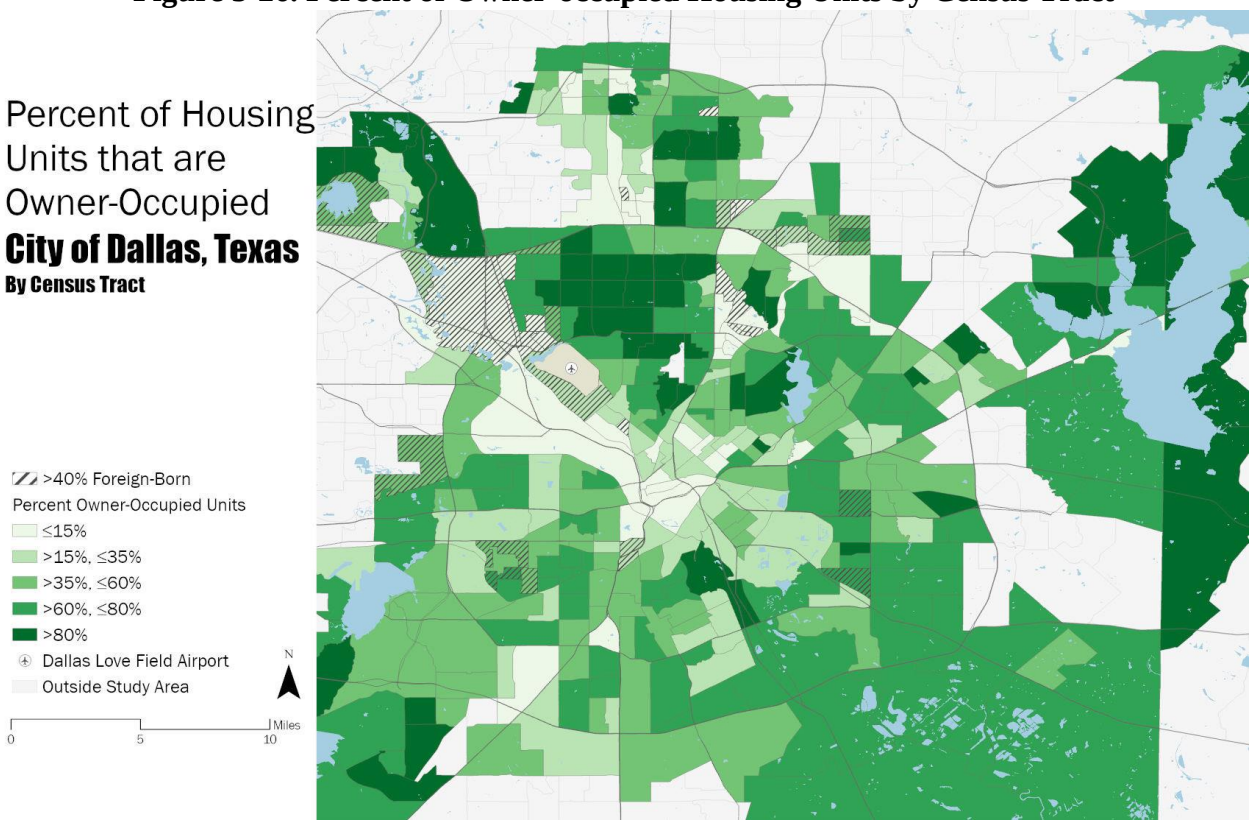
Housing Problems

Homeownership rate, housing cost burden, and overcrowding data are from the 2014-2018 ACS 5-year estimates. Eviction data are from Princeton University's Eviction Lab.[180] Because these data are not available for foreign-born households at the census tract level, maps reflect foreign- and native-born populations combined.

The City of Dallas has an overall homeownership rate of 41.2 percent, relatively low compared to 42.8 percent in Fort Worth, 42.9 percent in Houston, 45.2 percent in Austin, 54.4 percent in San Antonio, and 59.1 percent in El Paso.[181] Homeownership rates are generally more mixed among census tracts in the southern half of the City, with greater disparity among the tracts in the northern half. None of the tracts with over 80 percent owner-occupied housing units are more than 40 percent foreign-born. Fifteen tracts in the northern half of the city with the lowest homeownership rates, below 15 percent of households, have populations over 40 percent foreign-born. These tracts are clustered around Vickery Meadow and the area just northwest of Dallas Love Field Airport, with a few scattered census tracts further north. One tract in Far North Dallas with a significant Indian-born population has by far the lowest homeownership rate in the area.

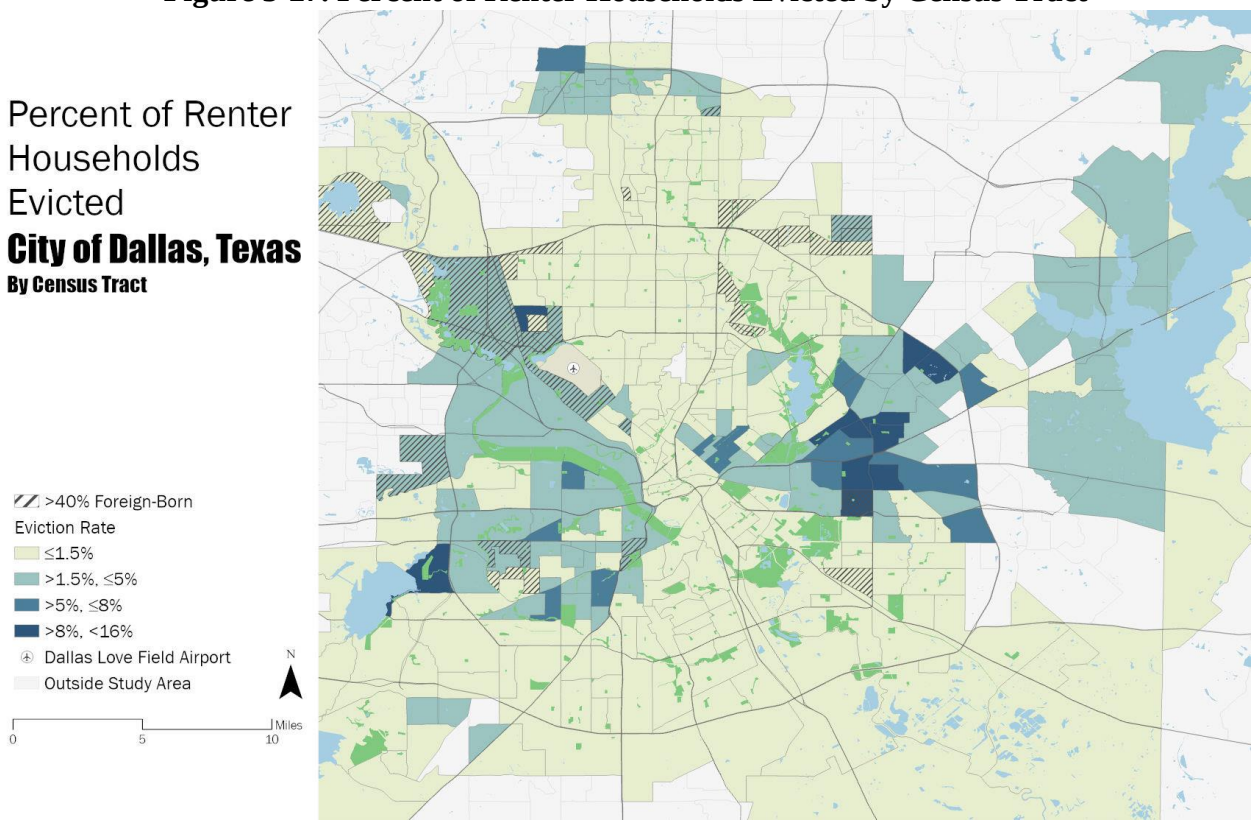
[179] Guide to Immigrant Eligibility for Federal Programs: Rental Housing Programs. *National Immigration Law Center*, October 2018. https://www.nilc.org/wp-content/uploads/2016/03/rental_housing_1005.pdf last accessed July 31, 2020.
[180] For further information on data used in the eviction rate, see the Eviction Lab's methodology page: https://evictionlab.org/methods/. Only 2016 eviction data (the most recent data available) were used in analysis.
[181] ACS 2014-2018 5-Year Estimates, Table DP04.

Figure 3-26. Percent of Owner-occupied Housing Units by Census Tract



Source**:** US Census Bureau, 2014-2018 American Community Survey 5-Year Estimates, Table DP04 and Table B05002.
US Census Bureau 2017 TIGER/Line State Level Geodatabases, Texas.
City of Dallas Enterprise GIS, Planimetric Data.

Figure 3-27. Percent of Renter Households Evicted by Census Tract

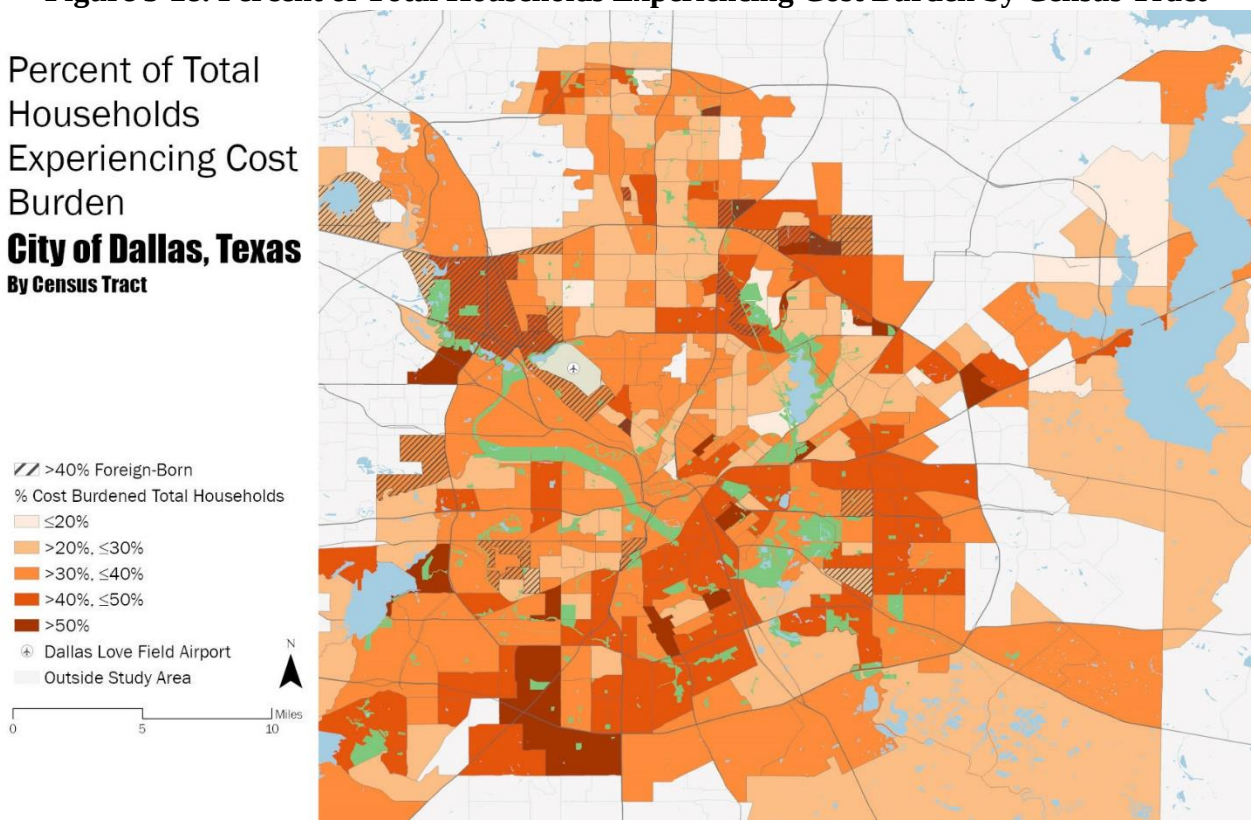


Source: US Census Bureau, 2014-2018 American Community Survey 5-Year Estimates, Table B05002.
US Census Bureau 2017 TIGER/Line State Level Geodatabases, Texas.
City of Dallas Enterprise GIS, Planimetric Data.
Princeton University Eviction Lab, 2016 data.

The average eviction rate for the entirety of the City of Dallas is 1.5 percent (meaning 1.5 percent of all occupied housing units were ordered to leave through eviction). While many of the highest percentage foreign-born population tracts have lower eviction rates, clusters in the western and eastern parts of the city do overlap with areas in the 25 percent to 40 percent foreign-born population range. The area just north of Pleasant Grove is of particular concern. For households facing eviction, the availability of legal services is imperative. Up to 90 percent of renters may not have representation at eviction proceedings, which disproportionately harms racial and ethnic minorities, women, and immigrants.[182]

[182] Deena Greenberg, Carl Gershenson, and Matthew Desmond, Discrimination in Evictions: Empirical Evidence and Legal Challenges. *Harvard Civil Rights - Civil Liberties Law Review*, 2016. https://scholar.harvard.edu/files/mdesmond/files/greenberg_et_al._.pdf last accessed July 31, 2020.

Figure 3-28. Percent of Total Households Experiencing Cost Burden by Census Tract

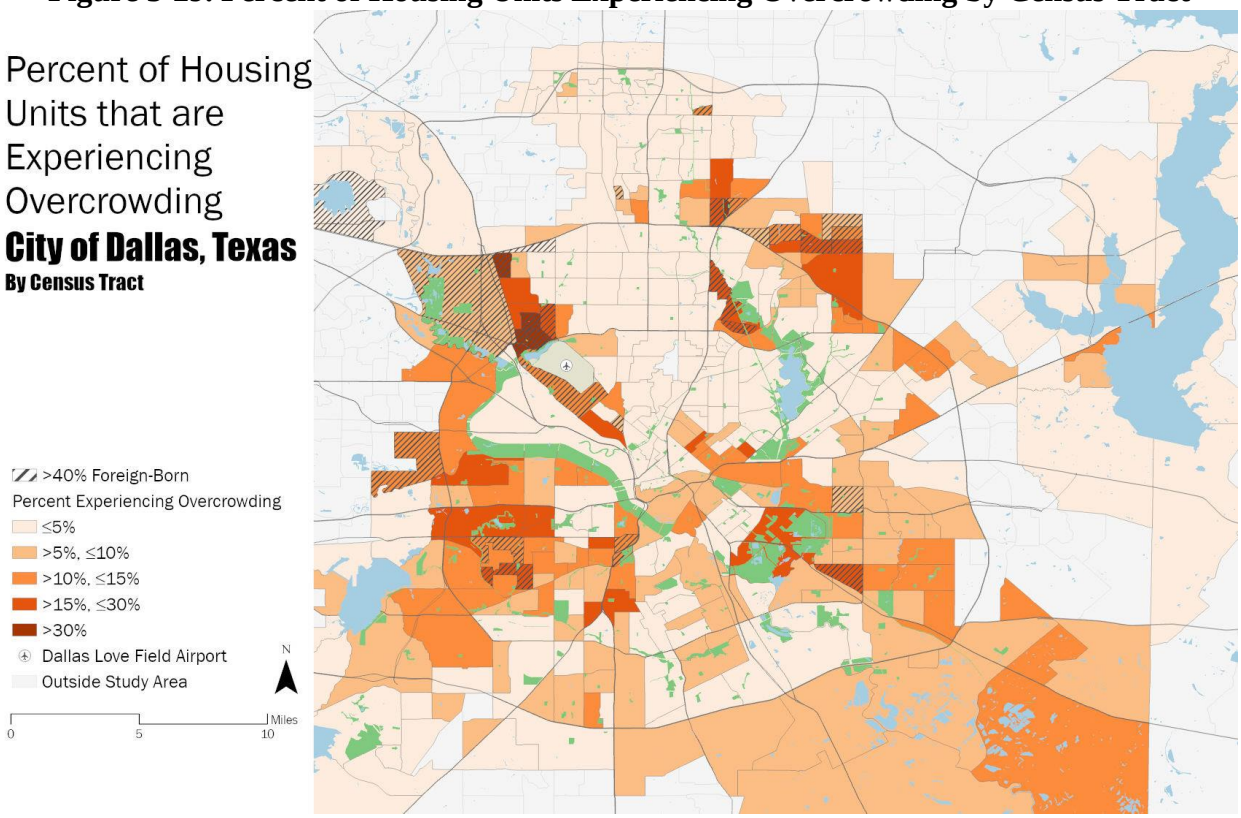


Source**:** US Census Bureau, 2014-2018 American Community Survey 5-Year Estimates, Table B05002, Table B25070, Table 25091.
US Census Bureau 2017 TIGER/Line State Level Geodatabases, Texas.
City of Dallas Enterprise GIS, Planimetric Data.

As is the case in just about any city, housing cost burden is significantly worse among renters than owners (see Figure 0-35 and Figure 0-36 in Appendix I).[183] Vickery Meadow and far north Dallas again appear to be areas of interest in regard to owner household cost burden—both have tracts where over 50 percent of owners are cost burdened and over 40 percent of the population is foreign-born. The area just south of Richardson, noted previously for high loan denial rates, has high levels of renter and total household cost burden as well as significant foreign-born populations.

[183] Appendices can be found at https://hdl.handle.net/2152/82248 last accessed August 4, 2020.

Figure 3-29. Percent of Housing Units Experiencing Overcrowding by Census Tract



Source**:** US Census Bureau, 2014-2018 American Community Survey 5-Year Estimates, Table B05002 and Table DP04.
US Census Bureau 2017 TIGER/Line State Level Geodatabases, Texas.
City of Dallas Enterprise GIS, Planimetric Data.

All Dallas census tracts with over 30 percent of households experiencing overcrowding also have a foreign-born population greater than 40 percent. These census tracts are concentrated in the area northwest of Dallas Love Field, with one additional census tract in North Dallas. Less than a third of census tracts with over 40 percent foreign-born populations have overcrowding rates under 10 percent. Overcrowding appears to be strongly associated with foreign-born population and should receive more focused attention.

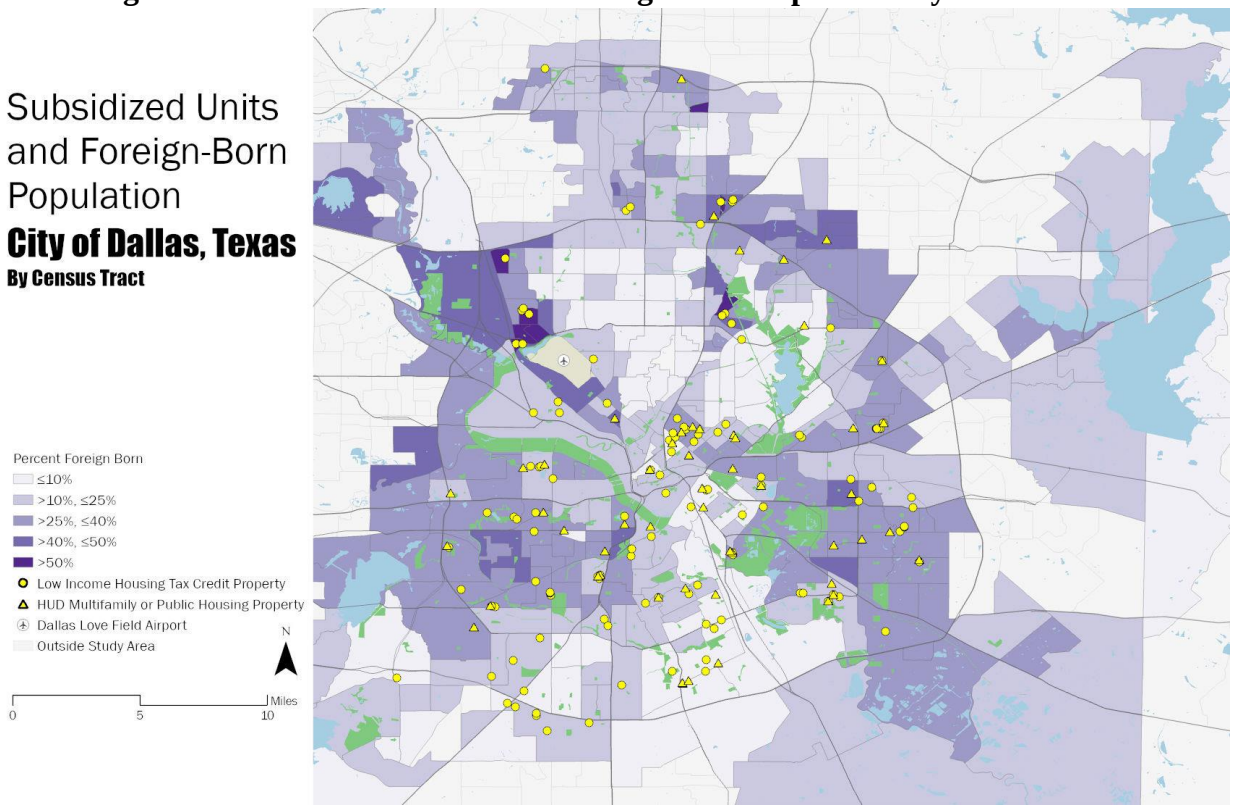
Subsidized Housing Inventory

HUD is the primary source for subsidized unit data. HUD's LIHTC Database provided LIHTC project data, including location data, property placed in service dates, and whether or not the property is still being monitored as part of the LIHTC program.[184] HUD's 2018 Picture of Subsidized Households was used for HUD-subsidized housing location data and subsidized unit

[184] Only properties placed in service through 2017 are included in the HUD database, so some recently completed LIHTC properties may not be included. Some LIHTC properties lacked data on the number of subsidized units in the project and were excluded from the total subsidized unit maps.

totals for HUD multifamily,[185] public housing, and Housing Choice Vouchers (formerly known as Section 8) for each census tract. Some properties received funding through both the LIHTC program and HUD programs. These properties are duplicated and will appear more than once in maps.

Figure 3-30. Subsidized Units and Foreign-born Population by Census Tract



Source**:** US Census Bureau, 2014-2018 American Community Survey 5-Year Estimates, Table B05002.
US Census Bureau 2017 TIGER/Line State Level Geodatabases, Texas.
City of Dallas Enterprise GIS, Planimetric Data.
US Department of Housing and Urban Development LIHTC Database and Picture of Subsidized Households, 2020.

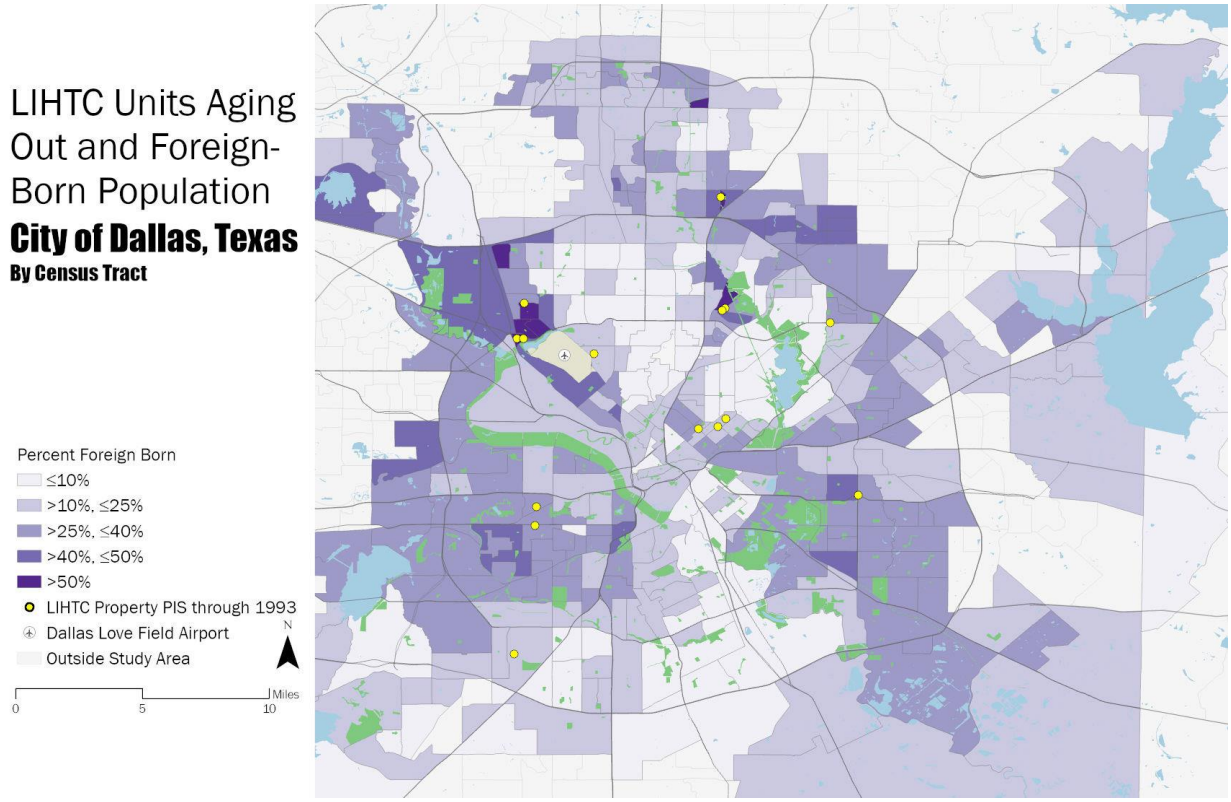
There does appear to be clustering of subsidized units around census tracts with high foreign-born populations, particularly in north Dallas. However, there are other contributing factors leading to this concentration. Inclusive Communities Project, a Dallas-area nonprofit, sued the state agency that administers the LIHTC program in 2008, accusing them of racially isolating developments in black neighborhoods. There is not a great deal of overlap between tracts with larger total subsidized unit numbers (see Figure 0-37 in Appendix I)[186] and tracts with larger percent foreign-born populations. This could be partially due to limitations regarding citizenship

[185] HUD multifamily programs included for individual project points are Project-Based Section 8, Supportive Housing for the Elderly (Section 202), and Supportive Housing for Persons with Disabilities (Section 811). The total subsidized units per census tract map also includes units assisted through Housing Choice Vouchers and the now-defunct Section 8 Moderate Rehabilitation Program (Mod Rehab).
[186] Appendices can be found at https://hdl.handle.net/2152/82248 last accessed August 4, 2020.

and the use of public assistance programs or the overall lower rate of public benefit usage among foreign-born populations. Immigrants are more likely to receive assistance from friends or family in their housing search.[187]

LIHTC properties aging out of program monitoring are a potential indicator of affordability loss. This group includes properties Placed in Service (PIS) through 1993. Starting in 1990, LIHTC properties were required to be monitored and maintain certain affordability standards for 30 years after the property was placed in service. Therefore, properties that are still currently being monitored but were PIS through 1993 will be exiting the LIHTC program within the next three years. Though some affordability may be lost after 15 years, the end of this 30-year period marks the total loss of required affordability in LIHTC-funded properties.

Figure 3-31. LIHTC Units Aging Out of Program with Foreign-born Population by Census Tract



Source**:** US Census Bureau, 2014-2018 American Community Survey 5-Year Estimates, Table B05002.
US Census Bureau 2017 TIGER/Line State Level Geodatabases, Texas.
City of Dallas Enterprise GIS, Planimetric Data.
US Department of Housing and Urban Development LIHTC Database.

[187] Victoria Basolo and Mai Thi Nguyen, Immigrants Housing Search and Neighborhood Conditions: A Comparative Analysis of Housing Choice Voucher Holders. *US Department of Housing and Urban Development, Office of Policy Development and Research,* 2009. iodicals/cityscpe/vol11num3/ch5.pdf. https://www.huduser.gov/portal/periodicals/cityscpe/vol11num3/ch5.pdf last accessed July 31, 2020.

Of the 15 properties that will be fully exiting the LIHTC program within the next three years, six are clustered in tracts with greater than 40 percent foreign-born residents. Many of those tracts losing affordable units were found to be gentrifying or susceptible to gentrification in the gentrification analysis. While the properties included in analysis fully exit the program at year 30, some properties may begin to lose affordable units 15 years after they are placed in service. HUD notes that most older properties are not at risk of affordability loss, the notable exception being those owned by for-profit owners in favorable market locations without additional local affordability restrictions.[188] These aging properties could be facing increasing maintenance costs.

Gentrification

This analysis was completed following the methodology of the Uprooted Project[189]. The Uprooted project is a gentrification analysis that was completed by researchers at the University of Texas at Austin for the City of Austin and was created with the intention to provide a duplicatable method for other cities. The analysis includes three core components: vulnerability, demographic change, and housing market change. The results from these components are then combined to create the final typology. For this analysis, the study area included any census tract that is included in or intersects with the City of Dallas geographic boundaries.

Vulnerability

This measure compares census tract data to data for the Dallas MSA. This approach allows for the results to be contextualized by the broader environment of the region. Vulnerability establishes whether the existing population in the tract, using 2018 data, is characterized by a population that is considered vulnerable to gentrification and displacement. The factors used to determine this were:

- Renters: percentage of households in tract that rent
- People of Color: percentage of population in tract that identifies as anything other than non-Hispanic white alone
- Low-Income: percentage of households in tract earning less than 80 percent of the area median family income
- Child Poverty: percentage of children ages 18 and under in tract who live in households below the poverty line
- Less than College Education: percentage of population age 25 and older in tract that have not earned a bachelor's degree or higher

[188] "What Happens to Low-Income Housing Tax Credit Properties at Year 15 and Beyond?" *US Department of Housing and Urban Development, Office of Policy Development Research*, August 2012. https://www.huduser.gov/portal/publications/what_happens_lihtc_v2.pdf last accessed July 31, 2020.
[189] Uprooted: Residential Displacement in Austin's Gentrifying Neighborhoods and What Can be Done About It. *University of Texas Center for sustainable Development*, 2018. https://sites.utexas.edu/gentrificationproject/..austin-uprooted-report-maps/ last accessed July 31, 2020.

These data are used in a z-score analysis which determines whether there is a significant difference between the tract data and the MSA data. Tracts are considered vulnerable if three or more factors have a z-score of +.5 or higher.

Demographic Change

This measure compares census tract data to data for the Dallas MSA. This approach allows for the results to be contextualized by the broader environment of the region. Demographic change establishes whether between 2000 and 2018 there was a statistically significant change in the demographic composition of the tract. The factors used to determine this were:

- Homeownership: percentage point change of households in tract that are owner occupied
- Race and Ethnicity: percentage point change of population in tract that identifies as non-Hispanic white alone
- Household Income: percentage change in median family income
- Educational Attainment: percentage point change of population age 25 and older in tract that have earned a bachelor's degree or higher

These data are used in a z-score analysis which determines whether there is a significant difference between the tract data and the MSA data regarding changes over time in the demographic makeup of the tracts. Tracts are considered to have experienced statistically significant demographic change if two or more factors have a z-score of +.5 or higher.

Housing Market Change

Housing market change establishes whether there has been statistically significant change in the housing market between 2000-2018 in each tract. This is calculated using the median home value in each tract. In tracts with insufficient home value data, median rents are used. These data are not compared to MSA data. They are instead broken into quintiles to provide insight into how the tract ranks against other neighborhoods in the city. This analysis provides three types of housing market change:

- Adjacent: relative to other tracts, these tracts have low 2000 values and low value appreciation but touch the boundary of at least one tract with either a high 2018 value or high appreciation value
- Accelerating: relative to other tracts, these tracts have low 2000 values and high 2018 values
- Appreciated: relative to other tracts, these tracts have low 2000 values, high 2018 values, and high appreciation values

Neighborhood Typology

The neighborhood typology describes the state of gentrification for each tract. This combines results from the three previously described components.

Table 3-9. Gentrification Typology

Typology	Vulnerability	Demographic Change	Housing Market Change
Gentrified	Yes	Yes	Appreciated
Gentrified	No	Increase in non-Hispanic white population and college graduates	Appreciated
Gentrifying	Yes	Yes	Accelerating
Gentrifying	Yes	No	Accelerating
Gentrifying	Yes	Yes	Adjacent
Susceptible	Yes	No	Adjacent

Gentrification Methodology Limitations

This analysis is completed with direct utilization of a previously tested methodology. However, a more sophisticated analysis could eliminate tracts that are essentially outliers in Dallas. In this analysis, tracts with less than 400 people were eliminated, and the tract that encompasses the airport was eliminated, but it could be updated to exclude areas known to Dallas residents to have populations that might skew the analysis, such as tracts with large numbers of students. This methodology also does not allow for distinguishing between tracts that have historically been populated by a non-Hispanic white and affluent population and tracts that were once diverse or accessible but gentrified before the study period. This methodology provides a snapshot of gentrification signals in 2018 versus how neighborhoods looked in 2000.

Findings

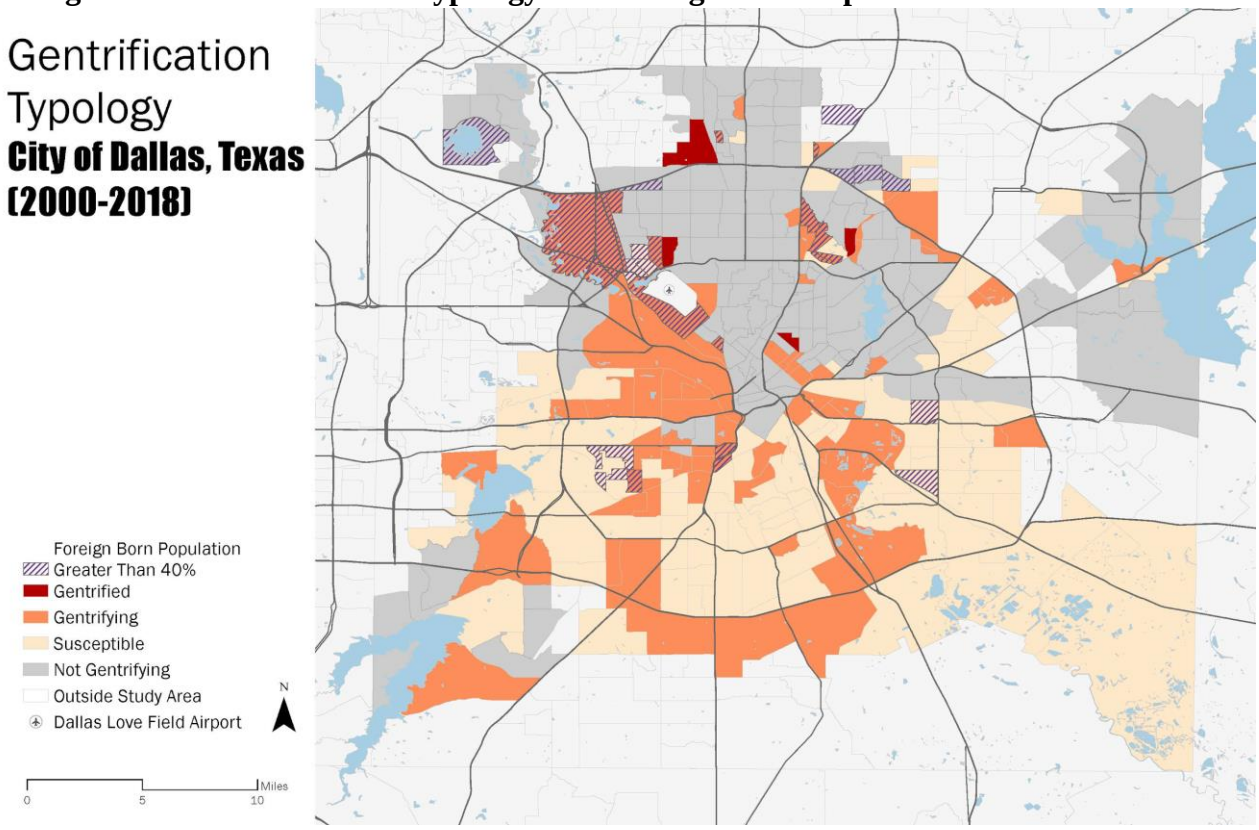
This analysis is a critical piece of mapping conditions and assets with consideration to WCIA. Gentrification, as a process, can have critical impacts on groups like immigrants regardless of their documentation status. These impacts can manifest in many forms, including displacement or limiting the ability of immigrants to sustain resources and businesses that reflect their own culture, traditions, or preferences. This may mean that immigrant populations that once lived in the City of Dallas and who may have benefitted from the work of WCIA may now be living in suburbs out of the purview of the City of Dallas which may not have similar work being done by their municipal governments.

Most tracts in the City of Dallas are either classified as “not gentrifying” or “susceptible”. The difference between these two likely lies in the original population of 2000. Areas that are “not gentrifying” were either already characterized by a non-Hispanic white or affluent population or are simply not feeling the same pressures as other areas. Areas that are “susceptible” are presently characterized by a population that has historically faced displacement from gentrification, rendering them “vulnerable” to these pressures now, and these areas are also nearby other neighborhoods feeling housing pressure, indicating that these areas may feel it next.

Tracts labeled as “gentrifying” have time for a policy intervention, whereas tracts labeled as “gentrified” are considered late stage or continued loss.

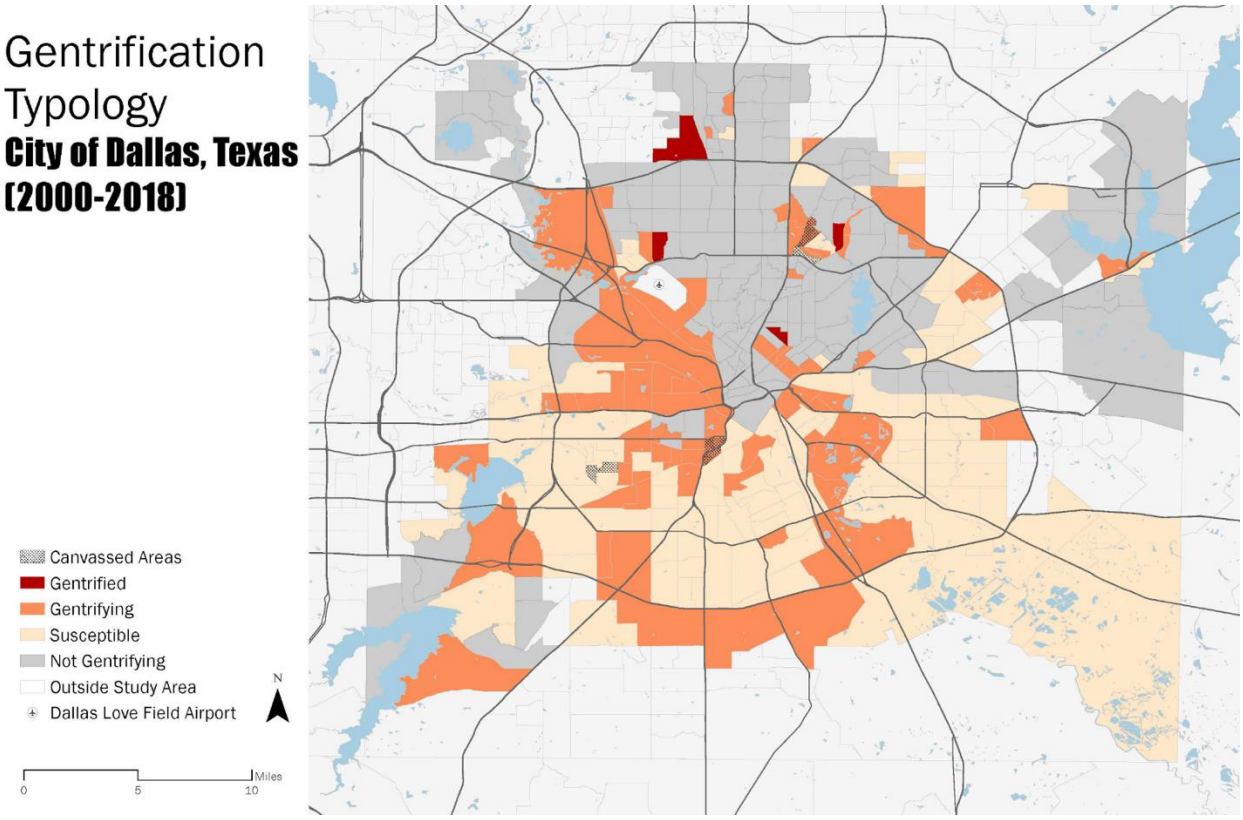
Most of the tracts with a foreign-born population of 40 percent or greater are currently considered susceptible or gentrifying. The areas that were canvassed by the Field Research team include tracts that are both susceptible and gentrifying. This signifies that WCIA may see a need for either extending services in partnership with outlying communities or for partnering with the City of Dallas’ Housing and Neighborhood Revitalization Department to assess how best to protect immigrant populations in regard to preserving their housing choice and neighborhood character.

Figure 3-32. Gentrification Typology with Foreign-born Population Greater than 40%



Source: Social Explorer, 2014-2018 American Community Survey 5-Year Estimates, Tables A00001, A04001, A10001, A10035A, A10036, A12002, A13003A, A14006, A18005; Social Explorer, 2000 Decennial Census on 2010 Geographies, Tables T1, T13, T39, T91, T155, T162, T170, T180, H85; US Census Bureau, 2014-2018 American Community Survey 5-Year Estimates, TableB05002; US Census Bureau, 2017 TIGER/Line State Level Geodatabase, Texas; US Department of Housing and Urban Development Comprehensive Housing Affordability Strategy 2012-2016, Table 8.

Figure 3-33. Gentrification Typology with Overlay of Areas Canvassed by Field Research Team



Source: Social Explorer, 2014-2018 American Community Survey 5-Year Estimates, Tables A00001, A04001, A10001, A10035A, A10036, A12002, A13003A, A14006, A18005; Social Explorer, 2000 Decennial Census on 2010 Geographies, Tables T1, T13, T39, T91, T155, T162, T170, T180, H85; US Census Bureau, 2014-2018 American Community Survey 5-Year Estimates, TableB05002; US Census Bureau, 2017 TIGER/Line State Level Geodatabase, Texas; US Department of Housing and Urban Development Comprehensive Housing Affordability Strategy 2012-2016, Table 8.

Summary of Findings

This year-long project culminates in a final report for the City of Dallas WCIA Office that presents a series of maps, tables, and accompanying analyses that were divided into three core components: demographic background, city assets, and an assessment of gentrification. This section provides a summary of findings and identifies patterns and potential service gaps that the foreign-born population faces in the City of Dallas.

Profile of Foreign-Born Residents and Demographic Comparisons

Certain demographic characteristics are prominent when describing the foreign-born population. These include a high percent of immigrants who speak Spanish, areas of low-income and poverty, high levels of uninsured rates, and a high percent of individuals who identify as Hispanic or Latin American. Additionally, when we compare the foreign-born population in Dallas with native-born citizens, it is clear that the immigrant population fares worse in areas such as uninsured rates and English proficiency.

Neighborhood Profiles

While the neighborhoods of Oak Cliff and Vickery Meadow both have high numbers of foreign-born individuals, they vary in terms of their composition and the experiences of all residents in each neighborhood. As we compare differences in household composition and demographics of populations in each neighborhood to countywide and national figures, we can better identify and contextualize the needs of the individuals residing in each neighborhood.

Public Services and Amenities

Overall, most of the hospitals and WIC clinics mapped in this study are easily accessible by car or public transportation. However, it is important to keep in mind that not everyone has a car or is able to reach a mode of public transportation quickly. The most concerning finding is in regard to the Oak Cliff area not being located within either the walking or driving buffers for hospitals in the City of Dallas.

Transportation

The findings presented provide an exciting policy implication for improving transit patterns in Dallas: investment in public transit can benefit both native- and foreign-born populations. Foreign-born commute patterns were generally consistent with national patterns, showing a greater reliance on carpool, and by extension kinship networks, than native-born communities. However, the percentage of Dallasites who reported using public transit was surprisingly high, although naturalized citizens did not mirror this trend as they became more incorporated into the community. Empirically, investment and expansion of transit services increases ridership. Eliminating means testing, expanding services, and improving wait times could help transition

more immigrant communities to public transit, in turn reducing costs related to vehicles and environmental externalities.

Cultural Assets

Even though there are cultural assets areas that have a foreign-born presence, the assets are not located in areas with the highest levels of the foreign-born population. This suggests that either the foreign-born population were not well represented in the 2018 Dallas Cultural Plan, or there are not many cultural assets in immigrant communities.

Educational Assets

Most Dallas residents have access to educational resources like public libraries and recreation centers via car, but access can be spotty via walking. Parts of Oak Cliff have particularly poor access. While foreign-born population does not seem to have a significant effect on access to public schools of higher quality (in DISD), analysis suggests access at different levels of education (elementary, middle, high school) may differ.

Economic Assets

Most Dallas residents have access to reputable financial institutions via car, but access is poor in certain neighborhoods via walking. Oak Cliff and Pleasant Grove in particular may have poor access, which could put residents in a position where the only access they have to banking services is through predatory businesses. Workforce development resources are scattered, but overall access via car is good. Poor access could be an issue in far north Dallas, parts of south Dallas, and the area just northwest of Dallas Love Field Airport. Loan denial rates are higher across the southern half of the city, with a few high-denial tracts in Oak Cliff. Tracts with high loan denial rates in the northern half of the city are more isolated (Vickery Meadow, far north Dallas).

Housing Problems and Affordability

Very few tracts with high rates of homeownership overlap with tracts with large foreign-born populations. In particular, the northern half of the city has concentrated, isolated areas with low homeownership and high foreign-born rates. This pattern of isolated housing in areas with large foreign-born populations in the northern half of the city continues through to the housing problems, including housing cost burden and overcrowding. This isolation, particularly in smaller tracts, could prove difficult for service provision and outreach.

Gentrification

Most tracts in the City of Dallas are either classified as “not gentrifying” or “susceptible”. Areas that are “not gentrifying” were either already characterized by a non-Hispanic white or affluent population. Areas that are “susceptible” are presently characterized by a population that has historically faced displacement from gentrification. Furthermore, most of the tracts with a

foreign-born population of 40 percent or greater are currently considered susceptible or gentrifying, indicating that there is still time for policy intervention.

Conclusion

In conjunction with the Field Research Team and Peer Cities Team, the analyses done in this report inform our ideas regarding policies that may improve quality of life measures that factor into immigrant incorporation. Ideally, incorporation not only means that the immigrant population feels welcome and comfortable navigating life in Dallas, but also that all residents, regardless of immigration status, benefit from public resources, increased quality of life, and cultural exchange. It is recommended that WCIA uses this data and analyses to continue to build relationships and trust between the immigrant communities and the City.

Chapter 4. IMMIGRANT CONTEXT: FIELD RESEARCH ON IMMIGRANTS' INTEGRATION[190]

The research described in this chapter analyzes the efforts of the Office of Welcoming Communities and Immigrant Affairs in the City of Dallas to better establish immigration incorporation initiatives for the city's foreign-born population. To help provide an assessment of areas of immigrant incorporation that may need improvement, we conducted field research in two Dallas neighborhoods (Oak Cliff and Vickery Meadows) and their surrounding areas with a large foreign-born population. The field research was conducted using a modified version of a survey created by the Stanford Immigration Policy Lab and ETH Zurich. Our results indicate that while immigrants may have a positive experience living in Dallas overall, additional resources in areas such as educational advancement, economic mobility, and civic engagement can help provide a better integration and living experience.

Immigration Policy Lab

The independent readings that were most influential to our work came from Stanford University and ETH Zurich's Immigration Policy Lab (IPL). The IPL uses large data sets, research designs, and analytical tools to present new evidence related to the foreign-born experience that can be used by practitioners in the field to support the challenges that they are currently seeing. Due to the relevancy of their mission and recent findings, our survey design was based on their work and we relied heavily on their research to inform our larger study design and analysis. The focus of the IPL is unique in that it seeks to understand *multidimensional* measures of integration that go beyond simple economic indicators and provide a more holistic understanding of the immigrant experience.

The IPL Integration index that is used within our survey design is outlined in the article *Multidimensional Measure of Immigrant Integration*. The IPL developed the integration index in an effort to create "a common measure of integration, which would allow for the accumulation of knowledge through comparison across studies, countries, and time." The integration index uses the questionnaire we adapted for our survey to capture psychological, economic, political, social, linguistic, and navigational dimensions of integration. The construct validity of the integration index was empirically tested. Researchers conducted four surveys using the index. The outcomes demonstrated that the integration index successfully "distinguishes among immigrant groups

[190] Chapter written by Mohamed Abulfalgha, Sarah Cruz, Aaron Escajeda, Barbara Kufiadan, Sam Lee, Micaela McConnell and Kelsey Park.

with different expected levels of integration and also correlates with well-established predictors of integration," such as legal status and educational attainment.[191]

Public Attitudes Toward Young Immigrant Men, authored by Dalston Ward of the IPL argues that support for immigrant groups is inversely related to the proportion of young men within the group. Ward conducted an experiment that gathered the opinion of 2,100 German respondents who were asked to "evaluate groups of immigrants with randomly varying shares of young men." The results indicated that immigrant factions comprised largely of young men were considerably less likely to receive support when settling in the respondent's community. Subsequent experimentation showed that the same respondents "also perceive of these groups as likely to pose security and cultural threats." None of the evidence gathered suggested that the young immigrant men were seen as potentially yielding positive economic outcomes for the community. This work of gender analysis helped guide our understanding of how gender dynamics within and amongst the groups of immigrants that we surveyed may play into their experience. [192]

Another IPL study from 2015 found that naturalization was essential to achieving full political integration, which is one of the dimensions of integration captured by our survey. The authors Jens Hainmueller, Dominik Hangartner, and Giuseppe Pietrantuono examined evidence from municipalities in Switzerland that use referendums to approve or deny naturalization requests. Naturalization decisions within these municipalities serve as a natural experiment because referendums decided by a narrow margin are "as good as random, so that narrowly rejected and narrowly approved immigrant applicants are similar on all confounding characteristics."[193] The study followed immigrants who had close referendum decisions, and found that the immigrants who became naturalized "considerably improved their political integration, including increases in formal political participation, political knowledge, and political efficacy" in comparison to the group that was denied naturalization.[194]

This reading suggests that our analysis of political integration in Dallas may be limited by our choice to avoid gathering data about citizenship status. IPL research indicates that understanding the naturalization status of subjects could enhance our analysis of the political integration data that we gathered in Dallas but asking about citizenship was not appropriate for our survey because the current political rhetoric is extremely anti-immigrant. In order to protect the survey respondents, any identifiable or sensitive information was omitted. Therefore, future studies may want to devise an ethical methodology for examining whether the low rates of political integration that we discovered in Dallas are linked to low naturalization rates.

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[191] Niklas Harder, Lucila Figueroa, Rachel M. Gillum, Dominik Hangartner, David D. Latin, and Jens Hainmueller, "Multidimensional measure of immigrant integration," *Proceedings of the National Academy of Sciences of the United States of America,* Volume 115, Number 45 (2018) p.11483.

[192] Dalston Ward, "Public Attitudes Toward Young Immigrant Men," *The American Political Science Review,* Volume 113, Number 1 (2019) p. 264.

[193] Jens Hainmueller, Dominik Hangartner, and Giuseppe Pietrantuono, "Naturalization Fosters the Long-Term Political Integration of Immigrants," *Proceedings of the National Academy of Sciences,* Volume 112, Number 41 (2015) p. 12651.

[194] Jens Hainmueller, Dominik Hangartner, and Giuseppe Pietrantuono, "Naturalization Fosters the Long-Term Political Integration of Immigrants," *Proceedings of the National Academy of Sciences,* Volume 112, Number 41 (2015) p. 12651.

Methodology

Including the voices of immigrants themselves is essential to fully understanding the degree that the foreign-born residents are incorporated into the City of Dallas. The research is not hypothesis-driven, and instead, serves as an exploratory study. The research was designed to be a three-pronged approach consisting of a survey, focus groups, and service provider interviews.[195] The survey captures initial quantitative and qualitative data from which the focus groups and service provider interviews would build off. We designed the focus groups and service provider questionnaires to flesh out subject areas that the survey brought to light. Due to the COVID-19 pandemic, however, we were only able to administer the survey portion of the study.[196]

Institutional Review Board Application

Before carrying out any substantial field work, the University of Texas at Austin requires approval from the Institutional Review Board (IRB). The IRB serves as an independent ethics committee whose purpose is to ensure that the welfare and rights of survey respondents are protected. The application, which the IRB approved in January 2020, includes an in-depth review of our methodology as well as copies of the survey, informed consent form, and research personnel information. Though they were not carried out, we also received approval for the focus groups and service provider interviews. In order to serve as survey administrators, all class members completed the Collaborative Institutional Training Initiative course, which certifies individuals to safely work with human subjects and uphold established ethical standards.

Survey Design

After reviewing the available literature, we determined that the IPL Integration Index, which was developed by Stanford University and ETH Zurich, was the most suitable survey to conduct an assessment of immigrant integration in Dallas. The survey captures six dimensions of integration: social, linguistic, navigational, psychological, political, and economic. In developing the index, the IPL consulted 52 previous studies, tested more than 200 questions, and conducted almost 4,000 interviews.[197]

The IPL offers a short-form, 12-question version of the survey (IPL-12) that takes 2-3 minutes to administer and a long-form, 24-question version (IPL-24) that takes 7-8 minutes to administer. Due to the canvass-style approach (discussed below) that we used to conduct the survey, and its inherent time restraints, we opted for the 12-question format. This decision is supported by the IPL's research, which revealed that although the IPL-24 offers more precision and a broader set of questions for further analysis, limited information is lost by using the IPL-12. [198]

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[195] See Appendices K, L, and M at https://hdl.handle.net/2152/82248 for the finalized survey and drafts of the focus group outline and service provider interview questions.
[196] On March 13, 2020, The University of Texas at Austin prohibited all university-sponsored travel, rendering the focus groups and service provider interviews infeasible.
[197] Harder et al. (2018), p. 11484.
[198] Ibid., p. 11483.

Following the IPL's methodology, the first twelve questions of the survey were used to produce a quantifiable score on the integration index. We assigned a score value between 1 and 5 for each response, creating a minimum possible overall score of 12 and a maximum possible overall score of 60. We refer to this score as the *Total Integration Score*. For each integration dimension, we rescaled the dimension-specific responses to create a range from 0 to 1, with 0 representing a low level of integration and 1 representing a high level of integration. This rescaling was conducted in Microsoft Excel using the IPL's Excel template.[199] It should be noted that Question 1a, conditional on the response to Question 1, was not included in the scoring.[200] It is also important to note that any questions which collected information on a respondent's household follow the IPL's definition of a household: a group of individuals that reside at the same place and routinely share their living expenses and other financial responsibilities.[201]

Survey Modifications

Some of the questions on the IPL-24, however, were more germane to our research objective. Therefore, we substituted certain questions from the IPL-24 into the IPL-12.[202]

Table 4-1 Questions Substituted from IPL-24 to the Implemented Survey

Originally in IPL-12	Substituted from IPL-24
How connected do you feel with the United States?	Thinking about your future, where do you want to live?
How often do you feel like an outsider in the United States?	How often do you feel isolated from American society?
In this country, how difficult or easy would it be for you to see a doctor?	In this country, how difficult or easy would it be for you to search for a job (find the proper listings)?
In this country, how difficult or easy would it be for you to see a doctor?	In this country, how difficult or easy would it be for you to get help with legal problems?
Please think about the Americans in your address book or your phone contacts. With how many of them did you have a conversation - either by phone, messenger chat, or text exchange - in the last 4 weeks?	Many people help each other with everyday favors, such as getting rides, borrowing a little money, or babysitting. In the last 12 months, how often have you provided such favors to Americans?
I can READ and understand the main points in simple newspaper articles on familiar subjects.	I can WRITE letters about my experiences, feelings, and about events.
How well do you understand the important political issues facing the United States?	What is the minimum age that a person must be to vote in a general election in the United States?

We avoided complex matrix questions based on feedback from the survey designers who stated that previous respondents found them to be confusing. We were careful to ensure that each dimension of integration was still represented by two questions, and that weighting remained proportionate.

[199] See Appendix N at https://hdl.handle.net/2152/82248 for the IPL's Microsoft Excel Analysis template.
[200] Question 1 asks the respondent about their intention to live in the United States in the future. An affirmative response triggers the same question about Dallas; See Appendix B for more information.
[201] Harder et al. (2018), p. 11486
[202] The modified instrument used in the field research is located in Appendix K, available at https://hdl.handle.net/2152/82248.

The remaining twelve questions captured demographic information and ranged from educational attainment and household size to country of birth and motives for migration. Given the sensitivity of asking for information on household income, we captured this data as a demographic question to give respondents the freedom to skip the question without affecting the overall integration score.[203] We used demographic information in the data analysis to develop correlations between certain dimensions of integration and demographic groups. Based on Census Bureau data of prevalent nationalities, we had the survey and consent form professionally translated into ten languages: English, Spanish, French, Mandarin (simplified), Vietnamese, Burmese, Nepali, Arabic, Amharic, and Tigrinya.

Survey Limitations

During both the design and administration of the survey, certain limitations arose that affected the quality of the data. Some respondents, for example, found the question pertaining to annual income to be confusing or unclear due to holding jobs that pay weekly, bi-weekly, or monthly. Other factors such as intermittent work periods and fluctuating wages further complicated the question. Some respondents did not know their total household income as one family member may be solely responsible for the family's finances based on the division of labor within the household and other cultural norms.

Inherent in cross-cultural field research are the challenges associated with the respondents' varying perspectives and backgrounds. Survey administrators, for example, found that respondents had different interpretations of the concept of "isolation", which they revealed when asking for clarification. Moreover, despite the use of standard language, varying levels of literacy affect respondents' experience with the survey. To address this, survey administrators offered to read questions aloud, rather than asking respondents to read them themselves. This method of delivery is discussed in further detail in the Data Collection section below.

While the survey was available in multiple languages, some respondents fell outside the scope of the translations. This was particularly evident in the Burmese population, who needed regional dialects unavailable to survey administrators. The Burmese translations that we used in the field were created by a professional translation company, however many potential Burmese respondents could not read it. Some noted that there were errors with the characters used.

Forging Community Partnerships

To better understand and build trust with the immigrant community in Dallas, we partnered with established community leaders and organizations. As discussed in Chapter 1, the increase in anti-immigrant sentiment combined with recent U.S. Immigration and Customs Enforcement (ICE) raids in the area meant heightened fear of outsiders within immigrant communities and increased the need to forge these relationships. Concerns about the sensitivity of the study were reaffirmed after the researchers spoke with Dr. Abigail Fisher Williamson, the staff of the WCIA Office and constituency organizers Hena Rafiq, Alejandrina Guzman, and Jonathan Flores. In an effort to

[203] See Appendix O at https://hdl.handle.net/2152/82248 for the informed consent form.

reduce fear and increase participation, we developed an outreach campaign to notify the community of our upcoming field work.

With the help of the WCIA, we contacted local community organizations to help disseminate information. Our class worked to produce culturally appropriate outreach materials to share with the organizations and the wider immigrant community. These outreach materials included a press release, a flyer, and a promotional video.[204] The video was interpreted into Spanish, French, Portuguese, Arabic, Burmese, and Chinese. All outreach materials were also made available via our website. [205] Additionally, in an effort to further inform the community about our upcoming presence in the area, a member of the Peer Cities team, Claudia Sandoval, attended and shared the research plan at a community meeting at the Northwest Community Center where local leaders meet on a monthly basis to discuss community needs.

Data Collection

We subdivided data gathering efforts into three collection methods: community spaces, door-to-door canvassing, and public areas. Carrying out three, discrete data collection methods allowed us to generate a bigger sample size while increasing representation from the larger immigrant community. Regardless of the collection method, survey administrators first established the respondent's eligibility by asking if they were at least 18 years old and born in another country. Upon confirmation of eligibility, the administrator presented the respondent with an informed consent form and explained its contents. Respondents were then asked to take the survey on an iPad, or if they were unable, they were given the option to have the administrator read the questions from the iPad and log answers on their behalf. Survey administrators worked in pairs and included students from all three working groups. Each team had at least one Spanish speaker while some teams also had Arabic and French speakers. We carried out the survey between March 6 and 8, 2020 between the hours of 10:00 am to 1:00 pm and 2:00 pm to 5:30 pm.

General Data Collection Limitations

Before discussing the details of the three collection methods, it is important to acknowledge that while each method presented its own benefits and challenges, there were some limitations that they all shared. The most obvious bias occurred when respondents needed assistance with the iPad due to low literacy levels or unfamiliarity with the technology. These instances required the survey administrator to read the questions aloud, which allowed for the introduction of interviewer bias-based phrasing, tone, and any additional explanations provided. Additionally, the limitations of the survey administrator's knowledge of different languages impeded the accuracy of completing the surveys and the amount of people to which the surveys could be administered.

[204] See Appendices P, Q, and R at https://hdl.handle.net/2152/82248 for the press release, outreach campaign flyer, and interagency communique; the promotional video is available on the website noted in Footnote 53.
[205] http://sites.utexas.edu/wciaprp/dallas-field-visit/.

The administrator's presence may also contribute to social desirability bias, as respondents may feel more inclined to answer questions in ways, they deem favorable to the survey administrators. This is especially true for more sensitive questions.

Community Spaces

In conjunction with the outreach campaign, we worked with community organizations to secure two locations to administer the survey. These organizations are already trusted within the immigrant community and provide safe spaces for respondents to feel comfortable taking the survey. Participating organizations for data collection included Catholic Charities of Dallas, the Northwest Community Center, and Bachman Lake Together. These community centers shared the information of the field survey and promotional material with its clients to help increase participation.[206]

A notable benefit to using trusted locations was the increased probability of administering the survey to eligible respondents, and indeed, these centralized locations produced the highest response rates. To help increase the number of respondents, we coordinated site visits with representatives from the organizations based on times that would provide the most foot traffic. The obvious bias associated with this collection method is that individuals who are already connected to service providers may be more likely to score higher on the integration scale.

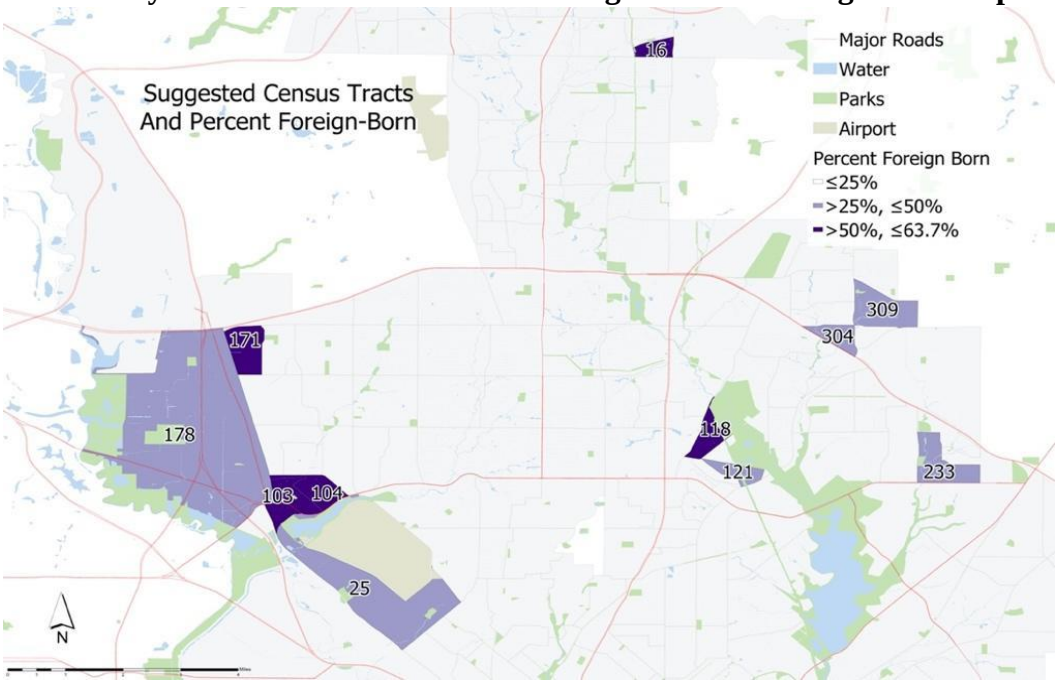
Door-to-Door Canvassing

To capture different perspectives within the immigrant community and increase representation within the sample, we incorporated a door-to-door canvassing collection method into our field work. In planning implementation of the survey, the Field Research team worked closely with the Maps and Analytics team, using 2014-2018 American Community Survey (ACS) 5-Year Estimates to identify census tracts with high rates of foreign-born residents.

The City of Dallas boasts a foreign-born population of roughly 317,000 people, of which over 75 percent is Hispanic. To address the varying needs of different communities, we made the decision to target one neighborhood with a large Hispanic population and one neighborhood with a broader range of nationalities.

[206] See Appendices P, Q and R at https://hdl.handle.net/2152/82248 for the marketing material used.

Figure 4-1. City of Dallas Census Tracts with High Rates of Foreign-Born Population



Source: 2014-2018 American Community Survey 5-Year Estimates

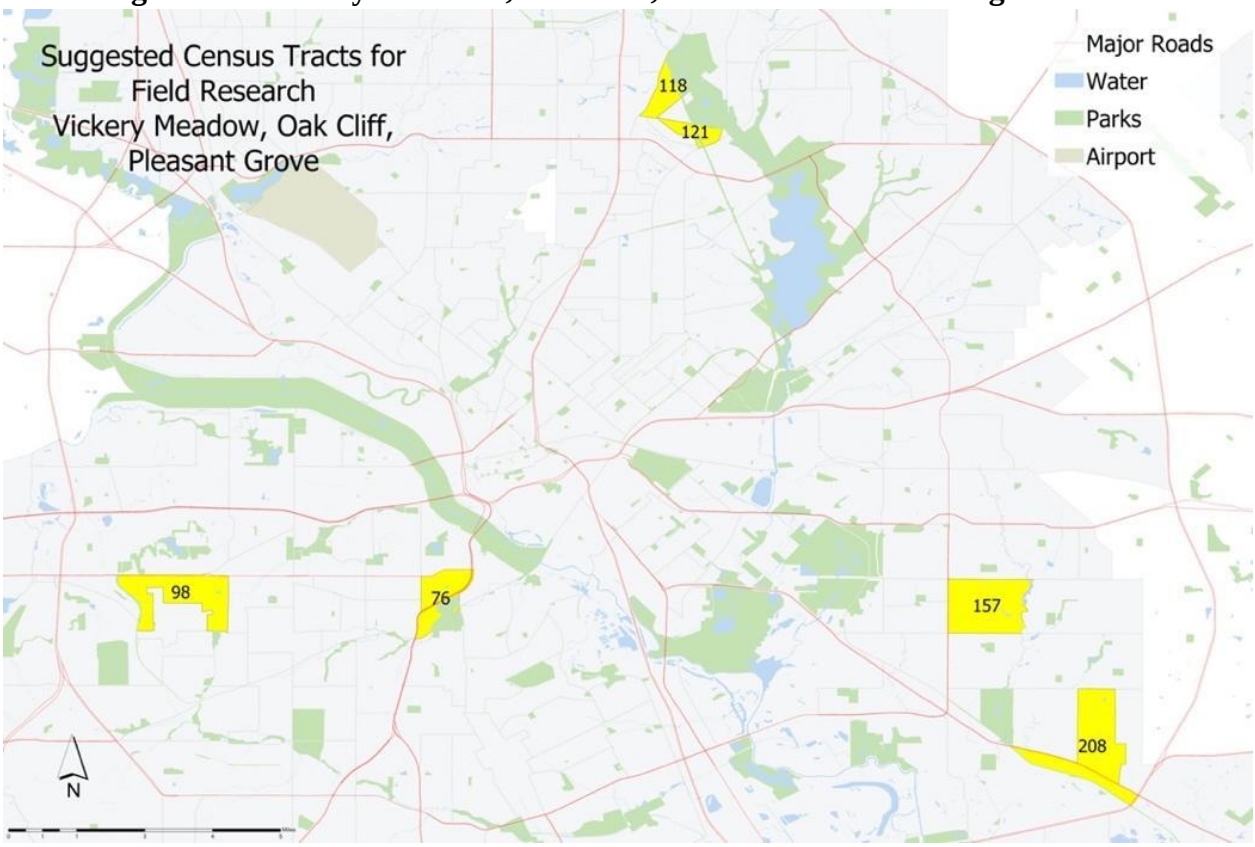
Table 4-2. Percent of Foreign-Born (FB) Population in Census Tract by Nationality

Label in Map	% of Total Population FB	Largest FB Group	2nd Largest FB Group	3rd Largest FB Group	4th Largest FB Group
16	63.7%	India (29.2%)	Mexico (15.2%)	Honduras (3.0%)	Nigeria (1.9%)
171	60.1%	Mexico (24.4%)	Honduras (16.3%)	El Salvador (14.8%)	Guatemala (4.0%)
104	58.2%	Mexico (42.4%)	El Salvador (9.9%)	Honduras (2.3%)	Guatemala (1.8%)
103	56.2%	Mexico (45.6%)	Guatemala (4.57%)	Honduras (3.0%)	El Salvador (2.4%)
118	55.3%	Mexico (10.6%)	Myanmar (8.2%)	Ethiopia (2.4%)	Honduras (1.7%)
178	44.6%	Mexico (13.2%)	Korea (10.9%)	India (6.3%)	Philippines (2.0%)
309	42.7%	Ethiopia (8.0%)	Mexico (7.5%)	Vietnam (4.6%)	China (2.2%)
121	41.2%	Mexico (13.8%)	Myanmar (8.2%)	Ethiopia (2.1%)	El Salvador (1.8%)
25	40.6%	Mexico (30.0%)	Cuba (3.5%)	China (2.2%)	Korea (0.6%)
233	36.5%	Myanmar (19.0%)	Mexico (2.53%)	El Salvador (1.4%)	India (0.8%)
304	30.1%	Nigeria (7.6%)	Mexico (5.5%)	Kenya (4.2%)	Ethiopia (2.0%)

Source: 2014-2018 American Community Survey 5-Year Estimates, Table B05006 and Table B01003

After presenting the WCIA with the above analysis, the office expressed support for Vickery Meadows (labels 118 and 121 from Figures 3.1 and 3.2) but requested that due to the historical divide between the two sides of the city, the sample also include a neighborhood from south Dallas. Specifically, the WCIA suggested Oak Cliff (labels 98 and 76 from Figure 3.2) and Pleasant Grove (labels 157 and 208 from Figure 3.2). Further analysis of data from the 2018 5-year American Community Survey using GIS mapping software revealed that in both neighborhoods Hispanic immigrants constitute most of the foreign-born population, however immigrants in Oak Cliff were more densely concentrated.

Figure 4-2. Vickery Meadows, Oak Cliff, and Pleasant Grove Neighborhoods



Source: 2014-2018 American Community Survey 5-Year Estimates

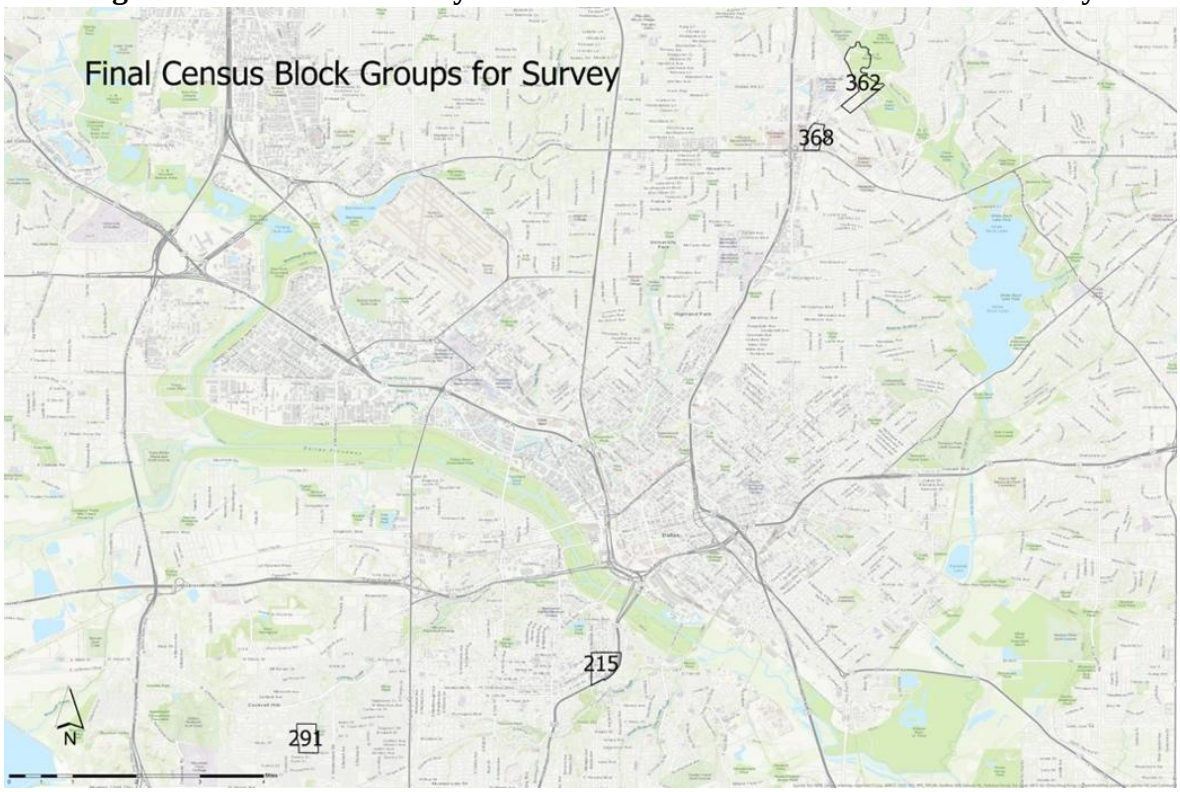
Table 4-3. Percent foreign-born population in Vickery Meadows, Oak Cliff and Pleasant Grove Neighborhoods by Nationality

Neighborhood	Label in Map	% of Total Population Foreign Born	Largest Foreign-Born Group	2nd Largest Foreign-Born Group	3rd Largest Foreign-Born Group	4th Largest Foreign-Born Group
Vickery Meadows	118	55.3%	Mexico (10.6%)	Myanmar (8.2%)	Ethiopia (2.4%)	Honduras (1.7%)
Vickery Meadows	121	41.2%	Mexico (13.8%)	Myanmar (8.2%)	Ethiopia (2.1%)	El Salvador (1.8%)
Oak Cliff	98	45.7%	Mexico (43.2%)	El Salvador (1.3%)	Cuba (0.4%)	Guatemala (0.3%)
Oak Cliff	76	44.4%	Mexico (39.5%)	Honduras (1.4%)	El Salvador (0.7%)	UK (0.5%)
Pleasant Grove	208	38.2%	Mexico (31.4%)	Guatemala (3.0%)	El Salvador (2.1%)	India (0.3%)
Pleasant Grove	157	35.8%	Mexico (33.9%)	El Salvador (1.1%)	Honduras (0.3%)	Guatemala (0.2%)

Source: 2014-2018 American Community Survey 5-Year Estimates, Table B05006 and Table B01003

After coming to a consensus on the Vickery Meadows and Oak Cliff neighborhoods, we further disaggregated the Census tracts into blocks to assist survey administrators with targeting eligible respondents.

Figure 4-3. Selected Vickery Meadows and Oak Cliff Locations for Survey



Source: 2014-2018 American Community Survey 5-Year Estimates

The door-to-door method aimed to provide a sample reflective of the wider immigrant community with limited selection bias. However, this method posed several problems. While there was some success in surveying individuals during the different time slots, people were often out of the house or did not answer the door. The survey was administered over the weekend to help increase the probability that individuals were off of work. This approach, however, was unable to account for those who work weekends or who may have been attending church, meeting with friends, or completing errands. In other cases, some residents stated that they could not participate because they were cooking, on their way out of the house, or completing tasks such as yard work.

There may have been other reasons why individuals refrained from opening the door. At one Oak Cliff apartment complex, residents expressed that ICE had recently come to the area. Moreover, while still in its early stages in the United States at this point in time, the COVID-19 pandemic could have also affected the willingness of individuals to participate. The captured information represents a snapshot of time, which may have reduced how representative the sample is of the overall foreign-born population.

Public Areas

In the same neighborhoods where door-to-door canvassing occurred, the survey was also conducted in public areas. These included supermarket parking lots, parks, gas stations, and laundromats. While this method produced the lowest response rate, it was the most efficient for

contacting potential respondents as these areas were heavily trafficked and survey administrators were able to interact with more people in a shorter amount of time. Despite individuals responding at a lower rate, public spaces were the most effective method in increasing the total sample size. Similar to using community spaces, one of the drawbacks of this collection method was that it potentially captured a greater proportion of people who are more integrated.

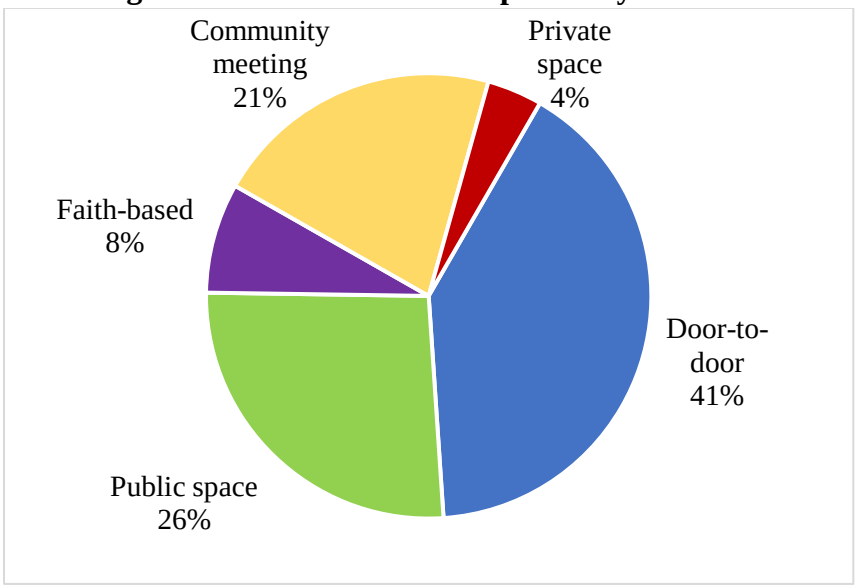
Survey Analysis

Responses by Interview Location

The total sample size is composed of 160 respondents from 25 different countries. This only includes complete responses. Incomplete responses were removed, including responses in which individuals may have initially agreed to the survey but upon viewing the questions expressed that they did not have the time, or no longer wished to participate. Other cases of incomplete responses that may have occurred as a result of input errors by the individual administering the survey.

As seen in Figure 4-4, about 40 percent of surveys were completed by going door-to-door in the neighborhoods, while the remaining 60 percent were captured in public spaces and community partner organizations. These methods garnered an overall response rate of 42 percent. The community spaces collection method yielded the highest response rate at 47 percent while the door-to-door and public spaces methods produced 43 and 39 percent response rates, respectively.

Figure 4-4 Total Share of Responses by Location



Demographics of the Sample Population

Of the 160 total respondents, more than 70 percent were born in Latin America, as displayed in Table 4-4. This holds true for the population of the Dallas immigrant; more than 70 percent of the Dallas foreign-born population was born in Latin America. The three largest groups in the respondent sample and in the overall foreign-born population are from Mexico, El Salvador, and Honduras. This finding indicates that the sample is representative of the larger foreign-born population.

Table 4-4. Total Number of Respondents by Country

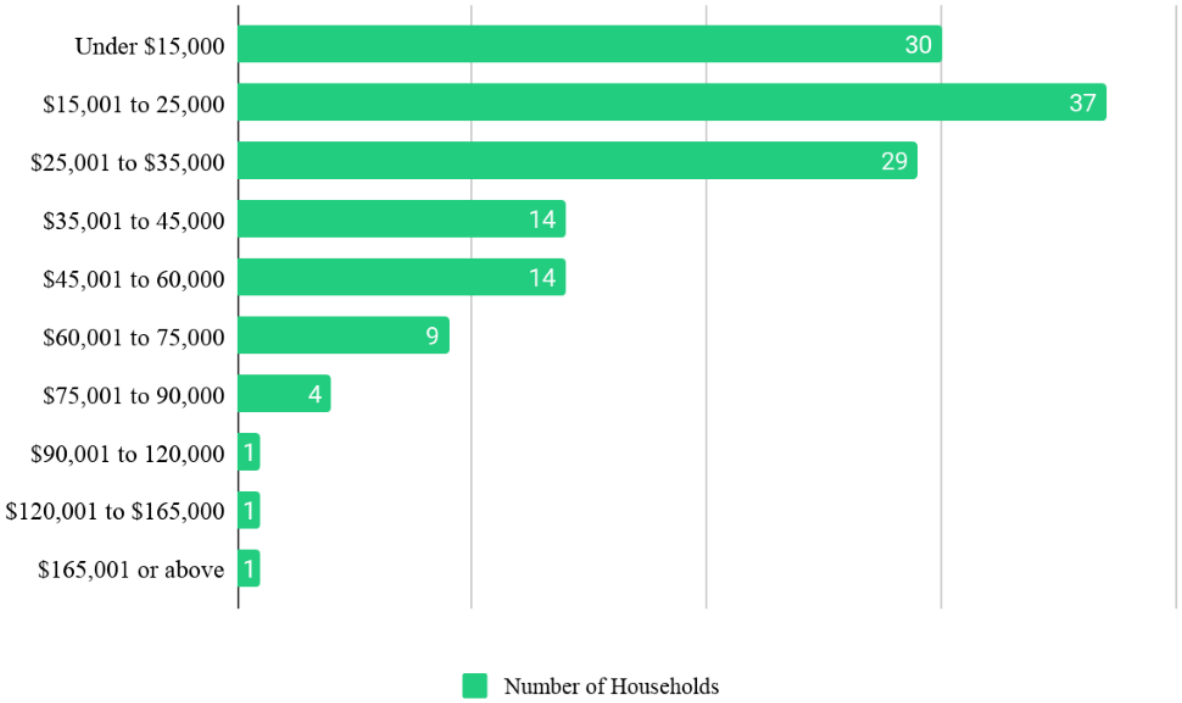
Name of Country of Origin	Number of Survey Respondents
Mexico	93
Honduras	11
El Salvador	10
Ethiopia	5
Burma	4
*Cuba, Eritrea, Myanmar, Burma	3
*Bhutan, Colombia, Guatemala, Iraq, Liberia, Nigeria, Peru	2
*Afghanistan, Cameroon, Costa Rica, Egypt, India, Iran, Malaysia, Sudan, Venezuela	1

*Countries grouped together had the same number of respondents. For example, Cuba and Eritrea individually had 3 respondents from each country.

Similarly, the largest foreign-born group in each neighborhood is from Mexico. Additionally, at least two of each neighborhood's largest 4 immigrant-groups were from either Mexico, El Salvador, or Honduras. These three countries were not always in the top three groups, although aggregated together, neighborhood populations of Mexico, Honduras, and El Salvador are representative of the greater Dallas foreign-born population.

The respondents to our survey are unrepresentative of the Dallas foreign-born population on two key characteristics: income and gender. The breakdown of the population of Dallas immigrants is approximately 50 percent male to female. Fifty seven percent of the respondents were male. The data indicate that our sample overrepresents males. The sample population also over represents individuals with an income equal to or less than $35,000. Nearly 70 percent of the respondents reported an average annual income equal to or below $35,000. Comparatively, approximately 53 percent of Dallas foreign-born residents earn $35,000 or less.

Figure 4-5. Annual Total Household Income



Similarly, the sample population is disproportionately poor. Table 4-4 shows that the average household size is 4 individuals, with a range of households between one to eleven individuals. According to the 2020 Federal Poverty Level (FPL) guidelines, a household living in poverty consists of four individuals is $26,200.[207]Using this information, the data suggests that for the average household size of respondents in this survey, almost half could fall under the FPL threshold. Again, the sample is overrepresented as compared to poverty levels for foreign-born residents in the rest of Dallas (18.1 percent). Living in poverty could present other barriers to incorporation, presenting a greater need for support and resources which will be addressed later in the report.

Table 4-5. Household Size

Minimum Number Household Members	Maximum Number of Household Members	Mean Number of Household Members	Std. Deviation
1	11	3.99	1.88

The mean number of years individuals in the sample population lived in the United States is approximately 18 years, with a range of 0 to 64 years, as illustrated in Table 4-5. Table 4-5 also

[207] Health and Human Services, "HHS Poverty Guidelines for 2020." https://aspe.hhs.gov/poverty-guidelines last accessed July 31, 2020.

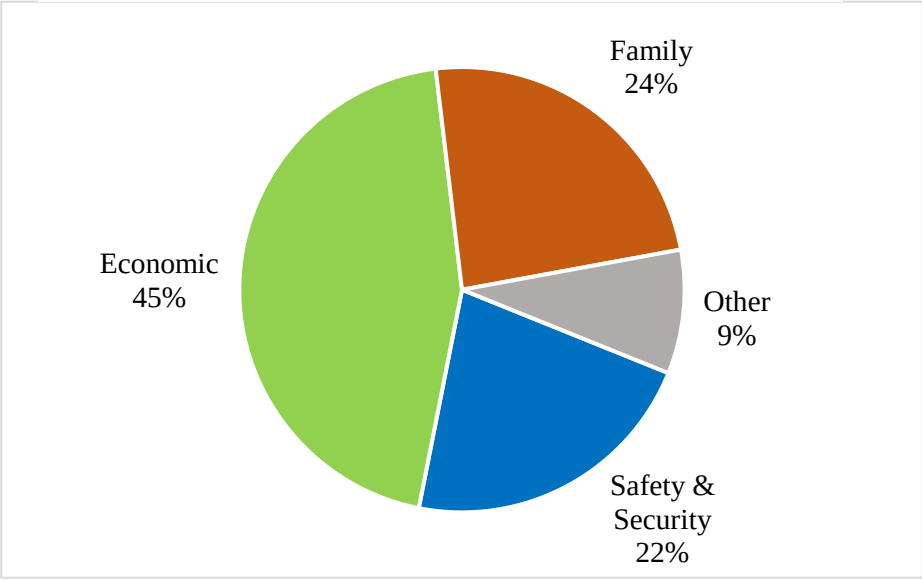
shows the average total number of years lived in the city of Dallas is 15 years, with a range of 0 to 59 years. Therefore, there is a large variance in the total number of years foreign-born individuals have lived in the United States and Dallas.

Table 4-6.Time Lived in the United States/Dallas and Years of Completed Education

	Minimum Number of Years	Maximum Number of Years	Mean Number of Years	Std. Deviation
Years Lived in the United States	<1	64	17.57	12.35
Years Lived in Dallas	<1	59	15.15	12.06
Years of Education	1	16	9.01	4.03

The responses for the number of years of completed schooling is bimodal, in that most respondents selected they had completed either 6 years (31 total responses) or 12 years (29 total responses). The average amount of years of completed schooling was about 9 years, ranging from 1 year to 16 years, shown in Table 4-5. Comparatively, 21 percent of Vickery Meadow residents have less than a 9th grade education, and 27 percent of Oak Cliff residents have the same level of education. This finding indicates that the number of respondents who have 9 years of education or less is overrepresented when compared to the rest of the neighborhood.

Figure 4-6 Stated Reasons for Migrating



More than half of the sample population (57 percent) indicated that their main motive in migrating to the United States was for economic reasons. Respondents were asked their reason for migrating to the United States, with the options being “Safety and Security”, “Economic”,

"Family", or "Other." As Figure 4-6 shows, comparable numbers of individuals migrated for "Family" (17 percent) and "Safety and Security" (17 percent) reasons.

Integration Levels

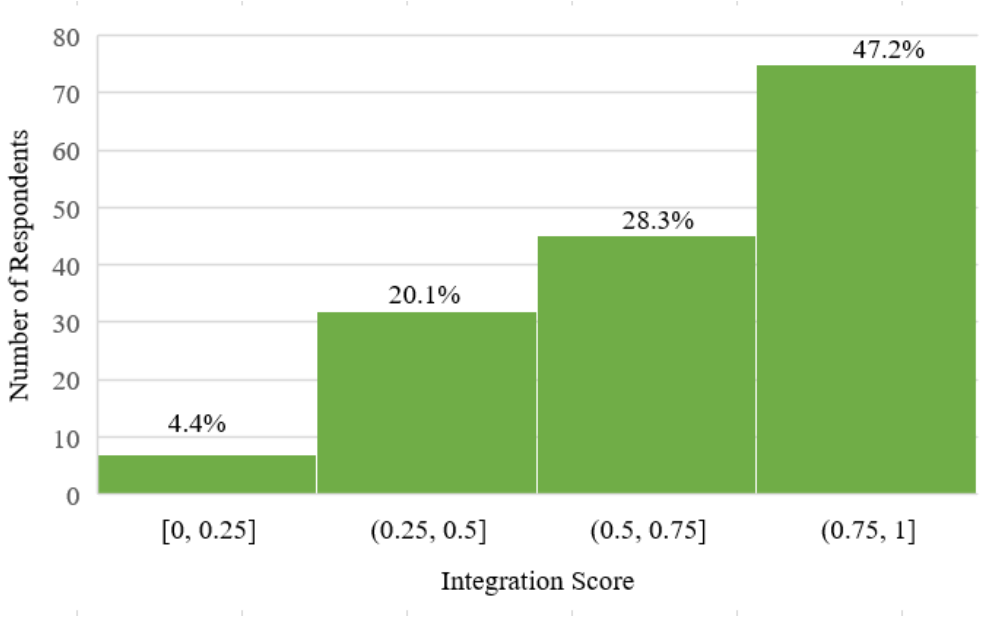
As previously mentioned, the survey captures six dimensions of integration: psychological, navigational, economic, social, linguistic, and political. For each integration dimension, scores were scaled to create a score from 0 to 1, with 0 representing the lowest level of integration and 1 representing the highest level of integration. The following sections show integration levels of the foreign-born respondents in Dallas across the six dimensions, overall integration, and how integration varies across different breakout comparisons, such as education levels and time in the United States.

Psychological Integration

When individuals were asked if they would like to remain in the United States, more than half (62 percent) reported that they wanted to stay. Similarly, more than half (59 percent) also reported wanting to stay in Dallas rather than move to another city or state. Another key finding from the survey is that respondents did not often feel isolated. When asked, 38 percent of respondents reported "Never" feeling isolated, followed by 25 percent "Sometimes" feeling isolated, and 24 percent "Rarely" feeling isolated. Some respondents also expressed confusion about what it meant to feel isolated from American culture. Survey administrators did their best to verbally explain the concept to respondents but did not use a standardized response. Based on this, we believe that some respondents may have had a different understanding of this question than others.

The questions about desire to remain and isolation were combined to develop the Psychological Integration score. Psychological Integration scores show high levels of integration among respondents. Approximately, 47 percent of respondents scored above 0.75 on a scale from 0 to 1 indicating high levels of psychological integration. Less than 5 percent scored below 0.25. This indicates that those in the sample are psychologically integrated into Dallas.

Figure 4-7. Psychological Integration Score

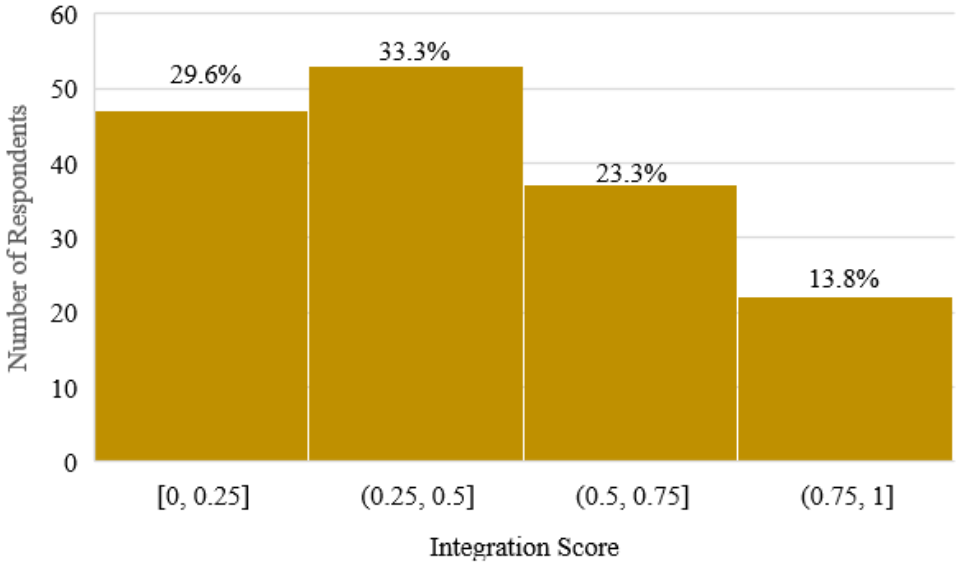


Navigational Integration

When asked about their ability to find jobs in the United States, there was variance in the responses. While 25 percent of respondents reported that finding a job is “Neither difficult, nor Easy”, 36 percent reported it was “Easy” and 39 percent reported it was “Difficult” to a certain extent. Of the responses, 43 percent reported that it is “Difficult” to get help with legal problems in the United States while 29 percent reported it is easy and 27 percent reported it as “Neither Difficult nor Easy”.

Questions regarding job attainment and legal assistance were combined to develop the Navigational Integration score. Approximately, 63 percent of respondents scored below 0.5 in the Navigational Integration scores. Only 13 percent scored above 0.75. This indicates that a majority of individuals in the sample are integrated when it comes to navigating complex systems in the United States.

Figure 4-8. Navigational Integration Scores



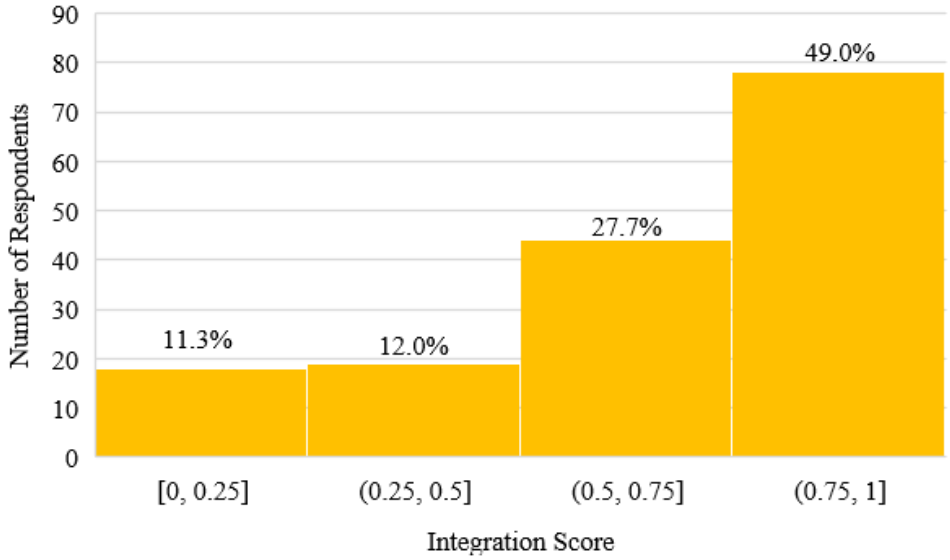
Economic Integration

When asked about employment, most respondents (60 percent) indicated that they "Participate" in paid work. Other responses range from being "Unemployed", "Retired", or doing "Unpaid" work.208 Many reported being "Very Satisfied" (46 percent) or "Somewhat Satisfied" (24 percent) with their current employment situation.

Economic Integration scores were derived from participation in paid work and satisfaction with that work. These scores show high levels of integration. However, the score focuses only on employment status. While 49 percent scored above 0.75, over 75 percent of respondents scored above 0.5. Only 25 percent of respondents scored below the half mark. This indicates that the respondents are well integrated when it comes to employment.

[208] See Appendix S at https://hdl.handle.net/2152/82248 for types of employment status.

Figure 4-9. Economic Integration Scores

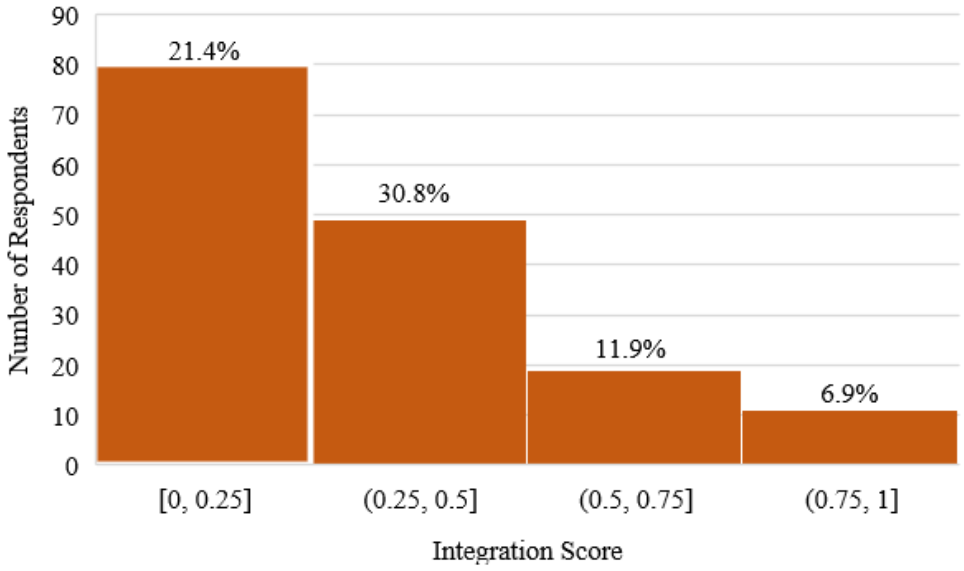


Social Integration

Respondents were asked about their social interactions with Americans in terms of exchanging favors and sharing meals to determine a Social Integration score. Less than 20 percent of the respondents reported that they exchanged favors "Regularly" with Americans, either once a day or at least once a week. Around 41 percent reported that they "Never" exchange such favors. Similarly, only 20 percent reported they share meals with Americans "Regularly", while 46 percent of the respondents reported they "Never" share meals with Americans outside of their family.

Social Integration scores skewed right, which indicates that most respondents are isolated socially in Dallas. More than half of the sample scored below 0.25. Meanwhile, less than 10 percent of respondents scored above 0.75. However, this dimension is limited by the few questions that were asked. There are many other ways to show Social Integration. Using the IPL-24 would produce a more complete picture of Social Integration.

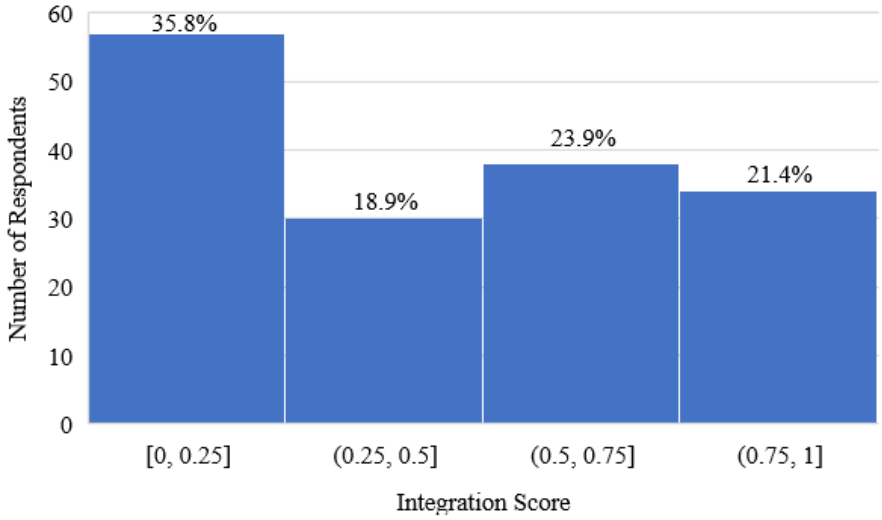
Figure 4-10. Social Integration Scores



Linguistic Integration

Respondents were asked to answer questions about their ability to speak and write English. While there is similar distribution in the last three buckets, the overall distribution skews right. This indicates that more than a third of the sample population is not well integrated Linguistically. The lack of Linguistic Integration can lead to issues with integration overall, as discussed in previous chapters.

Figure 4-11. Linguistic Integration Scores

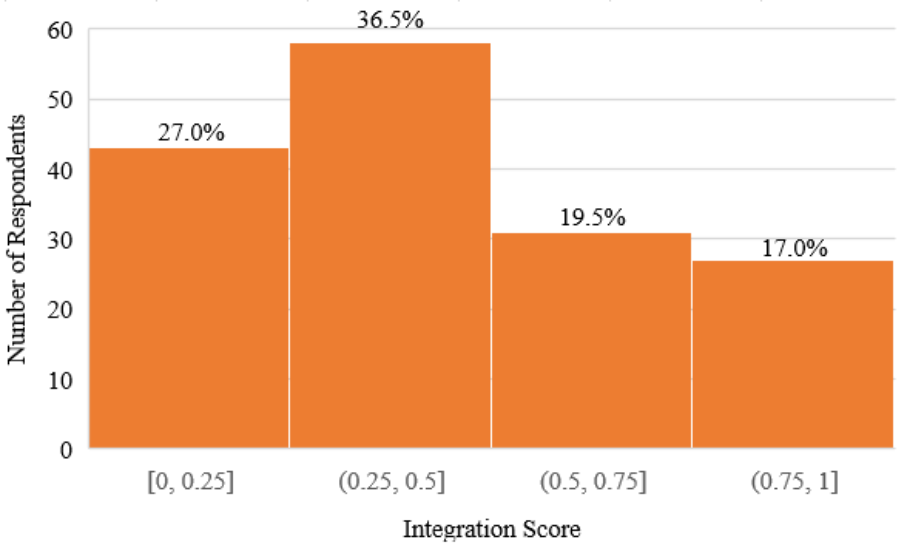


Political Integration

When asked about having political discussions on U.S.-related issues, only 12 percent of the respondents reported having such discussion on a "Daily Basis". Many respondents (46 percent) reported they "Never" engage in political discussions. In addition, over half the respondents (55 percent) reported correctly knowing the minimum age to vote in general U.S. elections is 18 years.

There was some notable variance in the Political Integration score. Approximately, 64 percent of respondents scored below 0.5 and only 17 percent scored above 0.75. This indicates that there is not a clear level of political integration in respondents.

Figure 4-12. Political Integration Scores



Integration Scores Based on Total Household Income

When comparing the integration scores based on total household income, as seen in Figure 4-13, in general there is an increase across the scores as income increases. Households which fell into the first income bracket (under $25,000) generated the lowest integration scores.

Households with total annual incomes under $45,000 displayed greater variance across the psychological, linguistic, economic, social, and navigational scores when compared to households who earn over $90,000 annually (Figure 4-14). Furthermore, these households also scored about 10 points lower in their total integration scores. In most cases as income increases, integration scores increased as well. However, this is not true for Political Integration. Integration decreased when moving from the second highest household income to the highest household income (0.65 to 0.58). This might indicate that for Political Integrations income is not

an explanatory variable. It is also important to note that Social Integration does not appear to be correlated with income. There are not meaningful increases in Social Integration as income increases, which suggests that Social Integration is dependent on something other than income.

Figure 4-13 Total Integration Score by Household Income

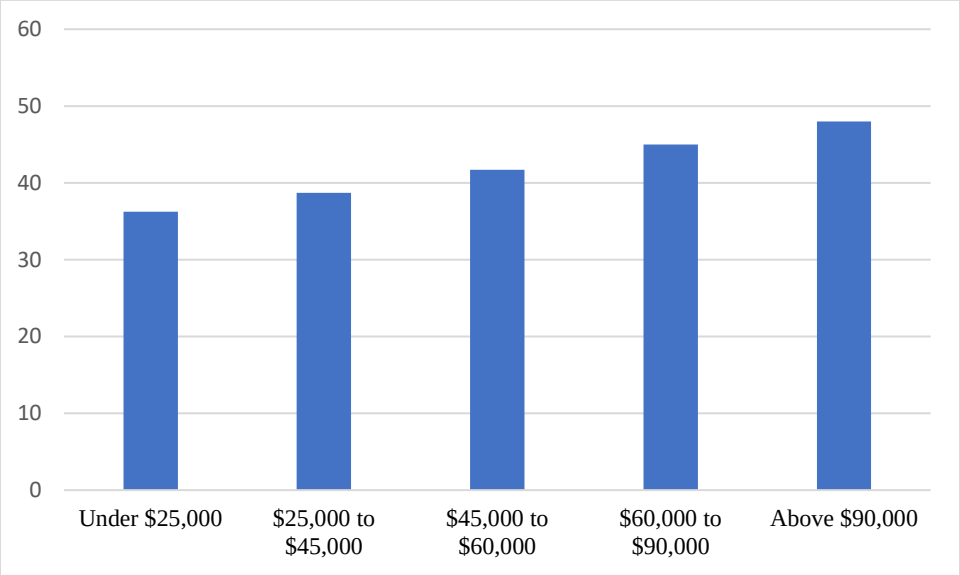
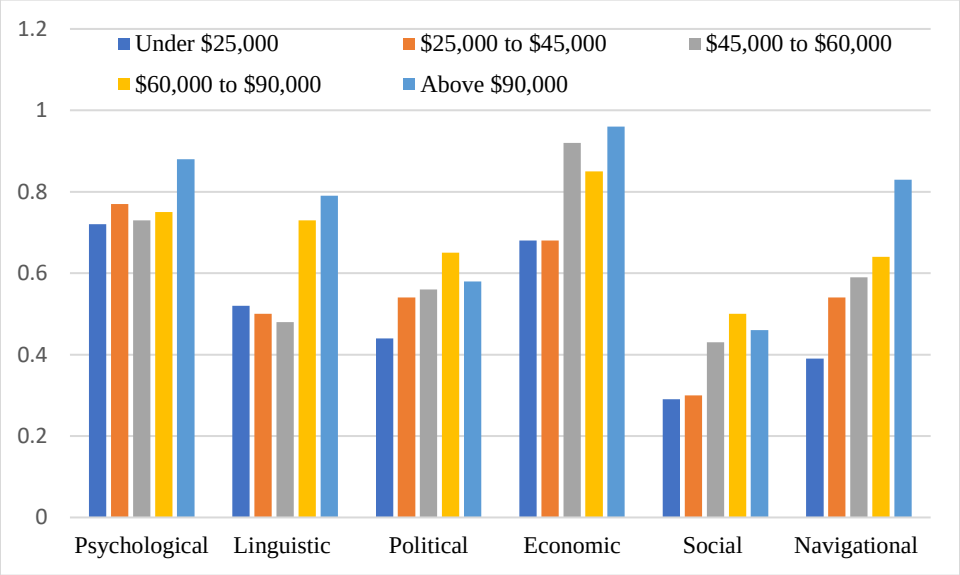


Figure 4-14 Detailed Integration Scores by Household Income



Integration Scores Based on Years of Education

Linguistic and Political Integration are positively related with years of schooling. This suggests that as individuals have more schooling, they are more likely to be Politically and Linguistically

integrated. However, this does not necessarily show that years of education directly cause Linguistic and Political Integration. The next section shows a different variable that also is highly linked with Linguistic and Political Integration.

Figure 4-15 Total Integration by Years of Schooling

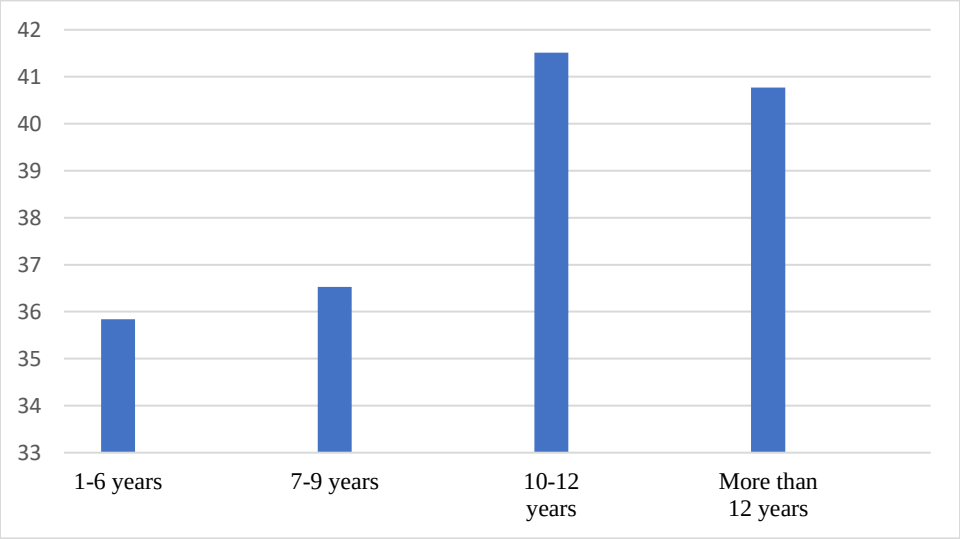
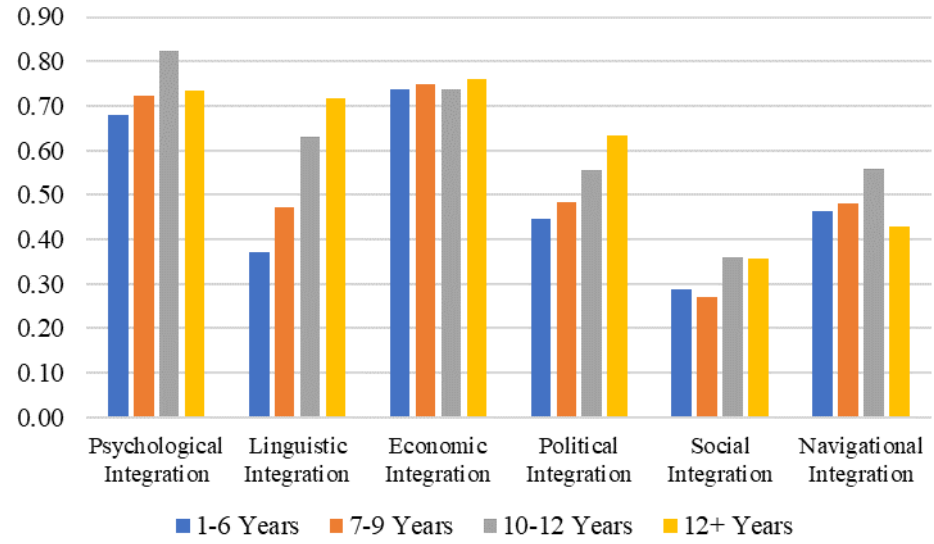


Figure 4-16 Detailed Integration by Years of Schooling



*6.88% of respondents did not answer "Years of Schooling" and therefore are not included in this comparison

It is important to note that there is virtually no variance when comparing Years of Schooling to Economic Integration. This suggests that for the Dallas foreign-born population Years of Schooling does not impact Economic Integrations. However, as previously mentioned,

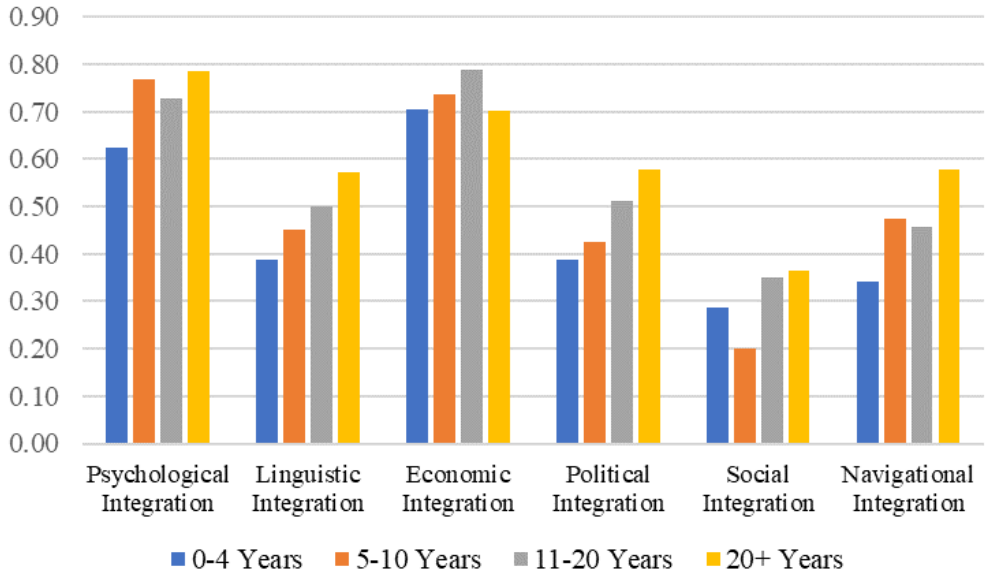
individuals who are poorer were over-represented in this sample. A more representative sample may affect the Economic Integration when compared to Years of Schooling.

Integration Scores Based on Years Lived in the United States

Linguistic and Political Integration are almost perfectly linear when compared with years in the United States. This is expected with Linguistic Integration because the longer one spends in a country, the better one is able to speak the language. However, this was not expected for Political Integration. This suggests that individuals are more likely to be politically engaged the longer they are in the United States.

Like with household income, years in the United States is not highly related with Social Integration. This suggests the Social Integration is dependent on other factors. Furthermore, there is large variance in Psychological and Navigational Integration when compared to years in the United States, which suggests that this variable is not related with Psychological and Navigational Integration. Economic Integration is positively related with years in the United States except between the last two year-breakouts where the integration score decreases instead of increases; it is unclear what causes this.

Figure 4-17. Detailed Integration by Years in the United States



*3.75% of respondents did not answer "Years Lived in the US" and therefore are not included in this comparison

Total Integration

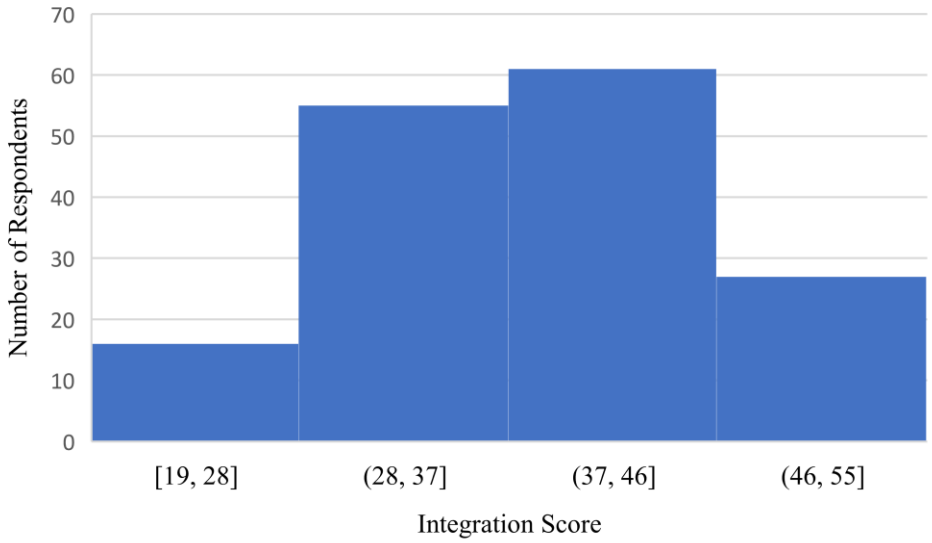
Table 4-7. Total Integration Estimates

Max	55
Min	19
Mean	38.19
Std. Dev	7.64

Total Integration scores were scaled from 0 to 60 with 0 representing the lowest level of integration and 60 representing the highest level of integration. No individual's responses resulted in the maximum or minimum possible integration score. The average score was 38.19. The average score at CACE was 0.42, which is similar to the average score of other ESL adult education students that have taken the IPL-12 survey.[209] Scaled, the CACE average score is 32.16. This might suggest that immigrants are more integrated in Dallas than in other communities, on average.

As shown in Figure 4-18, the responses form a bell curve. This suggests that foreign-born individuals have similar experiences. The large standard deviation can be accounted for by a few individuals who serve as outliers.

Figure 4-18. Total Integration Score



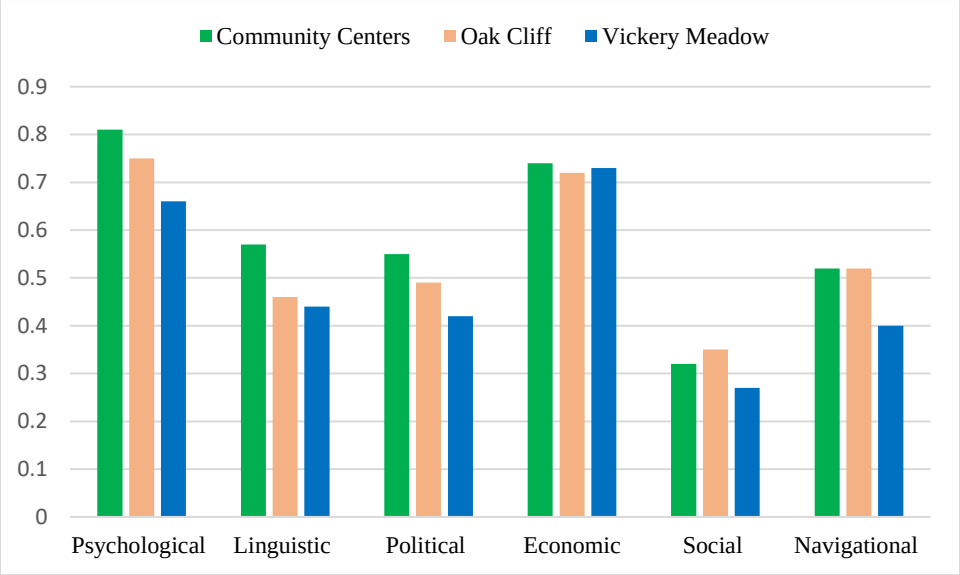
Survey Responses in Community Spaces: Oak Cliff and Vickery Meadows

The responses captured in Vickery Meadow scored the lowest across all dimensions, except the economic score (Figure 4-19). On the other hand, the community center responses reflected the highest integration scores and level of education. Additionally, economic integration scores varied less between the three settings. There is variation in the average income, average level of

[209] Ilse Pollet, Jaime Alvarado, Ratna Noteman and Bob Harper. "Immigrant Integration In Public Adult Education", *Findings from ALLIES and South Bay Consortium for Adult Education's Immigrant Integration Project* (2017). https://www.allies4innovation.org/wp-content/uploads/2019/11/Final-Report-ALLIESSBCAE-Immigrant-Integration-Project.pdf.

education completed, and integration scores based on where the survey was administered. To compare annual total household income distributions for the survey locations, we created ten brackets, beginning from $0-$15,000, which then increased by $10,000 for the remaining 9 brackets. The mean income was calculated and assigned a value between 1 and 10 that corresponds with one of the brackets, as seen in Table 3.8. Oak Cliff has the highest mean income (falling between $25,000 to $35,001), which is slightly higher in the third income bracket (3.27) than the community centers (3.13). Vickery Meadow displayed the lowest mean income, on average reporting incomes between $15,001 to $25,000.

Figure 4-19 Detailed Integration Scores by Survey Location



Open-Ended Responses

Many respondents left comments such as “I love this country, now [Dallas] is my home” and “Best country to live in and improve your life,” expressing their admiration for the United States and the opportunities of life advancement that it has given them. Furthermore, we anticipated prevalent sentiments of isolation as mentioned prior, but instead the majority of respondents reported “Never”, “Rarely”, and “Only sometimes” having feelings of isolation.

They expressed these sentiments with comments that stated the desire to “communicate more with American society,” and “help for a pathway to citizenship”. Respondents further added that they “would like to see improvements in voter engagement and mutual support networks”. These comments communicate a trend of not only wanting to interact with Americans, but also to participate in American civil society, such as obtaining citizenship and voting.

Data Limitations

To ensure statistical significance at a 95 percent confidence interval, and accounting for a five percent margin of error, a sample size of at least 384 respondents should have been gathered. We are still able to learn valuable information from the sample that we gathered but having a smaller

sample could decrease the precision of our estimates. Our total number of respondents was likely affected by the current political environment, an emerging global pandemic, and recent ICE raids. Furthermore, news of the novel coronavirus spreading across the globe may have impacted the response rate as well.

Findings

Sense of Belonging

Even though, most respondents stated that they wanted to stay in the United States and in Dallas, the majority scored low in Social Integration with native-born Americans. Social Integration scores skewed right, which indicates that most respondents are isolated socially in Dallas. However, a key finding from the survey shows that respondents did not often feel isolated. This might suggest that immigrants in Dallas are most likely finding a sense of community among other local immigrants and are rarely fostering social lives with the native-born population. Tellingly, respondents left comments alluding to the fact that they would like more opportunities to socialize and engage with the community.

Economic Challenges

Although the data demonstrated low rates of isolation, we did find prevalent cases of poverty and economic immobility. Nearly half of respondents reported an average household income of $25,000. The respondents were largely low-income individuals who have lived in the United States for a long period of time. We sensed that there may be a lack of consistent revenue and salaried level job positions due to consistent confusion when asked these questions. Many respondents could not answer how much they made a year but could gauge how much they made in a month.

Although 47 percent of respondents responded being “very satisfied” with their current employment, respondents left comments such as “wages (sic) rates are extremely low for the job sectors that immigrants fill”, “offer resources to help with job finding…”, and “learn how to get well fitting jobs and benefits.” Some respondents even verbally expressed the difficulty of finding a job. These hardships are reflected in the low Navigational Integration scores for low-income groups, as in Figure 1.8. Considering that an overwhelming number of respondents are low income and the majority are satisfied with their employment, we infer that respondents may express gratitude for their current employment, but that does not correspond with their desire for potentially finding better employment. However, as previously mentioned, individuals who are poorer were over-represented in this sample. A more representative sample may affect the Economic Integration

Educational Advancement

Being that educational attainment is a key factor in economic mobility, it would be remiss not to make educational conclusions from the data that we collected. The majority of respondents completed either 6 or 12 years of total schooling. This could also be a factor in the variation

among linguistic abilities of respondents. Those respondents that fell in the average household income category of less than $15,000 completed a median of 9 years of schooling, $15,000-$25,000 with 7.5 years, $25,001-$35,000 with 8 years, and the next three categories (35,001-$45,000, $45,001-$60,000, and $60,001-$75,000) with a median of 12 years of schooling. A difference in 4 years of education for one respondent can contribute up to an additional $35,000 in annual household income.

The ability to write and speak English is fundamental to most jobs. Nearly 39 percent of respondents reported "not well" and "not well at all" to questions asking about ability to speak or write in English. A major factor in achieving economic mobility in the United States is proficiency in English. Since many respondents completed their education in another country, they may not have adequate linguistic skills to succeed professionally in Dallas.

Overall, respondents reported having a positive experience living in Dallas. The majority want to live in Dallas for the rest of their lives. Similarly, the average respondent has lived in the United States for 17 years, with an average of 15 of those years in Dallas. Despite economic and educational challenges, many respondents had great things to say about the United States. They shared sentiments of loving the United States, "mak[ing] America great for everybody," feeling at home, and being content with their day-to-day lives. However, to help further improve the experience for future immigrant integration in Dallas we have proposed specific recommendations for the office.

Recommendations

Recommendations for Dallas

To help improve the overall experience of immigrants in the City of Dallas and its status as a welcoming city, the Dallas should consider focusing resources on economic integration and mobility initiatives, fostering more social interactions with the native-born population, and enhancing levels of education.

Improving economic integration may include providing assistance for immigrants seeking employment opportunities, providing job training to help with overall skills, and providing classes for individuals to obtain professional certificates and learn English. These resources could help some in the immigrant community, like some of the respondents in our survey, improve their economic mobility so that they are no longer under the poverty line. Furthermore, recognizing that low-income jobs typically do not provide essential fringe benefits, such as health or childcare services, WCIA should continue to foster and grow community connections to advocate for a collaborative effort to bridge those service gaps in Dallas.

To help enhance the education level of the immigrant population, the Dallas should consider providing workshops to help improve immigrants' proficiency with speaking, reading, and writing in English. Moreover, some respondents indicated that their education level only reached a total of 6 years, with some having even fewer years of education. For example, some respondents, while able to effectively communicate in person, were unable to complete the

survey without the assistance of the survey administrator because they never had the schooling to learn how to read. Educational programming could contribute to new skills and improve economic status, especially adult education.

Improving the social integration of the immigrant community is vital to improving immigrants' overall experience in Dallas. Dallas should consider providing more community-based opportunities for immigrants to interact with the native-born population. Such opportunities may be best realized through cooperation with community organizations to organize cultural and social activities. Survey respondents expressed a desire to participate in civic engagement activities and to help fellow immigrants.

Survey Recommendations

First, in order to achieve a higher response rate, data collection should be done in public spaces rather than door-to-door. Given the current political environment, especially increasing frequency of ICE raids, immigrants may be reluctant to respond if they are approached at home in fear of detainment. More immigrants are present in public spaces and that might encourage some of them to answer the survey. Furthermore, because the survey targets the foreign-born population, it is difficult to locate individuals who meet that criteria in their homes, making the process time-consuming and expensive.

Second, to gain the community's trust and encourage its members to respond, we found that it is important for the research team to establish partnerships with NGOs and community leaders. These partners can provide valuable insights into how and where to administer the survey. Through local networks, community partners can help advertise, spread the word, and reassure the community of the survey's nature and goals. While establishing partnerships might take some time, it is an integral aspect of successful survey implementation.

Third, given that a considerable portion of the immigrant community does not possess, or is not comfortable with, the linguistic abilities needed to answer the survey in English, the research team needs to provide translations. The survey must be translated into the appropriate dialects. The team needs to be aware of the spoken-vs-written dialects that exist in other countries, as well as the specific ethnic dialects that are used by those in the immigrant community.

Future Research Recommendations

Several improvements can be made for future iterations of the survey to achieve better results. First, pretesting the survey is necessary. Due to the variance in linguistic abilities among the targeted population, the survey language must be clear. This means that both the wording of the questions and of the answer items are clear.

While the survey attempts to capture immigrants' experience, there might be some gaps in our understanding, due mainly to the nature of the research design. We recommend developing a methodology that would allow future researchers to understand the effect of naturalization rates on integration measures. Furthermore, we suggest conducting focus groups of foreign-born immigrants to bridge any existing gaps in the analysis. Focus groups provide respondents with a platform to share their experiences and feelings in a way the survey cannot. Thus, a combination

of survey and focus groups would ensure a comprehensive view of the immigrant experience in Dallas. Moreover, any future work on the subject should include the voices of service providers. Incorporating feedback and insights from service providers would enrich the research. Finally, we would like to reiterate that this type of research is essential for cities making the commitment to become “welcoming cities”.

We hope that the findings of this report help inform future research in the city of Dallas. We also hope that the recommendations help guide the WCIA in their future programming and community outreach initiatives.

Prepared for the City of Dallas Office of Welcoming Communities and Immigrant Affairs

Supported with funding from Fwd.us