



CONGRESSIONAL BUDGET OFFICE  
U.S. Congress  
Washington, DC 20515

May 24, 2006

Honorable Jeff Sessions  
Chairman  
Subcommittee on Administrative  
Oversight and the Courts  
Committee on the Judiciary  
United States Senate  
Washington, DC 20510

Dear Mr. Chairman:

At the request of your staff, the Congressional Budget Office is providing additional detail on some of the components of its cost estimate for S. 2611, the Comprehensive Immigration Reform Act of 2006, as introduced on April 7, 2006. That estimate was transmitted on May 16, 2006, and does not reflect the impact of any subsequent amendments to the bill.

The attached tables detail CBO's estimates of the number of individuals affected in various ways by the bill:

- Table 1 presents CBO's estimates of the number of individuals directly affected by several major provisions of the legislation—the guest-worker program, the increased limits on family-sponsored and employment-based admissions, the legalization of undocumented immigrants, and the blue-card program. The table presents those estimates in two categories. The first category consists of people who are either already in the country or would be expected to enter the country, legally or illegally, under current law; the second category consists of those individuals CBO estimates would enter the country legally as a result of the bill.
- Table 2 displays CBO's projections of the pattern of illegal immigration under current law and under S. 2611.

Honorable Jeff Sessions  
Page 2

I hope this information is helpful to you. If you would like further details on CBO's estimate, we would be pleased to provide them. The CBO staff contact is Paul Cullinan.

Sincerely,

A handwritten signature in black ink that reads "Donald B. Marron". The signature is written in a cursive, slightly slanted style.

Donald B. Marron  
Acting Director

Enclosures

cc. Honorable Charles E. Schumer  
Ranking Democrat

Honorable Arlen Specter  
Chairman  
Committee on the Judiciary

Honorable Patrick J. Leahy  
Ranking Democratic Member

**TABLE 1. PROJECTED CUMULATIVE NUMBER OF INDIVIDUALS AFFECTED BY THE MAJOR PROVISIONS OF S. 2611 (AS INTRODUCED ON APRIL 7, 2006)**

	Fiscal Year Averages, in Millions									
	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016
<b>TOTAL INDIVIDUALS AFFECTED</b>										
Total individuals affected by the major provisions of S. 2611										
Guest-worker program	0	0.3	1.0	1.7	2.6	3.4	4.2	5.0	5.9	6.7
Family-sponsored admissions	0.1	0.4	0.7	1.1	1.3	1.6	1.9	2.2	2.5	2.7
Employment-based admissions	0.2	0.6	0.9	1.2	1.5	1.8	2.2	2.5	3.1	3.9
Legalization of undocumented immigrants	2.1	4.8	5.4	5.3	5.1	4.9	4.7	4.5	4.4	4.3
Blue-card program	0.1	0.8	1.4	1.4	1.4	1.4	1.3	1.1	1.1	1.1
Total	2.6	7.0	9.4	10.7	11.9	13.1	14.3	15.3	17.0	18.8
<b>INDIVIDUALS ADJUSTING IMMIGRATION STATUS</b>										
Individuals who are or will be in the United States under current law and would change their immigration status										
Guest-worker program <u>1/</u>	0	*	0.1	0.3	0.6	1.0	1.4	1.7	2.1	2.5
Family-sponsored admissions <u>2/</u>	*	0.1	0.2	0.3	0.4	0.4	0.5	0.6	0.6	0.7
Employment-based admissions <u>2/</u>	0.2	0.5	0.8	1.0	1.3	1.5	1.8	2.0	2.6	3.2
Legalization of undocumented immigrants <u>3/</u>	2.0	4.5	5.0	4.9	4.7	4.5	4.3	4.1	4.0	3.9
Blue-card program <u>3/</u>	0.1	0.6	1.1	1.1	1.0	1.0	1.0	0.8	0.8	0.7
Subtotal	2.3	5.8	7.2	7.6	8.0	8.4	8.9	9.2	10.0	11.0
<b>NEW ENTRANTS</b>										
Individuals who would newly enter the United States under S. 2611 (Table 2 from CBO's cost estimate)										
Guest-worker program	0	0.3	0.8	1.4	2.0	2.4	2.9	3.3	3.8	4.3
Family-sponsored admissions	0.1	0.3	0.5	0.8	1.0	1.2	1.4	1.6	1.8	2.0
Employment-based admissions	*	0.1	0.2	0.2	0.3	0.3	0.4	0.4	0.6	0.7
Legalization of undocumented immigrants <u>4/</u>	0.1	0.3	0.4	0.4	0.4	0.4	0.4	0.4	0.4	0.4
Blue-card program <u>4/</u>	*	0.2	0.3	0.3	0.3	0.3	0.4	0.4	0.4	0.4
Subtotal	0.3	1.2	2.2	3.1	4.0	4.7	5.4	6.1	6.9	7.8

Notes: The figures above are based on the bill as introduced and thus do not account for any amendments, such as the reduction in the number of guest workers, that the Senate has subsequently adopted.

The figures for all provisions include dependents.

The figures for individuals newly entering the United States include children born to new entrants after their arrival.

Components may not sum to totals because of rounding.

\* = Fewer than 50,000.

**Footnotes to Table 1:**

1. CBO anticipates that these individuals would enter the United States illegally under current law. Under S. 2611, they would enter instead as guest workers or their dependents.
2. Under current law, these individuals are in the United States already or would enter the country in the future using some type of non-immigrant visa. The bill would allow them to become legal permanent residents sooner than they would otherwise.
3. Information from the Pew Hispanic Center indicates that about 11 million undocumented immigrants were in the United States in March 2005. CBO anticipates that one million of them would not be affected by S. 2611 because they will eventually become legal permanent residents under current law. We also estimate that about one million undocumented immigrants would not be eligible to obtain legal immigration status under the bill because they have been in the United States for less than two years. We also anticipate that about one million of the undocumented immigrants would obtain legal status under the bill through the blue-card program. Of the remaining undocumented immigrants, CBO estimates that about two-thirds of those who have been in the country for more than five years would obtain legal status and half of those who have been here for between two and five years would gain legal status under S. 2611. The number of individuals with legal status would decline in later years due to deaths, emigration, and the loss of legal status for individuals who do not complete the process of becoming legal permanent residents.
4. These individuals would be dependents of undocumented immigrants that are already in the United States.

---

**TABLE 2. PROJECTED IMPACT OF S. 2611 ON THE NUMBER OF UNDOCUMENTED IMMIGRANTS ENTERING THE UNITED STATES ANNUALLY**

---

	By Fiscal Year, in Millions									
	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016
Annual entrants under current law	0.9	0.9	1.0	1.0	1.1	1.1	1.2	1.2	1.3	1.4
Annual entrants under S. 2611	0.9	0.9	0.8	0.8	0.7	0.7	0.7	0.7	0.8	0.8
Difference	0	0.1	0.1	0.2	0.3	0.5	0.5	0.5	0.5	0.6

---