

udall center update

No. 32
Spring 2007

News from the Udall Center for Studies in Public Policy at the University of Arizona

New Resources on U.S. and Arizona Immigration

Under the auspices of its Immigration Policy Program, and with support from the Thomas R. Brown Foundations, the Udall Center has prepared several materials that explain the complex and often polarizing issue of immigration in Arizona and the United States. All documents are available for free online at <udallcenter.arizona.edu>.



A PRIMER ON U.S. IMMIGRATION IN A GLOBAL ECONOMY

The aim of the primer is to place the phenomenon of immigration in the broad context of today's global economy. The primer also provides a historical background on current U.S. immigration policy and provides an objective synthesis of research findings and data to show the complex tradeoffs involved in this contentious public-policy issue.

Emphasizing the connection between globalization and immigration, the primer presents text and graphical information that compare the United States to other major immigrant-receiving countries and that track the basic trends in immigration to the United States.

The document also provides a brief chronology of U.S. immigration policy and an overview of current U.S. immigration law, including a description of qualifications for admission and categories of visas.

In addition, the primer compares immigrants to native-born citizens – in terms of age groups, family status, education, labor market participation, and incomes – and includes information on unauthorized immigrants.

A Primer on U.S. Immigration in a Global Economy
by Judith Gans, 72 pp. (plus online appendixes)
<udallcenter.arizona.edu/immigrationprimer>
photo credits page 7

IMMIGRANTS IN ARIZONA: PRELIMINARY RESEARCH RESULTS AND DATABASES

First presented at a National Symposium on Immigration held at the Arizona State Capitol in November 2006, *Immigrants in Arizona* summarizes preliminary results from an ongoing study about the role of immigrants in Arizona's economy. A final report to be published later in 2007 will analyze and quantify the contributions and costs of immigration to the state. A series of data tables (available online as Excel spreadsheets) accompanies the preliminary report.

Immigrants in Arizona: Preliminary Research Results and Databases
by Judith Gans, 2006, 39 pp.
<udallcenter.arizona.edu/immigrantsinazona>

IMMIGRATION FACT SHEETS

Immigration and Labor in the U.S. Economy
(No. 1, June 2006)

Immigration and U.S. Health Care Costs
(No. 2, September 2006)

Illegal Immigration to the United States
(No. 3, forthcoming)

Udall Center Fact Sheets on Immigration
by Judith Gans
<udallcenter.arizona.edu/immigrationfactsheets>

For more information on the Udall Center's Immigration Policy Program, contact Judith Gans, program manager, at <judygans@u.arizona.edu> or (520) 626-4393.

policy research and outreach for decisionmaking

RESEARCH

RESEARCHERS ASSESS GLOBAL WATER INITIATIVES

Continuing to build on research initiated during a 2003-04 sabbatical in Paris with UNESCO's International Hydrological Programme, Udall Center deputy director Robert Varady, along with graduate research associate Katherine Meehan, analyzes the phenomenon of global water initiatives in an essay in the November 2006 issue of *Water Resources Impact*.

Using Varady's classification scheme for GWIs in their essay, Varady and Meehan assess the importance and evolution of GWIs, tracing gradual paradigm shifts in global water governance since the late-1940s, when the number of such initiatives began to grow (see figure).

In practice, the authors suggest that global water initiatives, through organizational networks and

institutional overlaps and competing agendas, Varady's research indicates that participants seemed to prefer guiding these trends through improved communication and management alternatives instead of stopping or limiting them.

In fact, according to Varady and Meehan, water governance may prove to be strengthened by the institutional diversity of the GWI field.

The authors suggest that improvements in governance can arise not only via increased opportunities to voice concerns in international forums (megaconference "talkfests"), but also through sustaining connections and creating new collaborations.

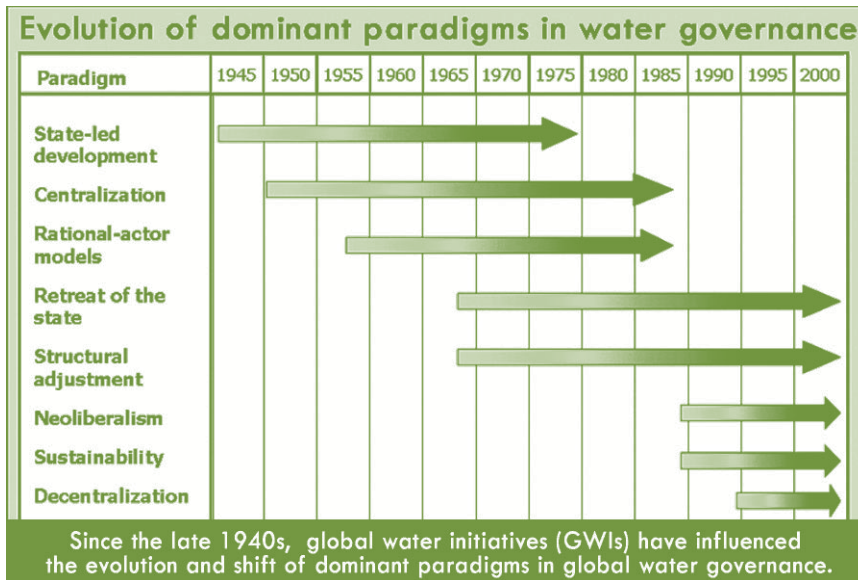
Such a process, the authors point out, keeps global agendas open to fresh ideas and goals, and to legitimizing governance in a democratic, albeit hectic, setting.

In the future, enhancing the resilience of this set of interconnected institutions holds promise for laying the groundwork for more sustainable global water governance.

In addition to their recent essay, Varady and Meehan developed a presentation on the topic, which Varady delivered in October 2006 to an international gathering of water researchers in Urumqi, China.

Varady, and Udall Center research analyst and editorial associate, Emily McGovern, are developing a book-length manuscript on global water initiatives to be published by the Udall Center in 2007.

Varady, Robert G., and Katherine Meehan. 2006. A flood of institutions? Sustaining global water initiatives, *Water Resources Impact* 8(6):19-22.



Varady employs the term "global water initiatives," or GWIs, to refer to the diverse, but often overlapping, set of institutional frameworks, organizations, and events that seek to influence water-resources management around the world.

Some better-known examples of GWIs include *nongovernmental or governmental entities*, such as the International Hydrological Programme; *professional societies*, such as the International Water Association; *designated time periods*, such as the International Year of Freshwater; and *events*, such as the four World Water Forums.

encounters, have played critical roles in legitimizing governance paradigms in recent decades.

What is unclear, however, is how, and how well, these networks function, or as the authors put it: *When are GWIs a cacophony and not a crescendo of institutional resources, time, and efforts?*

One set of answers, found in the results of a recent survey of global water experts undertaken by Varady (see *Udall Center Update* No. 26, March 2005), indicates that institutional diversity is a valued attribute of GWI networks.

Even while this diversity sometimes results in negatively-viewed

For more information on the Udall Center's Global Water Initiative's Project contact Robert Varady, deputy director at <rvarady@u.arizona.edu> or (520) 626-4393

Two More Titles Join the JOPNA Series

Indigenous Peoples, Poverty, and Self-Determination in Australia, New Zealand, Canada, and the United States

by Stephen Cornell

JOPNA No. 2006-02

Australia, New Zealand, Canada, and the United States share certain characteristics. All four are predominantly European-settler societies. All are English-speaking. Their legal and political systems, while different, share a primarily English heritage. They also share a particular pattern of relationships with Indigenous peoples.

In all four, Indigenous peoples remain today on remnant lands, and in all four, those peoples are engaged to one degree or another in movements for Indigenous self-determination.

There is another commonality among these countries: in all four, central governments have tended to be more willing to address issues of Indigenous poverty than issues of Indigenous self-determination. But what if the two are connected?

Cornell argues that there is strong evidence from the United States that effective solutions to Indigenous poverty depend on, among other things, Indigenous self-determination. After making the case for comparative analysis among these four settings, he summarizes the U.S. evidence and considers its applicability to the situations of Indigenous peoples in the other three countries.

Cornell also suggests that while Indigenous self-determination and self-governance are keys to positive economic change, self-determined Indigenous governance in these countries is likely to be diverse, and that a single form of self-governance is unlikely to work across groups or across countries.

Originally published in *Indigenous Peoples and Poverty: An International Perspective*, R. Eversole, J.-A. McNeish, and A.D. Cimagamore, eds., 2005, pp. 199-225. Reprinted.

jopna.net

Joint Occasional Papers on Native Affairs (JOPNA) is a joint venture of the Native Nations Institute for Leadership, Management, and Policy at the University of Arizona, and the Harvard Project on American Indian Economic Development at Harvard University. All papers are available for free at <jopna.net>.

For print copies of the papers below, contact Emily McGovern at <emcgove@u.arizona.edu> or (520) 626-4393.

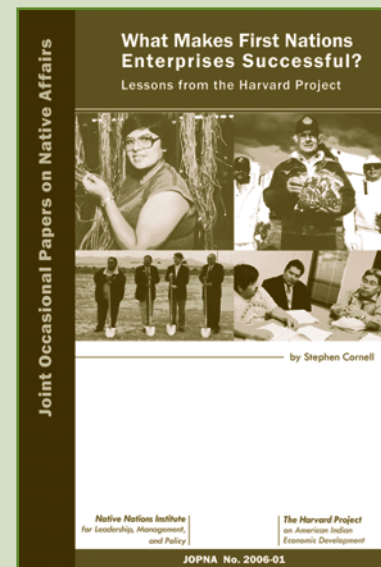


photo credits page 7

What Makes First Nations Enterprises Successful? Lessons from the Harvard Project

by Stephen Cornell

JOPNA No. 2006-01

Indigenous economic development takes multiple forms. One of the most common ways that Indigenous peoples attempt to meet needs for revenue, employment, and services is through nation-owned enterprises. These are hugely diverse, ranging from timber companies and gaming operations to telecommunications enterprises and convenience stores. The record of such efforts is mixed: as with businesses everywhere, some succeed and others don't.

This paper examines how the actions of Native nations themselves can either undermine or strengthen their own enterprises, drawing on extensive research carried out by the Harvard Project on American Indian Economic Development at Harvard University and the Native Nations Institute for Leadership, Management, and Policy at the University

of Arizona. Of course many of the things that determine business outcomes lie beyond the control of the nations that own the businesses.

The paper focuses on five factors that Indigenous nations can control but that sometimes are ignored in the effort to build successful, nation-owned businesses: clarity about enterprise goals; effective management of the politics-business connection; the purpose, power, and composition of enterprise boards of directors; independent and reliable resolution of disputes; and the need to educate the community about enterprise goals and activity.

Using real-world cases, the paper explores how the actions by Indigenous nations in each of these areas can have a significant impact on business performance.

Originally published in *Legal Aspects of Aboriginal Business Development*, J.E. Magnet and D.A. Dorey, eds., 2005, pp. 51-65. Reprinted with permission from Lexis-Nexis® Butterworths.

OUTREACH



NATIVE NATIONS INSTITUTE: EXECUTIVE EDUCATION

Modeled on similar programs for corporate CEOs, state and national officials, military leaders, and other decision-makers, the NNI executive education seminars focus on leadership, governance, and economic development in Indian Country. The seminar curriculum builds upon more than 20 years' experience by researchers at NNI and the Harvard Project on American Indian Economic Development — work that has identified key elements for successful nation-building. The instructional program also includes dozens of case studies from across Native America and around the world.

AUDIENCE

The seminars are designed for:

- tribal chairs, presidents, governors, and chiefs
- members of tribal councils and legislative committees
- tribal planners and economic development staff
- chief executive officers, board members, and staff of tribal corporations and enterprises
- tribal judges

INSTRUCTORS

Instructors for the seminar will be:

- Manley Begay (Navajo), Ed.D., director of the Native Nations Institute
- Stephen Cornell, Ph.D., director of the Udall Center and professor of sociology and public administration and policy at the University of Arizona
- Miriam Jorgensen, Ph.D., NNI associate director for research
- Joseph Kalt, Ph.D., professor of political economy at Harvard University
- Ian Record, Ph.D., NNI manager for leadership and management programs
- Joan Timeche (Hopi), M.B.A., assistant director of NNI

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Ian Record at <recordi@u.arizona.edu> or
call (520) 626-0664

Native Nation Building: Building and Sustaining Tribal Enterprises March 29, 2007

Omni Tucson National Golf Resort & Spa
Tucson, Arizona

NNI offers this intensive, one-day seminar to equip Native leaders with the essential knowledge and tools to build and sustain tribally owned enterprises — thereby promoting long-term community and economic development.

Registration: The registration fee is US\$125 and includes instruction, seminar materials, lunch, refreshment breaks, and a CD set of the acclaimed, 10-part Native Nation Building radio series.

Accommodations: A block of rooms at the Omni has been reserved under the "Native Nations Institute" at \$149/night plus lodging taxes. To make reservations call (800) 843-8664. Room block rate expires March 2, 2007.

nni.arizona.edu/nnb/tucson07.html

Executive Education for Tribal Leaders Seminars April 10-11, 2007

(additional seminar for Emerging Leaders on April 12)
Westward Look Resort
Tucson, Arizona

This seminar focuses on the five key elements for successful nation-building: practical sovereignty, capable governance, cultural match, strategic orientation, and leadership.

Registration: The registration fee for the two-day seminar (April 10-11) is US\$150 and covers instruction, seminar materials, two lunches, refreshment breaks, and a CD set of the acclaimed, 10-part Native Nation Building radio series. The registration fee is US\$200 to attend the two-day seminar (April 10-11) and the Seminar for Emerging Leaders (April 12).

Accommodations: Rooms at the Westward Look Resort have been reserved at the rate of \$76/night (plus taxes) under the "Native Nations Institute" through March 9, 2007. Call (800) 722-2500.

nni.arizona.edu/execed/tucson07.html

6th Annual NNI/Roger Willie Charity Golf Tournament

March 30, 2007

Omni Tucson National Golf Resort & Spa
Tucson, Arizona

On March 29, 2007, immediately following NNI's executive education seminar, Building and Sustaining Tribal Enterprises, golfers of all abilities will gather at the same



venue, the Omni Tucson National Golf Resort & Spa in Tucson, for the Sixth Annual NNI/Roger Willie Charity Golf Tournament.

The event raises funds for the NNI/Roger Willie endowment at the University of Arizona. Under the auspices of NNI, the endowment supports programs that assist Indigenous nations and communities with the challenges of nation-building.

In previous years, the tournament has received the generous support of several tribes and businesses, including significant sponsorships in 2006 by the Pascua Yaqui Tribe and Casino del Sol, Tohono O'odham Nation and Desert Diamond Casino, Minkus Advertising Specialties, the Oneida Indian Nation, and Gila River Casinos.

Sponsorship levels for this year's tournament range from \$25,000, which includes four foursomes and prominent promotional placement, to \$200 for "hole" sponsors.

Contact:

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call (520) 626-0664

www.nni.arizona.edu/golftournament07.html

Native American Youth Entrepreneur Camp

June 17-22, 2007

University of Arizona
Campus
Tucson, Arizona

Each summer, the Native Nations Institute conducts the Native American Youth Entrepreneur Camp (NAYEC) to encourage private-sector development in Indian Country.



NAYEC instructors teach high-school juniors, seniors, and recent graduates the basics of economics, computer skills, and business-plan preparation through activities that lead to personal and professional development. Students also have the opportunity to meet and seek advice from Native American business professionals through classroom visits and field trips to nearby Native-owned businesses.

At one of the culminating events of the camp, the Youth Marketplace, students get a taste of what it's like to run their own businesses using what they learn in the camp classes. And the Business Plan Showcase presents business plans that students prepare throughout the camp, providing prizes for the most promising ideas.

Call for Sponsors: Help introduce entrepreneurship to a Native youth by sponsoring a NAYEC scholarship.

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nni.arizona.edu/nayec10.html



STAFF NEWS

Anne Browning-Aiken, program manager for environmental and community collaboration, presented two papers, "A River Running in the Desert: Challenges to Sustainable Water Resources Management" and "Transboundary Aquifer Experiences: Quest for Sustainable Water at the U.S.-Mexico Border," at the Seminario Internacional sobre Gestão Social das Bacias Hidrográficas held in Santa Catarina, Brazil, in November 2006.

Udall Center deputy director **Robert Varady** presented a paper at a special symposium in November 2006 at Delft Technical University in The Netherlands.

In December 2006, Varady participated in a workshop in Perugia, Italy, to plan for a history of water in Israel and Palestine, "Transboundary Water Conflicts in the

Middle East: From a Common History to a Common Thinking on Conflict Resolution." The meeting was convened by the Regional Government of Umbria and City Council of Perugia, in conjunction with the Israeli Palestinian Science Organization, Italian National Research Council, UNESCO's International Hydrological Programme (IHP), Italian National Committee, and the International Water History Association (IWHA); Varady is president-elect of IWHA.

Christopher Scott, assistant research professor of water resources policy, received a USGS 104B Grant through the University of Arizona's Water Resources Research Center for a research project, "Geospatial Analysis of Urban Thermal Gradients: Application to Tucson, Arizona's Projected Water Demand."

The second, revised edition of *Ethnicity and Race: Making Identities in a Changing World*, by Udall Center director **Stephen Cornell** and co-author Douglas Hartmann, was published in January 2007 by Pine Forge Press.

In December, Cornell spent two weeks in Australia working with researchers and others involved in a major research project there on Indigenous community governance. He also met with officials of the Australian government to discuss Aboriginal policy.

Also, the National Centre for First Nations Governance recently posted a video presentation by Cornell describing research

by NNI and the Harvard Project on the topic of Indigenous nation building <fngovernance.org/about/index.htm>.

Miriam Jorgensen, NNI associate director for research, **Stephanie Rainie**, NNI research associate, and **Stephen Cornell**, along with Alyce Adams of Harvard University, were awarded a \$19,000 planning grant from the Nathan Cummings Foundation to undertake a preliminary analysis of tribal initiatives and their impact on American Indians' and Alaska Natives' access to health care and to develop a proposal for a more extensive research project.

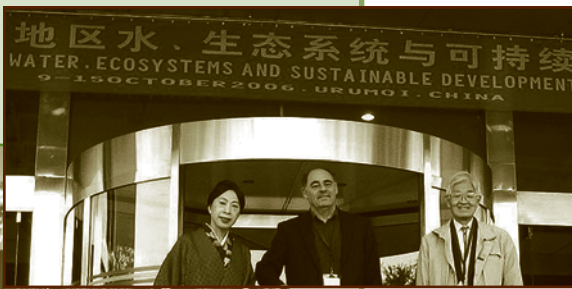
NNI was recently awarded \$50,000 to continue its partnership with the National Congress of American Indians Policy Research Center in its project entitled "Taking Action to Strengthen Tribal Government." The project, which involves listening sessions across Indian Country, is generating specific, creative, and fundable ideas for improving and expanding Native nations' governance capacities. NNI staff and affiliates **Stephen Cornell**; **Miriam Jorgensen**; **Ian Record**, NNI manager for leadership and management programs; and **Joan Timeche**, NNI assistant director; and NNI International Advisory Council member Gerald Sherman are participants in this data gathering process.

NNI also received a grant from the Bank of America Foundation to support NNI's 2007 Native Nation Building seminars (see page 4).

NNI recently hired four new graduate student researchers: **Jamie Dolan**, a doctoral student in sociology; **Jen McCormack**, a doctoral student in geography and regional development; **Ryan Seelau**, a doctoral student in law; and **Sara Shuman**, a master's degree student in public health. Also, **Paola Flores**, a sophomore in finance, joined the Udall Center staff in February 2007.

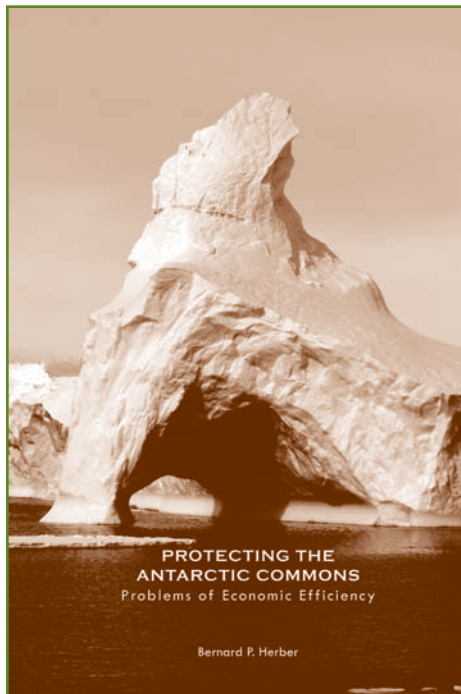
Varady Delivers Keynote Address in China

Robert Varady presented a keynote address, "A flood of institutions? Sustaining global water initiatives," at the conference, "Water, Ecosystems and Sustainable Development in Arid and Semi-Arid Zones," held in Urumqi, China, in October 2006. The paper, was co-authored by Udall Center graduate research assistant Katie Meehan (see page 2).



Upper right: Robert Varady (center) with conference participants from Japan, Dr. Kyoko Horie (left) and Professor Iwao Kobori of the United Nations University. Above: Conference participants in a plenary session. Top photo by Graciela Schneier-Madanes. Bottom photo by Robert Varady.

Udall Center Launches Monographs Series



With the recent publication of *Protecting the Antarctic Commons: Problems of Economic Efficiency*, by Bernard P. Herber, the Udall Center launched a new book series, Udall Center Fellows Monographs. Herber, professor emeritus of economics at the University of Arizona, was a Udall Center Fellow in 1991-92.

Protecting the Antarctic Commons analyzes the adequacy of existing international governance mechanisms, specifically the Antarctic Treaty System, to direct policy goals for the long-term sustainability of the globally strategic Antarctic commons and natural resources.

After reviewing the economy of Antarctica and the Antarctic Treaty System, Herber describes current threats to the continent's sustainability and presents several options to help attain desired outcomes, particularly within the context of emerging global economic and political trends.

The aim of the Udall Center Fellows Monographs series is to publish concise, high-quality, peer-reviewed volumes that support the mission of the Udall Center to link policy-relevant, interdisciplinary research with decision-making.

Since 1990, the Udall Center has hosted more than 100 fellows from 34 departments and centers across the University of Arizona to engage in research on topics related to public policy. The monograph series provides a venue for selected current and former fellows to present research findings deriving from their fellowship to a broader audience.

Copies of *Protecting the Antarctic Commons* are available in print (for US\$10 each) or online (for free at <udallcenter.arizona.edu>). For more information, contact Robert Merideth, editor in chief, (520) 626-4393 or <merideth@u.arizona.edu>.

Photo credits

page 1: *A Primer on U.S. Immigration in a Global Economy*, cover photography courtesy of the Library of Congress: LC-USF33- 012115-M2, LC-USF34-018297-E, LC-USF34-016898-C, LC-USZ62-67910 and Robert G. Varady (border fence, second from right)

page 3: JOPNA 2006-01, clockwise from top left cover photography courtesy: Harvard Project; Harvard Project; John Rae; Gila River Indian Community.

page 7: *Protecting the Antarctic Commons* cover photograph by Patrick Rowe

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Anne Browning-Aiken, Program Manager,
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Emily McGovern, Research Analyst
Christopher Scott, Assistant Research Professor of
Water Resources Policy

IMMIGRATION POLICY PROGRAM

Judith Gans, Program Manager, Immigration Policy

NATIVE NATIONS INSTITUTE

for Leadership, Management, and Policy (NNI)

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The Udall Center specializes in research and outreach in the areas of: (1) environmental policy, primarily in the Southwest and U.S.-Mexico border region; (2) immigration policy of the United States; and (3) Indigenous nations policy.
udallcenter.arizona.edu

The Native Nations Institute for Leadership, Management, and Policy (NNI)—founded by the Morris K. Udall Foundation and the University of Arizona, and housed at the Udall Center—serves as a self-determination, self-governance, and development resource for Indigenous nations in the United States, Canada, and elsewhere.
nni.arizona.edu

OUT THERE

Showing Why We're "Better Than a Fence"

Immigration is arguably one of most divisive public-policy topics in the United States today.

The dialogue, both public and private, about immigrants and immigration tends to be emotional, polarizing, and laden with strong notions of "us" and "them."

Those who are most vocal on the topic tend to speak from the extreme ends of the debate – often using facts and data selectively to support their views.

While there seems to be little concurrence in such debates, almost everyone might agree that the existing immigration system and policies of the United States are not working.

For Judith Gans, the Udall Center's program manager for immigration policy, one of the keys to moving beyond the stalemate of rhetoric – to moving toward a more effective and workable public policy – is to engage persons between the extremes to become part of the discussion.

One way to do this, she suggests, is to provide objective and easy-to-understand information about the range of benefits and costs of immigration in the United States. With that goal in mind, Gans developed a primer on immigration (see cover), embarked on a program of public lectures, and organized events, such as the National Symposium on Immigration, held recently in Phoenix.

Gans's interest in immigration policy ties together many threads of her life.

The daughter of U.S. citizens living abroad, she was raised in Mexico and Brazil, and speaks fluent Portuguese.

She graduated from Stanford University with a bachelor's degree in economics, and received an M.B.A. from UCLA. After a career in business consulting and raising two children, she enrolled in Harvard University's John F. Kennedy School of Government, receiving



photo by R. La Roi

Judith Gans, manager of the Udall Center's Immigration Policy Program

a master of public administration degree with a concentration in immigration and economic development.

While at the Kennedy School, she realized just how broken the U.S. immigration system is, and she wanted to help make it better.

Gans saw that there were a lot of good research findings and data being generated by universities and non-profit think tanks.

"But, nobody was synthesizing the research results in an objective manner to help citizens and decision-makers understand the policy tradeoffs needed to move beyond polarization," Gans said.

Based on her own research, Gans has written about various aspects of U.S. immigration policy, including citizenship and globalization, U.S.-Mexico immigration reform, immigration in a post-September 11 environment, and historical perspectives on U.S. immigration policy.

In one of her recent essays, "We Are Better Than a Fence," Gans lays out what she sees as the elements of a successful approach to dealing with immigration.

Instead of more physical barriers, Gans recommends that there should be increased legal avenues for immigrants to enter the country to work, reliable mechanisms for workplace verification, and enforcement of existing immigration laws beyond the border.

Currently, with support from the Thomas R. Brown Foundations, she is investigating the impacts of immigrants on Arizona's economy and fiscal performance. Gans will prepare a project report and informational materials, including a primer on immigrants in Arizona, later this year.

Through these efforts, Gans sees herself in the role of "broker of information," bridging the gap between quality research and public discussion, hoping to add clarity and restore civility to the ongoing local and national dialogue on immigration.



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for Studies in Public Policy

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