



## FINAL REPORT

# IMMIGRATION AND BORDER SECURITY IN THE TWENTY-FIRST CENTURY

Enhancing Homeland Security through Evidence-Based Approaches for Managing Flows of People

**BTI** Institute

Borders • Trade • Immigration

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A Department of Homeland Security Center of Excellence

## **Acknowledgements**

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## Executive Summary

In October 2016, the University of Houston Borders, Trade and Immigration Institute (BTI) hosted a two day workshop titled, *Immigration and Border Security in the Twenty-First Century: Enhancing Homeland Security through Evidence-Based Approaches for Managing Flows of People*. This event brought together a broad range of stakeholders to engage in extensive discussions about best practices in addressing unauthorized immigration from the Northern Triangle of El Salvador, Guatemala, and Honduras, with a particular focus on unaccompanied immigrant children and young adults. As a DHS Center of Excellence and a non-partisan research center, BTI was able to bring together researchers, advocates, frontline legal and social services providers, and policy makers, to engage in very challenging conversations, assess the current body of research, and determine knowledge and capability gaps.

Discussions focused on three central issues identified in coordination with DHS stakeholders in the *Office of University Programs, Office of Policy, U.S. Immigration and Customs Enforcement, U.S. Customs and Border Protection, and U.S. Border Patrol*. These three central issues are:

1. Deterrence of unauthorized immigration, both in terms of how we can better secure our borders and what can be done in countries of origin to discourage unauthorized migration;
2. Processing of individuals apprehended while attempting to cross the border without authorization, including best practices for detaining and processing adults, children, and families, ways to expedite the process, and use of trauma-informed approaches; and
3. Dealing with unauthorized and legal immigrants already in the U.S., including approaches to more accurately estimate the number of unauthorized immigrants in the country, diverse approaches to dealing with unauthorized immigrants (e.g., mass deportations vs. DACA/DAPA vs. path to legalization), and best practices to help immigrants in general integrate into the fabric of U.S. society to avoid potential radicalization.

The workshop was planned and executed as a “working workshop”, with the goal of bringing together a small group of stakeholders to engage in meaningful dialogue and produce actionable recommendations in the form of research questions. No media was allowed, and participants were encouraged to stay off social media to ensure that honest and candid conversations could take place without fear of being quoted or misquoted. Speakers and participants were selected based on their published scholarship and/or recognized work in the area of Central American immigration. In addition to scholarly presentations, workshop participants engaged in four intensive

small group discussions over the two days covering the three central issues outlined above:

1. Strategies to Prevent Unauthorized Flows of People;
2. Rethinking the Removal and Repatriation Process—Examining Approaches that Balance Removal Procedures, Re-Integration into Countries of Origin, and Family Integrity in the US;
3. Disconnected Immigrant Youth and the Risk of Radicalization; and
4. Rethinking Immigration Policies and National Security—The Balance of Politics and Economics.

These small group discussions identified key research questions that can inform future Requests for Proposals to conduct cutting-edge, actionable research that can help us safeguard our national security and manage unauthorized migration more effectively and humanely.

## Introduction and Background

Central America, and particularly the Northern Triangle of El Salvador, Guatemala, and Honduras, continues to be straddled with enormous social problems, from economic inequalities that contribute to large segments of the population being stuck in dire poverty, to conditions akin to civil war between local governments and criminal gangs that are now allied with drug traffickers, leading to some of the largest rates of violence and homicide in the world. El Salvador and Honduras are two of the most dangerous countries in the world, and Guatemala is not far behind. This Northern Triangle offers little safety and few opportunities for success to its citizens, especially the poorest and most marginalized members of their societies.

Conditions in these countries continue to serve as push factors for both legal and unauthorized immigration. At the same time, pull factors in the U.S. remain unchanged, including a steady economic recovery and large numbers of established, legal immigrants, first-, second-, and higher-generation Hispanics who trace their roots back to countries in Central America and are today part of the fabric of U.S. society. As a result, the flow of immigrants from the region into the U.S., legal and unauthorized, continues unabated. The change in federal administration in January 2017 has contributed to a slowdown in people attempting to enter the U.S. illegally through the southern border in the first quarter of 2017. However, the flow is likely to pick up again once the “wait and see” approach subsides, and especially if the in-country push factors are not addressed. These are not typical economic migrants. Most are young adults and minors, their stories closer to refugees from a war-ravaged region than to economic immigrants, and their journeys fraught with pain, trauma, and despair. They are coming and will continue to come, literally, to save their lives. This influx of immigrants will continue to overwhelm our immigration system, our child welfare system, and our service provision system, from health/mental health, to education, housing, and other services.

The resulting, marked increases in the number of families with young children and Unaccompanied Alien Children (UACs) from Central America arriving at the southwest border of the United States fleeing the violence in El Salvador, Guatemala, and Honduras, have created a humanitarian crisis and gravely stressed resources at the local, state, and federal levels. These children and families arrive with psychological and physical injuries that create complex challenges for their processing by DHS personnel (both CBP agents and ICE personnel); for the legal system that is attempting to provide due process and determine whether they have legitimate claims to be received as humanitarian refugees, or returned to their countries of origin; and for the local communities—often far from the border—who are charged with integrating them into U.S. society and providing an array of educational, health, mental health, and social services.

For those that will eventually be returned to their countries of origin, we have a responsibility to equip them with tools to reintegrate into their society, lest they attempt to come back again and again. For those who are allowed to remain in the U.S.,

effectively integrating them into the fabric of our society is critical to national security. A well-adjusted, integrated, and productive immigrant is an “American-in-the-making” and an asset to national security.

The dynamics of this Central American refugee crisis, however, are changing in ways that we do not yet fully understand. Newer dynamics include changing push-pull factors; the role of in-country violence in people’s decision to try to reach the U.S. and enter without authorization; the role of criminal elements in both the messaging about what will happen when they arrive in the U.S. (e.g., “they’ll just let you in”) and in the smuggling of people and narcotics (e.g., changing routes, altered tactics, etc.); the effectiveness of our deterrence approaches in the region; and our border security strategies and programs along the U.S. southern border.

These issues have become so politicized and divisive that it is challenging to have a frank exchange of ideas, to objectively examine the available data and what it tells us about what works and what doesn’t work for deterrence, integration, and everything in between; to identify gaps in knowledge and capabilities; and arrive at programs and policies that are based on the best available science. Such programs and policies would allow us to balance the need to strengthen our national security while ensuring legitimate trade and travel, with our responsibilities as a caring nation and as a member of the Organization for American States committed to achieving “an order of peace and justice” (OAS, 1992) in the region through humanitarian aid, including caring for refugees from Central America.

Sorely lacking is a better understanding of which approaches and interventions can help prevent children and young adults from fleeing these countries for the U.S., home-grown, organic solutions to each country’s unique problems. Lacking too is a better understanding of the changing dynamics of this immigration crisis: the old and new push and pull factors; how individuals arrive at the decision to leave; how they connect with potential smugglers; the dangers they encounter along the way; what contributes to the success or failure of their efforts; how to process children, women, and men without re-traumatizing them; how to return them to their counties of origin safely, humanely, and with conditions that will enable them to stay; etc.

To gather this information, we need to conduct research with engaged stakeholders on both sides of the border: organizations and universities in countries of origin who are interacting with immigrants before they make the decision to leave; NGOs and faith-based organizations that offer assistance to individuals on both sides of the border; local governments on both sides of the border—and often far from the border—who shoulder the consequences of these increases in unauthorized immigration; Homeland Security personnel who are often the first contact; and the immigrants and refugees themselves. We need to learn how all these stakeholders are interacting with the arriving immigrants/refugees; what they are learning from these interactions; what best practices are emerging; and identify the gaps in knowledge, skills, tools, and policies.

The University of Houston Borders, Trade, and Immigration Institute (BTI), a DHS Center of Excellence, by virtue of being a non-partisan entity devoted to research, has the credibility and capacity to convene a broad range of stakeholders to engage in such a dialogue. As such, in December 2015 BTI convened a group of 20 university-based and independent, non-partisan, non-profit think tank-based immigration researchers and policy experts from the U.S., Mexico, and El Salvador; U.S.-based NGO leaders whose organizations work with Central American immigrants and refugees; and service providers from various sectors including legal, education, health, mental health, and other social and human services.

The 2-hour call was intended to launch a process with five goals:

1. Outline the shifting immigration patterns and the challenges they represent;
2. Identify areas of needed research on immigration trends and policies;
3. Identify training needs of DHS personnel and other service providers;
4. Catalogue the service needs of arriving immigrants and refugees; and
5. Outline opportunities for collaboration with local governments in the U.S. and in the countries of the Northern Triangle (El Salvador, Honduras, and Guatemala)

During the call, the group engaged in a rich and detailed discussion about these issues, a discussion that was continued via email for several months. The end result was a list of priorities for research outlined in the document *Central American Immigrants & Refugees Crisis: Is There a Paradigm Shift?* (Appendix A), which was submitted to DHS (Office of University Programs and Office of Policy). The document summarized dozens of areas with knowledge and/or capability gaps clustered into six broad areas:

1. *Deter/prevent unauthorized movement—what can we do to encourage immigrants/ refugees to stay in their countries of origin?* Research questions in this domain relate to examining/re-examining push-pull factors, as well as any strategies being used to deter unauthorized migration.
2. *Describe the role of organized crime—what is their actual role?* Research questions in this domain relate to examining the dual role of organized crime as a “push” factor and as a vehicle to enter the U.S. illegally.
3. *Describe the population—who is coming?* Research questions in this domain pertain to better understanding who is attempting to enter the U.S. illegally—flows and trends.
4. *Define the population—who is a refugee?* Research questions in this domain pertain to gathering information that could be used to redefine who constitutes a refugee, and to provide services to the population. While the group agreed that

some of the research here might be better done under the auspices of another federal agency (e.g., DOJ), partnership with DHS, which is at the forefront of these population movements, would be critical.

5. *Describe the impact on communities on both sides of the border—who is being impacted and how?* Research questions in this domain pertain to examining the impact of unauthorized immigration on local governments, schools, child and family-serving institutions, not just along the border, but also in the major hubs where most Central American families and UACs are relocated (e.g., Houston, Los Angeles, New York, Miami, Dallas, D.C. area, etc.). Again, while some of the research here might be better done under the auspices of another federal agency (e.g., DHHS/ACF), partnership with DHS, which is at the forefront of these population movements, would be critical.
6. *Describe the processing of new arrivals—how are we handling those who do make it to the U.S.?* Research questions in this domain pertain to examining how individuals, families, and children are processed once apprehended.

Some of these questions were incorporated into BTI's first Request for Proposals (RFP-16-01; Appendix B), in Theme Area 3 – Immigration. Specifically, the RFP called for projects in three areas directly flowing from the six listed above:

1. Migration Strategic Indicators: What methods can be used to holistically model migration levels given a multitude of contributing factors, some of which have not previously been tied to migration and others which are difficult to quantify?
2. Deterrence or prevention of unauthorized movement—what can be done to encourage immigrants and refugees to stay in their countries of origin?
3. Describing the impact of Central American child and family migration on U.S. communities—who is being impacted and how?

In addition to informing the first BTI Request for Proposals, the December 2015 phone call, subsequent email discussion, and resulting document (*Central American Immigrants & Refugees Crisis: Is There a Paradigm Shift?*, Appendix A), led to the realization that it was necessary to create a space where DHS leaders and non-DHS researchers, policy experts, service providers, and advocates, could come together in a safe, neutral, and private space to engage in a frank discussion about the Central American Immigrant and Refugee Crisis.

To accomplish this goal, BTI proposed to DHS the planning and execution of a 2-day workshop which was held October 17-18, 2016 in Houston, TX: *Immigration and Border Security in the Twenty-First Century: Enhancing Homeland Security through Evidence-Based Approaches for Managing Flows of People* (Appendix C, Immigration Workshop Program Book).

The workshop was conceptualized as a systematic, comprehensive process of assessing the current body of research and determining knowledge and capability gaps in the area of Central American Immigration by convening research and policy experts, and fostering dialogue between these experts, DHS leaders, service providers and advocates. The research questions identified would then be appropriate for merit competitions conducted by issuing requests for proposals.

The workshop would be focused on three central issues: (1) deterrence of unauthorized immigration, both in terms of how we can better secure our borders and on what we can do in countries of origin to discourage unauthorized migration; (2) processing of individuals apprehended attempting to cross the border without authorization, including best practices for detaining and processing adults, children, and families, how to expedite the process, and use of trauma-informed approaches; and (3) dealing with unauthorized and legal immigrants already in the U.S., including approaches to more accurately estimate the number of unauthorized immigrants in the country, diverse approaches to dealing with unauthorized immigrants (e.g., mass deportations vs. DACA/DAPA vs. path to legalization), and best practices to help immigrants in general integrate into the fabric of U.S. society to avoid potential radicalization.

Final workshop topics were identified in coordination with DHS stakeholders in the *Office of University Programs, Office of Policy, U.S. Immigration and Customs Enforcement, U.S. Customs and Border Protection, and U.S. Border Patrol*. Speakers were selected based on their published scholarship or recognized work in the area of Central American Immigration.

The workshop was planned and executed as a “working workshop”, with the goal of bringing together a **small** group of stakeholders to engage in meaningful dialogue and produce actionable recommendations in the form of research questions.

Each day of the 2-day workshop followed the same format: formal presentations in the morning (Appendix D, Workshop Presentation Slides) to present the state of the literature on a variety of topics related to Central American immigration, followed by small working sessions in the afternoon centered on four topics, two each day.

The two topics discussed in day one were:

1. *Strategies to Prevent Unauthorized Flows of People: Challenges and Opportunities*; and
2. *Rethinking the Removal/Repatriation Process: Examining Approaches that Balance Removal Procedures, Re-Integration into Countries of Origin, and Family Integrity in the U.S.*

The two topics discussed in day two were:

3. *Disconnected Immigrant Youth and the Risk of Radicalization: Challenges and*

*Opportunities; and*

4. *Rethinking Immigration Policies and National Security: The Balance of Politics and Economics.*

Each group session had an experienced facilitator to keep the discussion flowing and the environment safe, and two note-takers to capture the essence of the discussions for the writing of four brief summaries included in this final report.

The evening of the first day we also held a “Meet the Director” media event with Guatemalan Film Producer Luis Arqueta, who has produced a trilogy of films dealing with immigration from Guatemala and the broader Northern Triangle. Mr. Arqueta screened his film *Abrazos* (<http://www.abrazosthefilm.com/>), followed by a Question and Answer Session.

Participants in the two-day workshop were asked to refrain from using social media (e.g., Facebook, Twitter, etc.) to post about the ongoing discussions, and we did not invite the press or stream the event, so participants could feel free to express their thoughts without fear of being quoted or misquoted.

A brief annotated bibliography was also developed in preparation for the workshop, (Appendix E: Annotated Bibliography) and will continue to be expanded as part of the ongoing work to build on workshop recommendations.

## **Reports from Workshops**

## **Theme One**

### **Strategies to Prevent Unauthorized Flows of People: Challenges and Opportunities**

Facilitator: Amanda Venta, PhD, Assistant Professor  
Sam Houston State College

The First Work Group was facilitated by Dr. Amanda Venta, Assistant Professor in the Department of Psychology at Sam Houston State College in Huntsville, TX, whose research interests include adolescent mental health; the protective effects of adolescent-parent attachment security; and the psychological functioning of recently immigrated adolescents. This group explored current strategies to prevent unauthorized flows of people across the U.S. southern border. Topics covered in this discussion included a re-examination of traditional push-pull factors in immigration, and a closer examination of the impact of our deterrence efforts both at the border and in countries of origin. As with the all work groups, this one included stakeholders who sometimes are assumed to have an adversarial relationship or to be on opposite sides of the issue—i.e., law enforcement, researchers, advocates, and front-line service providers. Nevertheless, group discussions were characterized by civil discourse and by everyone's willingness to tackle difficult, sometimes politically challenging questions and arrive at some consensus and areas for further study.

Discussion started around asylum cases and how many individuals were “purposely” being detected—that is, giving themselves up at the border. Such a phenomenon would dictate a change in research and operational priorities from detection to what to do after the individuals have surrendered themselves to the authorities. This is particularly relevant for families and/or children who cannot be immediately returned, and exemplifies a phenomenon seen over the last three summers, with spikes in Unaccompanied Alien Children (UACs) and families with young children crossing the border illegally, only to surrender to Customs and Border Patrol (CBP agents). Better understanding the messages these families are receiving back in their countries of origin about what will happen once they cross the border is critical, so we can develop and deploy counter-messaging efforts with factual information.

A related topic of discussion was the business aspects of cartel smuggling. Many suspect that the erroneous messaging or campaign of misinformation is managed by smuggling cartels as a way to “drum up business”. As such, the cartels control two important push factors: they are the genesis of much of the violence, and they are the purveyors of false information. Group members speculated whether charging for visas at rates comparable to what cartels charge—in essence driving them out of the market—might drive down demand for smuggling and increase U.S. control over entry.

The first point of agreement in the group was that an immigration policy focused on Mexican migration flows, when the reality is that the majority of the flow is now Other than Mexicans (OTM), is a flawed immigration policy. Mexican unauthorized flow is under control and is no longer a critical issue. A second, albeit more nuanced point of agreement was that although all these flows are, by definition, illegal (i.e., unauthorized) entries, they are not all the same. There is, increasingly, a need to distinguish and discern between humanitarian flows, crime flows, and drug flows. At the same time, it is not illegal to come to the border and ask for asylum; it is illegal to enter the U.S. without authorization. Surrendering when intercepted by CBP and requesting asylum greatly complicates matters. The challenge is that everyone who comes through the stream comes from different places and for different reasons, yet they all end up in the same stream once they arrive at the U.S.-Mexico border. How do we differentiate between people in the stream and better allocate resources using a triage model?

This makes it critical to assess programs that allow individuals and families to request asylum while still in their countries of origin. This is a program already in place, but by many accounts grossly under-utilized. Some of the reasons may be logistical, and some are clearly safety related. It is not difficult to imagine gangs and smuggling cartels stationing observers in locations leading up to these programs (e.g., embassies) or even posing as applicants themselves, only to identify which families are requesting asylum. The consequences for these families back in their communities can be further harassment, violence, and even death. How do we then secure the safety of families using the program, so they don't instead decide to head north and face the consequences once they get to the U.S., if they get to the U.S.?

Moreover, there is a significant backlog in the processing of people who turn themselves in to CBP and have requested asylum. This is complicated by the knowledge that individuals are often coached on what to say once apprehended—for example, to form family units of husband and wife, or mother and children, and to answer questions in a similar manner. Every “successful” entry plays into the hands of the smuggling networks and cartels: successes enable smugglers and cartels to continue to market their business as “delivering what they promised”, and to increase their prices. How then do we differentiate between legitimate requests for asylum by intact family units, and economic migrants who have been coached on what to say? And how do we pick the proverbial needle in the haystack: the criminal element posing as an economic migrant or an asylum seeker? These are all legitimate questions, and not having the necessary information hinders operations on the ground and beyond.

Recidivism has a hefty price tag: individuals who turn back or are apprehended and sent back are now in debt, and the size of the debt and the prospects of paying it back while in the country of origin are also factors that impact whether they will attempt re-entry. Having a family in the U.S. has also been shown to increase the likelihood that they will attempt re-entry. How can the Consequence Delivery System be modified to account for these factors?

We need better metrics, with an understanding that no metric is perfect and that metrics have to evolve as realities on the ground change and strategies change in response. For example, a simple fiscal decision by CBP—to cut fuel allocations—can impact metrics:

1. CBP cuts back on fuel, which results in cutbacks in patrols, and a decision to instead increase the number of checkpoints.
2. Smuggling networks find out where the checkpoints are and spread the word.
3. Groups and individuals learn to avoid the checkpoints.
4. Rates of apprehension at these checkpoints decrease.

But this does not necessarily mean that attempts to enter have decreased, only that checkpoint apprehensions have decreased. Groups and individuals may now be attempting to enter in another location, until this is discovered and the checkpoints are shifted. As such, an important research question is how to allocate limited resources in a manner that avoids an identifiable pattern that the other side can use as intelligence to modify their strategies? For instance, should border checkpoints shift randomly, or in response to intelligence on our side, or a combination of both?

Perhaps one of the most controversial issues discussed relates to what constitutes the end goal. Is “zero unauthorized migration” the end goal? If yes, how do we even ensure or quantify this? Despite talk to the contrary, we cannot completely seal the southern border, or the northern border for that matter. And border crossings are not the only source of unauthorized migration. If “zero unauthorized migration” is not the end goal, what is an acceptable number of unauthorized immigrants? And acceptable in what sense—in humanitarian terms, economically, or politically? How much of the argument is about safety and security, and how much of the argument is political? This will impact the metrics we decide to use, the way in which we allocate resources, and even the manner in which we talk about these issues.

Completely absent from the discussion—or at least from the public discussion played out in the media—is the role of visa overstays in unauthorized migration. By many estimates, visa overstays represent a larger percentage of unauthorized migration than illegal immigration through the southern border, yet there is never any mention of this in the news cycle. Flows of people through the southern border becomes the poster child for a troubled immigration system in great need of reform, and talk of sealing the border with a great wall becomes easier than undertaking comprehensive immigration reform. To be sure, a lot of posturing by individuals all across the political spectrum and a lack of accurate information is what makes news constantly.

The economics of unauthorized immigration through the southern border and the interplay with drug smuggling are another complicated set of facts that could afford opportunities to disrupt flows. For example, one of the cartels is charging \$40 per kilo for marijuana, \$400 per Kg for cocaine, \$1,000 per person to cross, and a premium of

up to \$30,000 for individuals from the Middle East trying to cross the southern border. Individuals who come from Central America have to budget funds and time to cross several borders: if they are coming from El Salvador or Honduras they need to cross into Guatemala, then Mexico, then into the U.S. And all along they are in the territory of one cartel or another. The cartels are even collecting money to ride “La Bestia” (The Beast, the train that comes from Central America into Mexico). There is an increasing cost from the moment a person leaves home to the moment they arrive at their destination. How do people come up with these funds, especially given the difficult economic conditions in the countries of origin? Some may be tempted to accept offers from drug smugglers to bring contraband across the border, although there is no evidence that this is happening in any substantial manner. How can we disrupt this cycle and deny the funds to the criminal organizations, who then won’t be able to afford to pay their foot soldiers or to ensnare desperate immigrants in their dealings? Could funds seized in operations be re-invested in the countries of origin to spur development, improve conditions, and incentivize people to stay home? How do we remove the economic motivation for the smugglers and cartels?

Complicating this picture is the lack of cooperation between enforcement agencies in the region, and corruption in many sectors. Law enforcement, government agencies, and even NGOs are often part of the problem. Identifying and combating corruption at all levels also has to be part of the approach, but this is a tall order indeed. Government employees and front-line workers in particular often have insufficient training, inadequate pay, and work under extremely challenging conditions. They often live in the same communities with gang members and smugglers, and have to think about protecting their families and their lives. How can we help improve these conditions and start rooting out corruption?

Another factor obscuring the discussion is the new threat of terrorism entering through the southern border. There are concerns about biological or radioactive weapons being smuggled into the U.S. through the southern border. While the threat is always a real possibility, it remains a small threat, yet has gained outsized prominence in the media and political discourse. It also represents a challenge for DHS policies: terrorism, human trafficking, human smuggling, drug trafficking, illegal flows of weapons and cash, these are all within the mission of DHS. But how do you balance them all, how do you set priorities, and how do you allocate limited resources? Much needed are better intelligence, more accurate assessments of risks and threats, and enhanced collaboration between agencies on both sides of the border and in countries of origin. For instance, last August (2016) the Supreme Court in El Salvador labeled Youth Gangs as terrorist groups, which is sure to impact in-country approaches to deal with these gangs. Will it also impact DHS policies and strategies?

The “war on drugs” and its relationship to immigration also has to be revisited. The all-out fight against cartels in Mexico and Central America has led to unspeakable levels of violence with limited results. The bulk of drugs being moved through the region are not for local consumption, they are meant for the U.S. markets, where demand continues

unabated. Yet in the U.S. investments in drug use prevention and treatment are stagnant; criminal justice reform to remove the focus on drug users and small dealers who sell to support their own drug use and place it instead on the “big fish” are lagging; and experiments in legalization and other approaches are mired in political upheaval. How do we dismantle criminal organizations, disrupt the flow of drugs to the U.S., and decrease the related flows of people that are directly related to drug violence, when the demand continues?

In summary, Group 1 identified the following themes and priorities as critical research needs:

1. Enhancing our predictive intelligence, that is, our ability to identify and track flows across the southern border
  - a. Dynamic and static factors in modeling (climate, war, GDP)
  - b. Predict flows in AND out
  - c. Predict new flows
2. Identify and evaluate flow metrics
  - a. Additive value of multiple data points
  - b. Differential utility of data points for operational, strategic, and policy purposes
  - c. Qualitative benchmarks for evaluating metrics
3. Information campaign effectiveness
  - a. Differential effectiveness and viability of campaigns
  - b. Pilot new information campaigns
4. More research on visa overstays
  - a. Predict who will overstay
  - b. Personal and systemic efforts to enhance compliance
  - c. Punishments AND inducements to not overstay
5. Flows of emerging migrant groups
6. Malingering in credible fear claims

## Theme Two

### **Rethinking the Removal/Repatriation Process: Examining Approaches that Balance Removal Procedures, Re-Integration into Countries of Origin, and Family Integrity in the U.S.**

Facilitator: Lisa Frydman, Director  
Regional Policy and Initiatives  
Kids in Need of Defense

The Second Work Group was facilitated by Lisa Frydman, Director for Regional Policy and Initiatives at Kids in Need of Defense. This group tackled perhaps some of the most challenging questions, which deal with taking a look at what we are doing with removal and repatriation and asking tough questions like “is it working?” or “is it making a difference?”.

A key point of agreement was that reintegration support services for families requires funding for NGO partners on the ground, and either an international organization or a U.S.-based organization to work with partners on the ground to coordinate and ensure the success of the efforts. The key proposal was for a pilot in one particular country as a start, with either Honduras or Guatemala as the primary cite. Guatemala poses numerous challenges in terms of the isolation of some indigenous communities, while Honduras poses more challenges with respect to violence. Some discussion was around doing the pilot in Guatemala but limiting it to a couple of specific Departments (States) and areas where more services are available. Many felt that conditions in El Salvador make it very challenging for such a program to start there, although the consensus was not uniform. To be sure, there are NGOs in El Salvador with the presence throughout the country and enough trust from communities to coordinate such efforts (e.g., Plan Internacional El Salvador).

Also discussed was the need for funding a **regional** reintegration program for unaccompanied children facing repatriation to countries of origin. The idea here is to have implementing partners on the ground in Honduras, El Salvador, and Guatemala to provide case management, assistance with school enrollment, job development skills and assistance with connecting to internships or employment, mentoring, mental health service referrals and support as necessary, and psychosocial supports for the child and family. This also requires international or U.S.-based coordinating partners to work with the implementing partners. The key point is that the right type of support and services can make it safe and sustainable for children to remain in country rather than re-migrate. Of course, such a program needs to go hand in hand with efforts to increase safety in the country by decreasing the threat posed by gangs and other criminal networks. Increasing hope and opportunities and decreasing violence is perhaps the most important way to keep families in their countries of origin.

There have been a number of reintegration programs in El Salvador and Guatemala and some limited research on their impact (e.g., Program Bienvenido a Casa (Welcome Home) in El Salvador). However, these programs remain small and with limited focus, and are in great need of further evaluating their impact before expanding their services.

In the absence of such comprehensive programs, it is critical that we consider completion of best interest assessments or determinations before repatriating a child, lest we return them to situations where their life is in danger. This is happening on a limited basis by the Young Center for Immigrant Children and has expanded, but would need to expand much more to reach all children at risk of repatriation.

One approach could be making asylum adjudications affirmative; that is, instead of hearings before Immigration Judges, Asylum Officers could hear and decide all or most cases. This could be at odds with a focus on detention and expediting cases and is perhaps politically unpalatable. But the truth is that immigration judges are overwhelmed not only with the number of cases they are seeing, but with the human suffering they are witnessing. These judges are also people—fathers, mothers, sisters, brothers, sons, and daughters—and they have to listen day in and day out to stories of unspeakable violence and dehumanization, both in the countries of origin and during the journey to the U.S. These conditions are ripe for compassion fatigue or vicarious traumatization to take place, which in turn leads to burnout. Indeed, many judges are retiring early or leaving their practice altogether. A key area of research is how to better train and support our immigration judges to handle these cases while at the same time focusing on self-care to minimize burnout.

For adults being deported, a key issue is assessment of skills for those facing return plus the ability to return with paperwork documenting skills and/or work experience, working with countries of origin and the private sector to create jobs in the areas where people have skills, and avoiding the appearance that they are “criminals”. Most individuals being sent back are not criminals, but all too often those being deported have a badge of dishonor—i.e., you were caught and deported so you must be a bad person or a criminal—which limits their prospects of securing employment and smoothly reintegrating into their society, and instead increases the chances that they will attempt to enter the U.S. again due to lack of opportunities back home.

This is especially challenging for mixed-documentation families in the U.S. There are many families in the U.S. where one or both parents are undocumented and the children are a mix of U.S. citizens and foreign citizens. When a parent is apprehended and deported—typically the primary bread winner on his way to or from work—it creates a vicious cycle where precious resources are wasted and much pain is inflicted on the family. The adult (typically the father) is deported to his country of origin, where his prospects are limited because he has been gone for so long and has no networks, and because he is now considered to be a criminal because he was deported. The family, including U.S. citizen and other children, is left to fend for itself in the U.S., with consequences including trauma, sinking deeper into poverty, academic problems for the children, and other sequelae of trauma. In the end, research shows the likelihood that

the father will attempt re-entry again to be reunited with his family is extremely high. If he is apprehended multiple times, he faces criminal charges and incarceration, leaving his family once again without economic and other supports, and the cycle continues; clearly, this approach is not working and we need to think outside the box.

What are needed in these situations are approaches that keep families together and keep the primary provider in place, here in the U.S. where the citizen children belong. However, policies like Deferred Action for Early Childhood Arrivals (DACA) are mired in political controversy, despite signs that DACA is greatly improving quality of life for “Dreamers”, children who were brought to the U.S. at a very early age by their parents. DAPA (Deferred Action for Parents of Americans and Lawful Permanent Residents), which would have afforded deferred action to the parents as well, keeping these families intact while we undertake comprehensive immigration reform with a path to legalization, is stuck in court. More research on DACA, and programs like DAPA that are well implemented and evaluated, could lead the way to more effective policies and comprehensive immigration reform. Deporting the entire family and sending U.S. citizen children into harm’s way, often to a country they don’t know and a language and culture they don’t understand, is not a feasible answer. Massive deportations are also detrimental to the U.S. economy, where large swaths of low-paying jobs rely on unauthorized immigrants.

Conversely, as was discussed by other small groups, is the question of what we can do to keep individuals in their countries of origin, safely and with enhanced prospects of growth and prosperity. People who are doing well in their countries of origin, who have prospects of improving their lot in life, who can work or go to school in safety, and who have access to basic services, do not migrate, illegally or otherwise. They remain home and contribute to their economies and societies. In the absence of these conditions, they will continue to come. Flows will wax and wane depending on the complex interdependence of push factors and pull factors, but they will continue to come. Moreover, this situation has been going on for decades and many families already have a foothold in the U.S., with members of the same nuclear family residing on both sides of the border. The push for family unification, safety, and economic progress will outweigh all other considerations.

Another understudied area is that of individuals who made the decision to stay back home and still managed to be successful despite everything going on in-country. How did they do it? What skills did they call upon to succeed? What resources did they access? What can we learn from these individuals and how can we generalize those lessons learned to other individuals and families?

Yet another critical area that is understudied is the plight of adults in Central America who are in the U.S. since the civil war with Temporary Protected Status (TPS). Many of them have been in the U.S. for over two decades, but have limited legal rights and no right to request children or relatives left back home. However, they are stable in the U.S., with many having steady jobs and even owning businesses. This represents another pull factor in the U.S.

### **Theme Three**

## **Disconnected Immigrant Youth and the Risk of Radicalization: Challenges and Opportunities**

Facilitator: Rene Olate, PhD, Associate Professor  
College of Social Work  
The Ohio State University

The Third Work Group was facilitated by Dr. Rene Olate, Associate Professor in the College of Social Work at The Ohio State University, who has studied youth gangs in Central America extensively. This group—made up of diverse nationalities, professional and personal experiences, and ideological perspectives about the origin/definition of the problems and social interventions to address problems in the U.S., Mexico, and Central America—discussed the sensitive yet critical issue of the risks for radicalization among disconnected immigrant youth.

Many youth from the Northern Triangle of El Salvador, Guatemala, and Honduras have fled their countries in recent years escaping gangs that try to recruit them under threats of death to the youth themselves and their families. Families are thus caught in a catch 22: if their sons and daughters join the gangs, they will eventually face death or imprisonment given the violent nature of life within these gangs and the growing efforts on the part of local governments to crack down on them. If the youth refuse to join the gangs, however, they become targets of persecution, violence, and even death from the gangs themselves. Faced with this life-threatening situation, many families have opted for a third choice: sending their children and youth on the perilous journey to the United States in the hope that they will reach the border and be granted some sort of asylum or reprieve. As one member of the work group put it, many mothers would rather “face the possibility of losing their child on the way to the U.S. than the certainty of losing their child if they remain in the country.”

However, just arriving in the U.S. doesn't solve the problem. Many youth are detained awaiting court hearings and decisions, and many are released to extended families in the U.S. Given the challenges many are certain to face as they adapt to life in the U.S., the uncertainty and anxiety over the eventual outcome of their court decisions, and the intense anti-immigrant rhetoric they see and hear on a daily basis, these youth are at risk for health and mental health conditions, and for becoming disconnected from school, family, and community. This disconnectedness can end up pushing these youth toward the same extreme groups they were fleeing in the first place, Central American gangs that have a stronghold in many cities in the U.S., speak the language and live the culture these youth left behind, offering protection, familiarity, and a sense of belonging.

Clearly, we must labor to help these youth become better integrated into their families, schools, and communities in the U.S.—whatever the eventual outcome of their court

cases. If they are granted permission to remain in the U.S., they will be on their way to becoming well-adjusted U.S. citizens. If they are sent back home, they will have acquired skills that could enable them to be resilient and better face the obstacles they will encounter.

The work group identified **seven overarching themes** in their discussion:

1. The growing diversity of border cities;
2. The need for conceptualization and a “minimum agreement” on the complex phenomena being addressed;
3. A systemic perspective to understand the problems and solutions and the need for early intervention targeting the support system and role models;
4. The role of mass media, the attraction of youth for criminal activities, and the reproduction of traditional gender roles;
5. The place for Youth Empowerment approaches and the use of Information and Communications Technology (ICT);
6. Evidence-based community interventions and the availability of data; and
7. The role of law enforcement.

Each theme addressed the context, origin of the problems associated with this specific youth group, and effective social interventions.

**The growing diversity of border cities.** Several participants highlighted the growing diversity of the population living in cities close to the border with Mexico as related to the topic of disconnected immigrant youth and the risk of radicalization. Both documented and undocumented immigrants from Central America and Mexico live along the border—and on both sides of it. But so do refugees from other regions of the world, either resettled in the U.S. close to the border, or having made their way to Mexico and now trying to make it into the U.S. These new immigrant groups require a broad range of social services to facilitate their integration to the U.S. society. Unfortunately, there is a limited supply and availability of social services for this diverse population. Failing to attend to the needs of these communities through traditional government- or NGO-delivered services can create a vacuum that could be filled by other service providers who might come with their own agendas. This has been seen in other parts of the world, and although there is no evidence that it is happening or could happen in the U.S., it is something that must be considered. At a minimum, as expressed above, as youth become disconnected from their families, schools, and communities, they could be drawn to fringe groups (e.g., Central American gangs) that offer familiarity, acceptance, protection, and other concrete benefits.

**The need for conceptualization and a “minimum agreement” on the complex phenomena being addressed.** During the work group discussions, several group members pointed out the plurality of definitions for at-risk-youth, youth gang members, and gangs. In addition, they referred to the need to have a definition or clarification of the concept “radicalization of youth.” A member of the group, an immigration lawyer, highlighted the common experiences of immigrant youth, “a combination of isolation or exclusion, lack of opportunities, a sense of hopelessness.” Others members of the group emphasized the difficulties facing new immigrants regarding language, schools, and the adaptation to the “overall new system.”

Regarding conceptualizations, it is important to differentiate among types of gangs, levels of criminality, and the influence of DTOs (drug trafficking organizations; cartels) and/or criminal organizations over marginalized youth in the U.S., Central America, and Mexico. For example, MS-13 has different manifestations in every country, city and community. A clique or a cell of this youth gang could exhibit a broad range of criminality and connections with DTOs (See: Calderon, F. (2015). Drug Trafficking and Organized Crime: Connected but Different. *Harvard International Review*). Finally, it is important to make an effort to identify the different characteristics of each community. For example, even though a clique might have a particular gang’s tattoos, culture and language, it might behave differently in one community in comparison to another community. It is not just about the type of gang or the name of the gang; we need to understand how local gangs are operating in each community.

**A systemic perspective to understand the problems and solutions and the need for early intervention targeting the support system and role models.** The multiple interrelations among different dimensions (social, cultural, political, and economic) between the U.S., Central America, and Mexico, make the thorough comprehension of problems and social interventions particularly challenging. A systems dynamic perspective might be useful to analyze problems and develop effective social interventions that take into account positive and negative feedback loops. Several participants referred to the school-to-prison pipeline metaphor, arguing in favor of early intervention and avoiding the expensive and ineffective prison-solution. The type of interventions highlighted include three factors: Support systems (connectedness), role models, and positive peer group influence. These types of interventions can increase positive youth development and integration into family, school, and community, and decrease the chances of disconnectedness.

**The role of mass media, the attraction of youth for criminal activities, and the reproduction of traditional gender roles.** The work group also discussed the unintended consequences of the glamorous criminalization of marginalized youth through mass media (e.g., film, television, videogames, social media, etc.) as having worsened the situation for vulnerable youth. For these youth, criminals became anti-heroes to be followed and modeled in terms of their behaviors, rituals, and types of communication. Another troubling effect of mass media on youth refers to the reproduction of traditional or hegemonic models of masculinity. Patriarchal culture and

traditional gender roles are emphasized through the representation of criminal culture in mass media, since the gang leaders are universally male and women are presented as submissive to the male leaders. It is essential for these vulnerable youth to be exposed to and be mentored by strong male and female role models that challenge these traditional, patriarchal gender roles, and whose lived experiences and behaviors run counter to the violent/submissive dichotomy of the gang-related male/female dichotomy.

**The place for Youth Empowerment approaches and the use of Information and Communications Technologies (ICT).** One of the themes strongly suggested as a strategy for working with these vulnerable youth groups was incorporating youth empowerment approaches/positive youth development. Additionally, the link between youth empowerment and ICTs was heavily emphasized. This link was suggested not only for social interventions, but also for research activities and to counter immigrant stereotypes. Through the intelligent and creative use of ICTs (e.g., Twitter, Facebook, Snapchat, blogs, etc.), it is possible to challenge and change negative stereotypes of various youth groups (e.g., Central American Youth, Muslim Youth, Latino Youth, African-American Youth, etc.) and help empower these groups with prosocial messages. Related to this topic, the importance of religion and religious messages as a vehicle to potentially radicalize youth was also mentioned. ICTs can play a critical role in challenging radicalized, anti-society messages into prosocial messages.

**Evidence-based community interventions and the availability of data.** The work group discussed several interventions aimed at preventing radicalization (e.g., gang affiliation) and also at helping radicalized individuals reintegrate into society. These include Homeboy Industries in Los Angeles, CA; Yo Cambio (I change) in El Salvador; I Have a Dream; the Denmark Police Model for Working with Immigrant Youth; popular education approaches in Central America and Mexico; and the positive results of grassroots organizations using Hip-hop, arts, and sports to attract and engage marginalized youth. In addition to individual and family interventions, the group spent a significant amount of time discussing interventions targeting the entire community. Several members of the group emphasized the focus on prevention, “desistance” (re-integration into society) and harm-reduction interventions in Central America and Mexico as well as in the U.S. Finally, members of the group expressed their frustration about the lack of comprehensive, credible data from Latin America to support evidence-based community interventions. By contrast, the U.S. has significant sources of data that have not been adequately analyzed to produce useful information about disconnected youth and their risks for radicalizations.

**The role of law enforcement.** Lastly, the group discussed the role of law enforcement in both combating and creating radicalization. While the main concern of Latin American citizens has moved from poverty, unemployment and the economy, to security, violence, and delinquency (Latinobarometro, 2015; [www.latinobarometro.org](http://www.latinobarometro.org)), the priorities of local political agendas have been relocated to more resources for police, the army, and incentives to private security business. We might be tempted to reduce the main tension in terms of policies to either having more police presence, or more social workers and services to poor communities. This false dichotomy can also be applied to

the U.S. Certainly, we need better trained police using a broad range of approaches, including community policing to establish connections and prevent crime, and repression techniques when organized criminal networks are in play. Clearly, a different approach to policing poor and immigrant communities is necessary. It is not possible to have secure communities without the important role of the police. However, relying only on law enforcement will not address the problems of marginalized youth or marginalized communities. Several members of the group referred to the use of technology and social media by law enforcement to approach communities in a new way. The paths to new relationships between police and immigrant and marginalized youth seem to be open for explorations.

## **Theme Four**

### **Rethinking Immigration Policies and National Security: The Balance of Politics and Economics**

Facilitator: Johanna Luttrell, PhD  
Post-Doctoral Visiting Scholar  
University of Houston  
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The fourth and final work group, facilitated by Dr. Johanna Luttrell, Post-Doctoral Visiting Scholar in Hobby School of Public Affairs the University of Houston, engaged in a discussion about rethinking the link between our immigration policies and national security, and the delicate balance of political reality vs. economic reality when it comes to immigration. Questions exemplary of this domain include, for instance, how much of a threat to our national security does unauthorized immigration actually represent vs. how much of the threat is political posturing or expressions of xenophobia; the economics of unauthorized immigration, that is, how much do unauthorized immigrants cost the U.S. economy vs. how much they contribute to the economy; and whether our policies have the intended results, fall short, or have undesirable short- and long-term consequences.

For instance, when a family with mixed immigration status is separated due to the deportation of a parent—typically the breadwinner—a family is left without a primary source of support. This person is sent back to the country of origin often marked with the stigma of deportation (e.g., “this person was sent back so he/she must be a criminal”), impacting their readjustment, so that we now have two families in need, one on each side of the border. In the end, it is all for nothing, because individuals who are deported and have a spouse and/or children in the U.S. are many times more likely to attempt re-entry. Might there be another way to keep families together and help them become integrated into U.S. society? Might a program like DACA (Deferred Action for Childhood Arrivals), which by all accounts has been very successful, contain elements or lessons that can be used to help other families? The sensitive and politicized nature of these questions often makes it difficult to engage in an objective conversation about them. Nevertheless, keeping families together and ensuring the welfare of U.S. citizen children are goals that both political parties embrace and that are in the interest of our economy, so there is room for dialogue.

This group’s work included some very candid exchanges between border patrol agents and social service providers who work with asylum seekers, refugees, and immigrants. Thus, the discussion brought together individuals who do not normally speak with each other, to share first-hand experiences, ask honest questions, and have honest confrontations. The discussion was respectful and fruitful, and demonstrated that dialogue is indeed possible if we create the right conditions: safety, assurances of confidentiality, keeping the groups small, and making the ground rules clear—we are here to work, not to protest; to engage in honest conversations about why we must

enforce our immigration laws and the best way to do so, and also to discuss needed changes in those laws.

Five topics were identified as especially important for further research and action:

1. The need for **trauma-based approaches to apprehending, interviewing, and processing unauthorized immigrants** *at the moment of interaction* between border patrol agents and the immigrants themselves.
2. Increased research on new push factors (i.e., the reasons people leave their country of origin), including vulnerability to violence and especially **family/domestic violence**. Most discussions have been centered on societal violence as a push factor, and the role of family and domestic violence is under-explored.
3. Seeing the **moment of interaction between border patrol and unauthorized immigrant(s) as an opportunity**, and not only as an apprehension: an opportunity to assist, and to garner more information/data that can be used to facilitate the process that will follow, and perhaps to improve our deterrence programs.
4. Ensuring that the extensive first-hand, on-the-ground knowledge that Border Patrol Agents possess **reaches those influencing policy**. In addition, agents need clearer metrics for what constitutes success, and approaches that prevent trauma and violence, for those apprehended and for the agents as well. Thus, **information sharing, clear metrics for job success, and approaches that safeguard both agents and apprehended individuals** are critical.
5. Framing research on immigrants in terms of the themes of **reciprocity** (between immigrants and the United States, with both parties having duties toward the other) and **perspective** (considering the perspectives of those working in border patrol and the perspectives of immigrants themselves, simultaneously).

**The need for trauma-based understanding and response.** Enhancing border security is not possible without a better understanding of the reasons immigrants leave their countries of origin. There is extensive literature on push factors (i.e., conditions in countries of origins that serve as strong motivators to leave, like violence or a weak economy with no employment prospects) and pull factors (i.e., conditions in the receiving country that serve as strong incentives to come, like a strong economy, readily available jobs, and presence of family members). These traditional push and pull factors, however, are now in flux. For example, there certainly are improving economic conditions in countries in the Northern Triangle, but they are only benefiting a slice of the population and in fact increasing despair among the poor. In addition, there are high levels of societal and family violence, and these continue to increase.

Violence has once again become a critical push factor in the region, but different from the civil wars of the 1980s. Wars have traditionally been a factor in refugee resettlements. In the case of Central America, there hasn't been a case of officially declared war, with clearly defined opponents and goals, since the 1980s. It is hard to deny, nonetheless, that the countries of the Northern Triangle are immersed in a new type of armed conflict, between gangs and drug cartels on one side, and law enforcement and the military on the other. This generates levels of violence that permeate all aspects of life and trickle down to individual families. Violence then becomes normative since it is everywhere, and individuals, families and communities become desensitized to it and often don't even realize how traumatized they are. What is currently missing then is a broader understanding of individual and community trauma: trauma from real violence, including domestic violence, and from the threat of violence.

The link between migration and domestic violence, well known to social service providers in the U.S. and elsewhere, is not emphasized enough in official literature on migration from Central America. Further research and action are needed in the areas of **gender violence** and **trauma informed care**. Humanitarian concerns *and* security concerns are both helped by a focus on trauma. The U. S. Conference of Catholic Bishops provides good data on violence in families, gangs, and violence related to remittances. This unexplored link between economic survival fueled by remittances and the violence that it potentially generates, is an important area of new research.

**The moment of contact between border patrol and immigrant.** During the work group discussions, social service providers and border patrol agents came to an important agreement: the moment a border patrol agent meets an unauthorized immigrant who has crossed the border is currently a lost opportunity, in many respects. A rich discussion ensued about what else could happen during that moment of interaction, besides interception, apprehension, and turning back or processing.

Currently, border agents rely on other agencies, such as ICE, to provide social services to immigrants who are apprehended, processed, and then transferred to the care of ICE. Beyond the prosecution and intelligence units, both CBP agents and the individuals apprehended would benefit greatly from the border patrol having a social services unit. The group recognized that there could be conflicts of interest and legal hurdles in such an addition. However, there are many potential benefits of creating a CBP Social Services Unit, among them:

1. A CBP social services unit could more readily and regularly capture information about why immigrants are traveling in the first place, allowing for a broader understanding of real-time conditions in the countries of origin.
2. CBP Social Services personnel could also capture information critical to the processing of asylum claims with more expertise. Also in terms of asylum claims, more research is needed on how programs that allow for requesting asylum in

the country of origin, like the program in El Salvador, are working. Data on why individuals chose to leave rather than use the program would be critical to improving the program.

3. CBP Social Services personnel would be trained in trauma-informed care, ensuring that apprehended individuals, especially women, children, and family units, are not re-traumatized and instead begin their journey to healing immediately. This is of critical importance, considering that many of these women, children, and families will eventually be granted temporary stays in the U.S. and will have to participate in programs, attend school, work, etc.
4. CBP agents labor under tremendously challenging psychological and physical conditions. As such, CBP Social Services personnel could also play an important role in developing programs to prevent vicarious traumatization (also known as compassion fatigue) which can lead to burnout. Considering the challenges recruiting CBP agents and the resources invested in training them, burnout of agents is not an acceptable outcome. CBP Social Services personnel could be a first line of defense against vicarious traumatization and burnout, identifying agents at risk and providing services in a timely manner.
5. Lastly, CBP agents readily admit that the most useful weapon in their arsenal is human intelligence, which relies heavily on the relationships they are able to build in local communities and the trust they are able to garner. However, an agency that is primarily a law enforcement agency can have a difficult time developing and maintaining these local relationships which are critical to the mission and goals of the agency. CBP Social Services personnel could provide a gentler, more humane face to the agency. Most families along the border are binational families who deeply care about what happens to individuals—especially women, children, and families—who are apprehended. The knowledge that they will be in caring, capable hands can ensure that relationships between the local community and CBP remain strong and fruitful.

**Border Patrol's information sharing and success metrics.** As mentioned earlier, it was clear from the work group discussion that the experience of border patrol agents on the ground is not always known or taken into consideration by policy makers. For instance, border policies do not currently reflect that the majority of immigrants are now coming from Central America, and not Mexico. A Mexico-focused border policy is useless and irrelevant when the overwhelming majority of individuals arriving at the border (or crossing it) are not from Mexico.

Further, Border Patrol needs clear and effective metrics for job success. Is success the seizure of X kilos of drugs? Is it the apprehension of YY individuals attempting to cross? What about "turnbacks"? How do you count missed detections? How do you distinguish between different types of unauthorized immigrants (e.g., economic immigrants seeking a better job to support family left behind; immigrants pushed by unspeakable levels of

violence to seek safety; and drug and human traffickers)? How would enhanced community relationships be measured—intelligence that leads to seizure of contraband, discovery of tunnels, or interception of a group of people trying to cross?

**In terms of enhanced border security, it is not clear what the success metrics should be.** Moreover, is the goal a 100% secure, impenetrable border? Or is there a number of crossings that is allowed and considered acceptable? Clearly, these questions start to become complicated by politics, making an open conversation and examination of facts and data difficult. More research is needed on all of these questions, and especially in terms of the relationship between metrics of job success in border patrol and the prevention of violence and trauma, both for immigrants themselves and for national security.

**Perspective and Reciprocity.** In general, the group found that the lenses of perspective and reciprocity would be useful to further research in security and immigration. We must start to think from the experiential perspective of each actor—the government official doing his/her job, and the immigrant trying to cross into the United States, typically for survival reasons (economic or literal). Thinking through these experiences and perspectives *together* (and not being forced to pick one so-called “relevant” perspective) is immensely important. For instance, as mentioned above, what traumas are border patrol agents themselves experiencing in the course of their work? What traumas have immigrants experienced? How do we mitigate trauma on both sides? These are difficult but important questions.

Secondly, we need to consider immigration and security through the lens of reciprocity. In the United States, too often the public conversation on immigration is framed as: “what should the immigrant be doing for this country?” However, we should also be thinking of what the country should do for immigrants, that is, what duties the state has to these travelers. We are a nation of immigrants, built by immigrants, and made great by the creativity, innovation, and hard work of many generations of immigrants. Rethinking our immigration policies and their link to national security, and attending to the humane, trauma-informed care of immigrants and CBP agents alike, will ensure that those immigrants who remain in the U.S. continue to renew us.

## Summary and Recommendations

The immigration workshop was successful in demonstrating that stakeholders who hold a variety of views on unauthorized immigration, even contradictory or opposing views, can indeed come together and engage in fruitful dialogue to identify challenges and opportunities. Under the right conditions—small groups, assurances of safety and confidentiality, a social media hiatus, and making the ground rules clear—the most difficult topics can be approached with objectivity and gaps and knowledge and capabilities can be identified. Below are some key research questions that warrant pursuit, listed for each of the four work groups.

### **Theme One. Strategies to Prevent Unauthorized Flows of People: Challenges and Opportunities**

1. How can we best counteract erroneous information about what will happen once unauthorized immigrants cross the border, information being disseminated by smuggling networks and other actors in the countries of origin to encourage people to attempt unauthorized entry into the U.S.?
2. How we can develop and deploy counter-messaging efforts with factual information, and how do we assess the effectiveness of these efforts?
3. How can we better differentiate between people in the stream of unauthorized immigrants (e.g., humanitarian flows, economic flows, crime flows, and drug flows) and better allocate resources using a triage model?
4. How can we assess programs that allow families and individuals to request asylum while still in-country, including the safety of families using the program?
5. How can the Consequence Delivery System be modified to account for changing push-pull factors?
6. Should border checkpoints shift randomly, or in response to intelligence on our side, or a combination of both? What is the best way to decide where to locate border checkpoints and how often to move them?
7. What should be the end goal in managing unauthorized immigration, zero entry or an acceptable number?
8. How can we predict visa overstays?
9. Could funds seized in operations be re-invested in the countries of origin to spur development, improve conditions, and incentivize people to stay home?

10. Should DHS policies change in response to shifting laws and regulations in countries of origin, for example, El Salvador's Supreme Court labeling youth gangs as terrorists groups?
11. How can we predict future spikes in flows of people, and from where?

**Theme Two. Rethinking the Removal/Repatriation Process: Examining Approaches that Balance Removal Procedures, Re-Integration into Countries of Origin, and Family Integrity in the U.S.**

1. How can we develop a regional reintegration program for unaccompanied children facing repatriation to countries of origin, a program that provides case management, assistance with school enrollment, job development skills and assistance with connecting to internships or employment, mentoring, mental health service referrals and support as necessary, and psychosocial supports for the child and family? In the case where some small programs still exist, how can we evaluate them and learn what works and what doesn't?
2. How can we better train and support our immigration judges to handle cases while at the same time focusing on self-care to minimize burnout?
3. Would granting Asylum Officers the authority to hear and decide all or most cases, help expedite cases?
4. In the case of mixed-documentation families, how can we develop approaches that keep families together and keep the primary provider in place, here in the U.S. where the citizen children belong? Can DACA be expanded and DAPA approved?
5. How effective has DACA been in allowing young Americans to work, go to college, earn licenses to practice in licensed professions, etc.?
6. What can we learn from individuals who made the decision to stay back home and still managed to be successful despite everything going on in their country of origin? How did they do it? What skills did they call upon to succeed? What resources did they access? What can we learn from these individuals and how can we generalize those lessons learned to other individuals and families?
7. How has the Temporary Protected Status (TPS) worked? How can we grant more permanent status to individuals with Temporary Protected Status (TPS)?

### **Theme Three. Disconnected Immigrant Youth and the Risk of Radicalization: Challenges and Opportunities**

1. How are the demographic characteristics of border cities changing, and do these changes pose any risks for increased radicalization?
2. How do we differentiate/distinguish types of gangs, levels of criminality, and connection with DTOs (drug trafficking organizations; cartels) and/or criminal organizations? How do each of these influence marginalized youth in the U.S., Central America, and Mexico?
3. How can we use a systems perspective to understand the problems and solutions and the need for early intervention targeting the support system and role models, to decrease risks of radicalization and increase community integration for these youth?
4. How can we use mass media/social media to encourage prosocial behaviors and disincentivize/de-glamorize criminal lifestyles? How do we incorporate Youth Empowerment approaches and Information and Communications Technologies into these efforts?
5. Can we evaluate and expand on interventions aimed at preventing radicalization (e.g., gang affiliation) and also at helping radicalized individuals reintegrate into society? (These include Homeboy Industries in Los Angeles, CA; Yo Cambio (I change) in El Salvador; I Have a Dream; the Denmark Police Model for Working with Immigrant Youth; popular education approaches in Central America and Mexico; and the positive results of grassroots organizations using Hip-hop, arts, and sports to attract and engage marginalized youth.)

### **Theme Four. Rethinking Immigration Policies and National Security: The Balance of Politics and Economics**

1. How much of a threat to our national security does unauthorized immigration actually represent?
2. How much do unauthorized immigrants cost the U.S. economy and how much do they contribute to the economy?
3. Are our policies to manage unauthorized immigration having the intended results, falling short, or having undesirable short- and long-term consequences?
4. Can we incorporate trauma-based approaches into apprehending, interviewing, and processing unauthorized immigrants at the moment of interaction between border patrol agents and the immigrants themselves?

5. Can we increase research on new push factors to include vulnerability to violence and especially family/domestic violence? Most discussions have been centered on societal violence as a push factor, and the role of family and domestic violence is under-explored.
6. How do we ensure that the extensive first-hand, on-the-ground knowledge that Border Patrol Agents possess reaches those influencing or making policy?
7. What are the metrics of success?
8. How do we prevent trauma and violence, for those apprehended and for the agents as well?
9. Can we frame research on immigrants in terms of the themes of reciprocity (between immigrants and the United States, with both parties having duties toward the other) and perspective (considering the perspectives of those working in border patrol and the perspectives of immigrants themselves, simultaneously)?
10. Would CBP benefit from having a social services unit embedded in patrols?

## **APPENDICES**

## **Appendix A: Central American Refugee Crisis Top Issues**

## **Central American Immigrants & Refugees Crisis: Is There a Paradigm Shift?**

Luis R. Torres, PhD and Ioannis A. Kakadiaris, PhD

BTI institute

[Names and affiliations of the Special Interest Group Members are  
available upon request]

1. ***Deter/prevent unauthorized movement—what can we do to encourage immigrants/ refugees to stay in their countries of origin?*** *Research questions in this domain relate to examining/re-examining push-pull factors, as well as any strategies being used to deter unauthorized migration. Some key questions are:*
  - a. What are the root causes “pushing” people out of their countries of origin and/or “pulling” them to the U.S.? Are we dealing with the same push/pull factors or new ones? Is there a change in trends? What factors are involved in making the decision to leave the country of origin for the U.S.?
  - b. What strategies are we using to deter unauthorized immigration, and what is the return on investment of those strategies—that is, which strategies are working, and which need to be revisited? Which new strategies do we need to implement?
  - c. How can we monitor any “on the ground efforts” (e.g., media messaging campaigns or new programs like CAM that aim to deter people from leaving for the U.S. in an unauthorized fashion) to assess their impact and effect?
  - d. Who are our deterrence partners in each country (e.g., at the government level, civil society, NGOs, universities, schools) and how are we leveraging those partnerships effectively?
  - e. How can the U.S. help improve conditions—and which conditions—in the countries of origin to deter the unauthorized movement of large masses of people to the U.S.?
  - f. How are re-integration efforts for people sent back working/not working? Can we find ways to discourage individuals from attempting to return to the U.S. multiple times?
  
2. ***Describe the role of organized crime—what is their actual role?*** *Research questions in this domain relate to examining the dual role of organized crime as a “push” factor and as a vehicle to enter the U.S. illegally. Some key questions are:*
  - a. How much of the role of gangs and drug traffickers represent a “push” factor, and how much of their role is in the business of smuggling?
  - b. Can we develop a useful “violence indicator” that can help us better understand—and address—the role of violence in the decision to leave (e.g., How much violence do people live with? What types of violence? At which point is a threshold met for people to decide to leave? What is that threshold?) A potential example could be the *Homicide Monitor*, run by Rio de Janeiro-based Igarape Institute. Such a tool could be expanded to cover not only homicides, but also domestic and other forms of violence (see <http://homicide.igarape.org.br/> and

<http://www.theguardian.com/world/2015/may/06/murder-map-latin-america-leads-world-key-cities-buck-deadly-trend>).

- c. To what degree do gangs “rule” or “govern” in local, regional, and even country-wide communities? That is, has the control gangs exert become akin to a violent political dictatorship, and if so, what happens to people who oppose such a system? To what extent are conditions in some of these countries—with ongoing hostilities between government forces and organized crime—similar to those of a civil war?
  - d. How can we collaborate with local governments to effectively combat organized crime networks?
3. **Describe the population—who is coming?** *Research questions in this domain pertain to better understanding who is attempting to enter the U.S. illegally—flows and trends. Some key questions are:*
- a. Is the population coming to the U.S. the same as in previous waves of unauthorized immigration, or has there been a shift? How can we better map ongoing trends or patterns in the flow by adults/families/children, origins, push factors, etc.? Could we develop a regular (quarterly or semi-annual) update report that can be quickly released to the public to better plan enforcement, public health, education, and other responses? This basic monitoring report could be supplemented by in-depth research on other topics, and summaries of the in-depth research could be included in the basic monitoring report.
  - b. Are the sending countries the same (i.e., Mexico and the Northern Triangle of Guatemala, Honduras, and El Salvador), or are there additional ones (e.g., what is the role of Nicaraguan immigrants, or Cubans coming through Central America)?
  - c. Are the push factors in countries of origin the same or different? What about the pull factors in the U.S.?
  - d. Do we have accurate numbers by age group, country of origin, conditions they are escaping, re-entry attempts, etc.?
  - e. What are these immigrants/refugees experiencing/encountering during their journey to the U.S.?
  - f. How much trauma are they being exposed to during their journey, and how will this trauma impact their ability to handle being processed and removed? How is it impacting DHS personnel?
  - g. How are they being treated upon arrival in the U.S.?
4. **Define the population—who is a refugee?** *Research questions in this domain pertain to gathering information that could be used to redefine who constitutes a refugee, and to provide services to the population. While some of the research here might be better done under the auspices of another federal agency (e.g., DOJ), partnership with DHS, which is at the forefront of these population movements, would be critical. Some key questions are:*
- a. What are the criteria to be considered a refugee? Are they the same criteria as in previous crises, or do conditions in Central America warrant revisiting these criteria?

- b. Who meets criteria to be considered a refugee?
  - c. Which criteria do they meet, and which criteria are they lacking?
  - d. Can trauma experiences, violence experiences, gangs as alternative government structures, etc., be considered to more definitively answer the question of “who is a refugee”?
  - e. Are children who arrive alone and children who arrive with parents being treated the same? Why or why not?
  - f. Are we (the U.S.) following international conventions on protection of children and refugees?
  - g. How is the Office of Refugee Resettlement screening these families?
  - h. How are other federal agencies (e.g., Immigration Court, Administration for Children and Families, etc.) performing once cases are passed on to them?
  - i. What is working and what needs to improve/change concerning handling the immigrants/refugees once they arrive in the U.S.?
5. **Describe the impact on communities on both sides of the border—who is being impacted and how?** *Research questions in this domain pertain to examining the impact of unauthorized immigration on local governments, schools, child and family-serving institutions not just along the border, but also in the major hubs where most Central American families and UACs are relocated (e.g., Houston, Los Angeles, New York, Miami, Dallas, D.C. Area, etc.). Again, while some of the research here might be better done under the auspices of another federal agency (e.g., DHHS/ACF), partnership with DHS, which is at the forefront of these population movements, would be critical.* Some key questions are:
- a. What is the impact on local governments along the border, both in the U.S. and in Mexico (e.g., healthcare, education, safety and security)? What is the impact in the communities where individuals are relocated to, as listed above?
  - b. How strong is the infrastructure for providing services to the population in the U.S.?
  - c. What is the economic impact of this crisis?
6. **Describe the processing of new arrivals—how are we handling those who do make it to the U.S.?** *Research questions in this domain pertain to examining how individuals, families, and children are processed once apprehended.* Some key questions are:
- a. How is DHS personnel handling the increase in arrivals, especially women and children?
  - b. How is ICE’s new *Family Case Management Program* performing? What are the outcomes of families with histories of trauma enrolled in the program?
  - c. What is the impact of media reports/media coverage on the wellbeing of DHS personnel, and on their ability to perform their duties?
  - d. What is happening to children and families who are being released into the community into the U.S.? For instance, considering the long delays to have a day in court (in most cases years), how are these individuals faring in the community?

- e. Are immigrants/refugees being released into U.S. communities adapting and becoming integrated into their local communities, or are they struggling? What are the costs and benefits—to the immigrants/refugees and to their new U.S. communities—of these releases?
- f. What are the health, mental health, educational, behavioral, employment, etc., outcomes of immigrants/refugees being released into communities in the U.S.?
- g. Which agencies are providing services in the U.S., and what are the gaps in services?
- h. Are due process protections in place for asylum-seekers and other entrants seeking protection against persecution in their home countries, as guaranteed by the Fifth Amendment?
- i. Is legal representation of asylum seekers and others seeking protection against persecution being facilitated, supported, and encouraged as required under certain circumstances for vulnerable populations pursuant to federal laws and regulations?
- j. How are Customs and Border Protection (CBP) personnel trained, supervised, and reviewed, specifically with regards to conditions of detention or confinement for those who are held at the border or by ICE or private contractors in the interior of the U. S. awaiting a court date or other processing?

## **Appendix B: BTI Request for Proposals**

**RFP-16-01, Proposal due May 25, 2016**

# Request for Proposals for Borders, Trade, and Immigration Research

RFP-16-01

## **Proposals due May 25, 2016**

Background (#a) | Proposal Topic Areas (#b) | Proposal Format and Evaluation (#c) |

Submission Instructions (#d) | Award Process (#f) | FAQ (#faq)

### **A. BACKGROUND**

The Center for Borders, Trade and Immigration Research (CBTIR), led by the University of Houston, leads innovative research and educational initiatives to enhance the nation's ability to secure our borders, facilitate legitimate trade and travel, and ensure the integrity and effectiveness of our immigration system. Through a multi-disciplinary team of national and international experts, the Center delivers transformational technology-driven solutions, data-informed policies, workforce development opportunities for today's Homeland Security Enterprise, and trans-disciplinary education for the next generation of homeland security experts. More information on CBTIR may be found at [cbtir.uh.edu](http://cbtir.uh.edu) (<http://cbtir.uh.edu>).

- **Theme Area 1 – Border Security:** CBTIR focuses on multi-disciplinary technology and policy research related to border security. CBTIR seeks innovative research to develop technologies that address border security knowledge gaps. We are interested in innovative technologies for surveillance, detection, and identification to improve situational awareness at and near the border, while maintaining sensitivity to privacy, effectiveness, and affordability. We are also interested in research and development of technologies for detection, tracking, interdicting, and monitoring of high-risk or dangerous cargo, vehicles, and passengers. Specific research questions of current interest are outlined in Sec. B (#b).
- **Theme Area 2 – Legitimate Trade and Travel:** CBTIR projects aim to facilitate

legal trade and travel. CBTIR seeks innovative multidisciplinary research to identify and interdict dangerous passengers and cargo from legitimate flows. We seek research in risk management to better measure and understand the balance of trade facilitation, the expedited movement of commerce, and security. We are interested in innovative ways to differentiate routinely between high- and low-risk people and cargo and expedite movement of the latter through the global system. Specific research questions of current interest are outlined in Sec. B (#b).

- **Theme Area 3 – Immigration:** CBTIR seeks research in innovative and improved methods to provide accurate and useful information about immigration to the public. We are interested in research that addresses the effects and impacts of immigration policies. We seek research to better predict future immigration flows to and from the U.S., and innovative methods to enable better understanding the population dynamics of the immigrant population. Specific research questions of current interest are outlined in Sec. B (#b)

## **B. Proposal Topic Areas**

CBTIR seeks to address a number of research questions related to the themes of Border Security, Legitimate Trade & Travel, and Immigration that are of interest to the public and relevant federal, state, and local agencies. These questions are:

### **1. Port of the Future**

- a. What new features, capabilities and associated concepts of operation (CONOPS) can be developed that enhance efficiency, expedite trade and/or security at a maritime port of the future?
- b. What overall analysis, including the development of a business case and roadmap, can be developed for a maritime port of the future?
- c. Port of the Future – Conduct an academic study:
  - i. How would a study be conducted on a maritime port of the future that collects, reviews, and analyzes the impact of direct access by post-Panamax ships vis the opening of the third set of locks through the Panama Canal?

- ii. What analysis of Customs and Border Protection (CBP) operational impacts can be conducted that includes the impact of large ships and the need to shorten time-to-market-personnel impacts; logistical and facility impacts, Non-Intrusive Inspectio or X ray scanning of containers impacts, etc.?
- iii. What new methods can be developed to evaluate the regulatory, commercial, physical and environmental impacts of increasing container volume and efficiency impacts from expanded capabilities; terminal automation; and increased throughputs?

## **2. Trade Compliance**

### **a. Counterfeit Detection**

- i. What new methods of detection and recognition of counterfeit articles can be developed for items made of inorganic materials in containers?
- ii. What models can be developed to understand the performance of non-invasive sensor systems for detecting and classifying organic and inorganic materials in containers?

### **b. Agricultural Inspection**

- i. What new methods can be developed to stimulate movement and activity (i.e., eating, fighting, and procreating) of bugs in various commodities to improve sensor performance?
- ii. What new methods can be developed for use with acoustic and microwave radar by signature data collected from infested commodity packaging to improve classification of bug type?

## **3. Connecting Cargo to People and Transnational Criminal Organizations (TCO)**

- a. Connect Cargo to People – Conduct an academic study:

- i. Bound within the maritime supply chain, how might a study be conducted to understand information flows between all players involved (including owners, buyers, sellers, governments and logistics parties) who aim to increase the visibility of goods by providing information into the supply chain? Such a study should presume that all participants share some of this data depending on their role in order to increase trade compliance as well as increasing efficiency, compliance and security. Is there a way to incorporate biometrics into the supply chain management process in order to ensure a chain-of-custody? If so, how would it be accomplished?
- ii. How might a study be conducted to understand how information is used and how it flows would be useful to determine methods of improving and facilitating trade while improving security? If biometrics can be incorporated into the supply chain, how can the return-on-investment be determined and what would improve the economic viability of biometrics?

#### **4. Power for Remote Surveillance**

- a. What assessment of fuel cell technology can be conducted as a source for both back-up and primary power?
  - i. The Department of Homeland Security (DHS) and others are interested in fuel cells for backup and primary power for surveillance systems at remote sites not on the grid. Some of the surveillance systems are mobile and would use the fuel cell as an alternative to a generator, while other systems are based on solar power and need backup for cloudy weather periods. What assessment can be conducted that includes a survey of industry to understand developmental fuel cell systems? A study should describe available features, maintenance and an approximate cost of a system and fuel replenishment, for both backup and primary systems.
- b. What analysis could be conducted to better understand power scavenging to eliminate and reduce the need to replace or recharge batteries?
  - i. What analysis could be performed to understand future technologies powering remotely located sensors eliminating the need for batteries? A study should include survey methods of power scavenging. Some examples

of sources include geothermal  $\Delta T$ , earth seismic movement, motion from human movement (i.e., watch that powers via a person's movements) and air movement. DHS is interested in powering sensors without the need to revisit them to replace or recharge batteries.

## 5. Hand-held Surveillance Technology

- a. As it pertains to surveillance in difficult terrain and/or hand-held surveillance technologies, what analysis could be conducted to identify and understand new technologies and techniques that perform non-linear junction detection (NLJD) and locating services (geolocation) at standoff ranges (10 feet – 1Km), which are line of site or non-line of site in uncluttered [electronic] environments?

## 6. Migration Strategic Indicators

- a. It is easy to have a generally accepted understanding of the factors which could have foretold of the impending Unaccompanied Children (UAC) migration crisis but having a generalized model which is comprehensive enough and assessed frequently enough to indicate the impending crisis prior to reaching the crisis level is a challenge. Prior to the event the focus of prediction and enforcement efforts had been on Mexican migration, which actually continued its pattern of decline. This reflects the continuing challenge of trying to capture intangible items such as passed or pending policy changes and potential calculus of the risk/reward balance of people contemplating participating in illegal migration. In addition, forecasting which items which may not have been a factor in the past but could significantly impact those determinations in the future are hard to predict. Lastly, being able to scale in and out of populations (e.g., Mexican migration vs. Honduras Migration) and areas (i.e., “squeezing the balloon” effect) need to be factored in as part of a holistic approach to the challenge.
  - i. What methods can be used to holistically model migration levels given a multitude of contributing factors, some of which have not previously been tied to migration and others which are difficult to quantify?

## 7. Missed Detections

- a. Defining a “missed detection” is difficult. One challenge is to separate tracking of

individuals for illegal activity that is not observed (i.e., drug or alien smuggling). Moreover, it is also difficult to determine which activity was missed since it was not observed. Along those lines, the metric to track “missed detections” (i.e., number of incidents, amount of drugs, or number of undocumented migrants) varies and does not lend itself to the need to develop a true understanding of illegal flows (i.e., best smuggling routes are reserved for drugs and other high value flows while undocumented migrant smuggling is done using less successful routes). What constitutes “missed” is sometimes ambiguous as in discovering footprints leading away from the border may be considered a successful detection of an incursion.

- i. What methods can be used to account for missed detections in a way which can inform decisions regarding vulnerabilities from illegal flows while also enabling accurate measures of illegal flow volumes of drugs and undocumented migrants?

## **8. Central American Immigrants & Refugee Crisis: Is There a Paradigm Shift?**

- a. Deter or prevent unauthorized movement – what can be done to encourage immigrants and refugees to stay in their countries of origin? Research questions in this theme relate to examining and re-examining push-pull factors, as well as any strategies being used to deter unauthorized migration. Some key questions are:
  - i. What are the root causes “pushing” people out of their countries of origin and/or “pulling” them to the U.S.? Are we dealing with the same push and pull factors or new ones? Is there a change in trends? What factors are involved in making the decision to leave the country of origin for the U.S.?
  - ii. To what degree do gangs “rule” or “govern” in local, regional, and even country-wide communities? That is, has the control gangs exert become akin to a violent political dictatorship, and if so, what happens to people who oppose such a system? To what extent are conditions in some of these countries – with ongoing hostilities between government forces and organized crime – similar to those of a civil war?
  - iii. What strategies are being used to discourage Central Americans from initiating an illegal trip to the United States, and what is the return on investment of those strategies – that is, which strategies are working, and which need to be revisited? Which new strategies need to be implemented?

How can “on the ground efforts” be best monitored (e.g., media messaging campaigns or new programs that aim to deter people from leaving for the U.S. in an unauthorized fashion) to assess their impact and effect? Who are the deterrence partners in each country (e.g., at the government level, civil society, non-governmental organizations, universities, schools) and how can those partnerships be effectively leveraged?

- iv. How can the U.S. help improve conditions – and which conditions – in the countries of origin to deter the unauthorized movement of large masses of people to the U.S.?
  - v. How are re-integration efforts for people sent back working or not working? What data sources are available on re-integration programs, and what can be learned about them? What approaches can be developed to discourage individuals from attempting to return to the U.S. multiple times?
- b.** Describe the impact of Central American child and family migration on U.S. communities – who is being impacted and how? Research questions in this domain pertain to examining the impact of Central American immigration on local governments, schools, child and family-serving institutions along the border and in major hubs where most Central American families and UACs are located (e.g., Houston, Los Angeles, New York, Miami, Dallas, Washington D.C Area, etc.) Some key questions are:
- i. What is the impact of Central American immigration on local governments and communities, including with respect to healthcare, education, and safety and security? What are the short- and long-term costs and benefits to the U.S. communities of Central American immigration?
  - ii. How strong is the infrastructure for providing services to the population in the U.S.? Which agencies are providing services, and what are the gaps in services?
  - iii. Are immigrants or refugees being released into U.S. communities adapting and becoming integrated into their local communities, or are they struggling? What are the health, mental health, educational, behavioral, employment, etc., outcomes of immigrants or refugees being released into communities in the U.S.?

- iv. How is DHS handling the increase in arrivals, especially women and children? How is Immigration and Customs Enforcement (ICE) new Family Case Management Program performing? What are the outcomes of families with histories of trauma enrolled in the program?

Applicants should take into consideration the following documents as they prepare to respond:

- Beyond the Border: A Shared Vision for Perimeter Security and Economic Competitiveness (2011) (<http://dhs.gov/beyond-border-shared-vision-perimeter-security-and-economic-competitiveness>)
- Border Patrol Strategic Plan (2012 – 2016) (<http://cbp.gov/border-security/along-us-borders/strategic-plan>)
- 21<sup>st</sup> Century Border Management Initiative (<http://www.dhs.gov/21st-century-border-comprehensive-response-commitment>)
- National Strategy for Global Supply Chain Security (<https://www.dhs.gov/national-strategy-global-supply-chain-security>)
- Federal Strategic Action Plan on Services for Victims of Human Trafficking in the United States (2013 – 2017) (<http://www.ovc.gov/pubs/FederalHumanTraffickingStrategicPlan.pdf>)
- CBP's Trusted Traveler programs (<http://www.cbp.gov/travel/trusted-traveler-programs>)
- Strategy to Combat Transnational Organized Crime: Addressing Converging Threats to National Security (<https://www.whitehouse.gov/administration/eop/nsc/transnational-crime/>)
- U.S. Customs and Border Protection (CBP) Vision and Strategy 2020 (<https://www.cbp.gov/sites/default/files/documents/CBP-Vision-Strategy-2020.pdf>)

## **C. Proposal Format and Evaluation Criteria**

Total funding under this call will be approximately \$3,000,000. For research categories 1 – 7 note above (i.e., Port of the future, trade compliance, connecting cargo to people and TCOs, power for remote surveillance, hand-held surveillance technology, migration strategic indicators, and missed detections) funding for each award will be up to \$500,000 with a performance period of up to three years. Approximately six awards are anticipated for these categories of research.

For research category 8 (i.e., Central American Immigrants & Refugee Crisis: Is There a Paradigm Shift?) funding will be up to \$100,000 with a performance period of one year. Two awards are anticipated for this category of research.

The available funds will be used for the project(s) that score the highest against the evaluation criteria. The projects are expected to begin in the Fall of 2016 based on an approved work plan.

While the intent of the RFP is to resource awards through terms and conditions associated with a cooperative agreement in place with the Department of Homeland Security, it may be determined that an award could be issued through a task order contract.

Given the complexity of challenges posed by the research questions above, we encourage and give preference to applications received for proposals that incorporate multi-disciplinary expertise in methodological approaches.

A package containing templates for the proposal documents can be accessed via <http://www.uh.edu/ctbis/funding-ops/templates/RFP-16-01-Templates.zip> (./templates/RFP-16-01-TEMPLATES.zip)

Applicants are invited to submit a proposal using the provided document templates that address the following:

### **D.1 Technical Narrative** (11 point Arial font, 10 page limit, including figures)

1. Introduction
2. Research Question(s) being addressed
3. Goal and Objectives
4. Research methodology

5. Tasks
6. Milestones
7. Deliverables (Outputs)
8. Performance Metrics
9. Stakeholder Engagement
10. Transition Approach
11. Impact/Benefit (Outcomes)
12. Programmatic Risks and Mitigation Plans
13. References (References do not count towards the page limit)

#### **D.2 Compliance Assurances (2 page limit)**

1. *Data Needs* – if the applicant is not generating their own data, please outline the data you will acquire in this project and how you will obtain it (e.g., publicly available, available for purchase, federal data). If you are relying on federal data sources, please explain in detail how you plan to gain access to these, as their release is not a condition of the reward.

2. *Human Subjects Research and ITAR/Export Controls* – if applicable

#### **D.3 Cost Information (no page limit)**

1. *Detailed Budget showing itemized direct costs as well as indirect costs*

2. *Budget Narrative/Justification*

#### **D.4 Biographical Sketch for the PI (4 page limit)**

## **D. Submission Instructions**

Proposals must be submitted in a single PDF (electronic format) to CBTIR at the following email address: [cbtir-rfp@uh.edu](mailto:cbtir-rfp@uh.edu) (<mailto:cbtir-rfp@uh.edu>) by 7pm (Central Time) on May 25, 2016. CBTIR reserves the right to amend the method of submission before the closing date. This RFP and all subsequent amendments (if any) are posted at the following URL:

<http://www.uh.edu/cbtir/funding-ops?rfp-16-01> (<http://www.uh.edu/cbtir/funding-ops/rfp-16-01>) and/or can be requested by email to [cbtir-rfp@uh.edu](mailto:cbtir-rfp@uh.edu) (<mailto:cbtir-rfp@uh.edu>).

**\*Note that additional reference information or supporting documentation (in any format) may be requested by CBTIR following submission**

## **E. Review/Selection Process**

Reviewers from the academic/research community at DHS will evaluate proposals.

A merit-based evaluation criteria will be used to determine the award(s): Scientific quality and relevance to DHS mission.

Scientific Quality Review. Reviewers will be asked to rate how the proposal addresses the following criteria, posed as questions. Reviewers will rate applications using numerical ratings of 1 to 5 (poor to excellent) and apply the percentage-weighting factor as indicated for an overall rating.

### **1. Originality and/or Innovativeness (25%)**

- Is it original, e.g., does the proposed effort challenge and seek to shift current research or paradigms by utilizing novel theoretical concepts, inter-disciplinary approaches or methodologies?
- Is it innovative, e.g., is the proposal a novel refinement, improvement, or new application of theoretical concepts, inter-disciplinary approaches or methodologies proposed?

- Does this research have the potential to generate influential publications in the scientific community or lead to new discoveries or areas of investigation?

## **2. Proposed Approach/Methodology (25%)**

- Are the research goals clear and based on sound theory?
- Are the methods proposed clearly stated and appropriate for testing the hypotheses?
- Are the data generation or collection approaches appropriate for the research methods?
- Is the approach or methodology technically sound, incorporating inter-disciplinary expertise when appropriate, including a demonstrated understanding of the critical technology or engineering challenges required for achieving the project goals?

## **3. Influence and Cooperative Linkages (25%)**

- Does the application show partnerships or cooperative initiatives with other institutions or organizations?
- Does the application demonstrate a viable plan for developing substantial and continuing linkages with the Homeland Security Enterprise?

## **4. Qualifications of Personnel and Suitability of Facilities (15%)**

- Does the investigative team have the breadth of qualifications – credentials and experience – to conduct and complete the proposed research?
- Does the investigative team have prior experience in similar efforts and do they clearly demonstrate an ability to deliver products that meet the proposed technical performance within their proposed budget and schedule?

- Are the facilities suitable for the proposed research?

## **5. Costs (10%)**

- Are the proposed research (and/or education) costs appropriate and reasonable?

Relevancy Review. Reviewers will be asked to rate how the proposal addresses the following criteria, posed as questions. Reviewers will rate applications using numerical ratings of 1 to 5 (poor to excellent) and apply the percentage-weighting factor as indicated for an overall rating.

### **1. Mission Relevance (75%)**

- Does the proposed project address one or more of the research questions?
- Does the proposed project complement – and not duplicate – existing research and development programs sponsored by DHS or others?
- Are the potential research deliverables and users of the research well described?

### **2. Communicating/Transitioning Results (25%)**

- Does the applicant have a track record of effectively communicating or successfully transitioning research results to appropriate stakeholders, specifically:
  - Will the research team be able to deploy a technology and/or solution(s) that can be transitioned effectively to the user community either through commercialization of the technology, open source distribution, or through other means?
- Does the proposal demonstrate the implementation of an appropriate

knowledge transfer process (i.e., models from case studies to other areas, patents, etc.) from academic to government end-users and other DHS customers?

## **F. Award Process**

Awardees will be notified by CBTIR when a determination is made. The anticipated date is Fall, 2016. Application submission period will be closed on May 25, 2016 at 7:00 PM (Central Time).

### **FAQs**

#### **Q.1: When is the proposal due?**

A.1: The proposal is due by 7 pm (Central Time) on May 25, 2016

#### **Q.2: When will awards be announced?**

A.2: Awards will be announced by Fall 2016

#### **Q.3: Where will I submit my final proposal?**

A.3: Proposals must be submitted to [cbtir-rfp@uh.edu](mailto:cbtir-rfp@uh.edu) (<mailto:cbtir-rfp@uh.edu>) – You will receive an email confirming your submission. CBTIR reserves the right to amend the method of submission before the closing date. This RFP and all subsequent amendments (if any) are posted at the following URL:

<http://www.uh.edu/cbtir/funding-ops/rfp-16-01> (<http://www.uh.edu/cbtir/funding-ops/rfp-16-01>) and/or can be requested by email to [cbtir-rfp@uh.edu](mailto:cbtir-rfp@uh.edu) (<mailto:cbtir-rfp@uh.edu>).

#### **Q.4: Can the funds be directly awarded to independent contractors?**

A.4: No, all applications must be associated with an accredited U.S. college, university, or nonprofit.

#### **Q.5: Should I include IDC in my budget?**

A.5: Yes, This RFP calls for standard, IDC costs. Please follow your institutional policy regarding cost basis used and cost elements when completing your budget.

## **Appendix C: Immigration Workshop Agenda**

**Monday, October 17, 2016**

8:15 am Registration and Breakfast  
(20<sup>th</sup> Floor, Plaza Ballroom)

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8:45 am Welcome

**Luis R. Torres, PhD**

Thrust Lead, Transnational Flows of People (Policy), BTI Institute

**Ioannis A. Kakadiaris, PhD**

Director, BTI Institute

**Theophilos Gemelas**

Program Manager | Office of University Programs | Department of Homeland Security

**Mary Giovagnoli**

Deputy Assistant Secretary for Immigration Policy | Office of Policy | Department of Homeland Security

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9:00 am *Immigration Enforcement in the 21st Century: Trends and the Way Ahead*

**Marc Rosenblum, PhD**

Deputy Assistant Secretary | Office of Immigration Statistics | Department of Homeland Security

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9:30 am *Rethinking Enforcement Operations Through Comprehensive Case Management*

**Andrew Lorenzen-Strait**

Deputy Assistant Director | Custody Programs Division | Enforcement and Removal Operations | U.S. Immigration and Customs Enforcement | Department of Homeland Security

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10:00 am Q & A

10:15 am Break

---

10:30 am *Shifting Central American Immigrant Flows*

**Faye Hipsman**

Policy Analyst & California Program Coordinator | U.S. Immigration Policy Program | Migration Policy Institute

---

10:50 am *Internal Displacement in El Salvador as an initial step in unauthorized migration to the U.S.: What's fueling it and what can we do about it?*

**Yesenia Segovia, MA**

National Advisor on Gender & Child Protection | Plan Internacional El Salvador

---

11:10 am Q & A

11:25 am *Trauma-Informed Approaches for Processing Unauthorized Immigrants*

**Nathalie Lummert**

Special Advisor | Custody Programs | Enforcement and Removal Operations | U.S. Immigration and Customs Enforcement | Department of Homeland Security

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11:45 am *Helping Children Get/Remain Home Safely: Reintegration Support for Returning Children*  
**Lisa Frydman**  
Director | Regional Policy and Initiatives | Kids in Need of Defense

---

12:05 pm Q & A

---

12:30 pm Lunch  
(Greenway II, Concourse Level, Justin's Restaurant)

---

2:00 pm Work in Small Groups

Theme One located in Plaza III  
*Strategies to Prevent Unauthorized  
Flows of People: Challenges and  
Opportunities*  
Facilitator: **Amanda Venta, PhD**  
Assistant Professor | Sam Houston  
State College

Theme Two located in Plaza IV  
*Rethinking the Removal/Repatriation Process:  
Examining Approaches that Balance Removal  
Procedures, Re-Integration into Countries of  
Origin, and Family Integrity in the U.S.*  
Facilitator: **Lisa Frydman**  
Director | Regional Policy and Initiatives | Kids in  
Need of Defense

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3:30 pm Break

---

3:45 pm Resume Work in Small Groups

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5:00 pm Report & Closing Remarks  
(Plaza Ballroom)

---

5:30 pm Social Event (cash bar)  
(Greenway II, Concourse Level, Justin's Restaurant)

---

6:00 pm Meet the Director: Film Screening and Conversation with Guatemalan Film Producer and  
Director **Luis Argueta**  
Dinner, Film Screening, and Discussion  
(Greenway II, Concourse Level, Justin's Restaurant)

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8:00 pm Adjourn, Day one

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**Tuesday, October 18, 2016**

- 
- 8:30 am Registration and Breakfast  
(20<sup>th</sup> Floor, Plaza Ballroom)
- 
- 9:00 am *Border Security in the 21st Century: Successes and Challenges*  
**Justin Bristow**  
Acting Chief | Strategic Planning & Analysis Directorate | U.S. Border Patrol |  
Department of Homeland Security
- 
- 9:30 am *Disconnected Immigrant Youth and the Risk of Radicalization:  
Challenges and Opportunities*  
**Mary Giovagnoli**  
Deputy Assistant Secretary for Immigration Policy | Office of Policy |  
Department of Homeland Security
- 
- 10:00 am Q & A
- 
- 10:15 am Break
- 
- 10:30 am *Pathways to Resilience for Unauthorized Immigrant Youth: The Case of  
DACA*  
**Michael A. Olivas, PhD, JD**  
William B. Bates Distinguished Chair of Law | Director, Institute for Higher  
Education Law & Governance | University of Houston Law Center | Interim  
President | University of Houston Downtown
- 
- 10:50 am *Predictors of violence and delinquency among high risk youth and youth  
gang members in San Salvador, El Salvador*  
**Rene Olate, PhD**  
Associate Professor | College of Social Work | The Ohio State University
- 
- 11:10 am Q & A
- 
- 11:25 am *Shifts in Migration Patterns: Is Mexico Yesterday's Paradigm*  
**Elyse Golob, PhD**  
Executive Director, National Center for Border Security and Immigration  
(BORDERS) | University of Arizona
- 
- 11:45 am *Comprehensive Immigration Reform in the U.S.: What are the chances?*  
**Raúl Hinojosa-Ojeda, PhD**  
Associate Professor | Cesar E. Chavez Center for Interdisciplinary  
Instruction in Chicana /Chicano Studies | University of the City of Los  
Angeles
- 
- 12:00 pm Q & A
- 
- 12:30 pm Lunch  
(Greenway II, Concourse Level, Justin's Restaurant)
-

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1:30 pm Work in Small Groups

Theme Three located in Plaza III  
*Disconnected Immigrant Youth  
and the Risk of Radicalization:  
Challenges and Opportunities*

Facilitator: **Rene Olate, PhD**  
Associate Professor, College of  
Social Work | The Ohio State  
University

Theme Four located in Plaza IV  
*Rethinking Immigration Policies and  
National Security: The Balance of  
Politics and Economics*

Facilitator: **Johanna Luttrell, PhD**  
Post-Doctoral Visiting Scholar |  
University of Houston Hobby School of  
Public Affairs

---

3:15 pm Break

---

3:30 pm Resume Work in Small Groups

---

4:30 pm Report & Closing Remarks  
(Plaza Ballroom)

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5:00 pm Adjourn Workshop

## **Appendix D: Immigration Workshop Program Book**



## **IMMIGRATION AND BORDER SECURITY IN THE TWENTY-FIRST CENTURY**

Enhancing Homeland Security through Evidence-Based Approaches for Managing Flows of People

**October 17-18, 2016**

**BTI** Institute  
Borders • Trade • Immigration

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A Department of Homeland Security Center of Excellence

This workshop is sponsored by the U.S. Department of Homeland Security under Grant Award Number 2015-ST-061-BSH001-02. The views presented at the Workshop are those of the presenters (unless stated otherwise) and should not be interpreted as necessarily representing the official policies, either expressed or implied, of the U.S. Department of Homeland Security.

## Monday, October 17, 2016 | BTI Workshop

- 8:15 am Registration and Breakfast (20<sup>th</sup> Floor, Plaza Ballroom)
- 
- 8:45 am Welcome  
**Luis R. Torres, PhD**  
Thrust Lead, Transnational Flows of People (Policy), BTI Institute  
**Ioannis A. Kakadiaris, PhD**  
Director, BTI Institute  
**Theophilos Gemelas**  
Program Manager | Office of University Programs | Department of Homeland Security  
**Mary Giovagnoli**  
Deputy Assistant Secretary for Immigration Policy | Office of Policy | Department of Homeland Security
- 
- 9:00 am *Immigration Enforcement in the 21st Century: Trends and the Way Ahead*  
**Marc Rosenblum, PhD**  
Deputy Assistant Secretary | Office of Immigration Statistics | Department of Homeland Security
- 
- 9:30 am *Rethinking Enforcement Operations Through Comprehensive Case Management*  
**Andrew Lorenzen-Strait**  
Deputy Assistant Director | Custody Programs Division | Enforcement and Removal Operations | U.S. Immigration and Customs Enforcement | Department of Homeland Security
- 
- 10:00 am Q & A
- 
- 10:15 am Break
- 
- 10:30 am *Shifting Central American Immigrant Flows*  
**Faye Hipsman**  
Policy Analyst & California Program Coordinator | U.S. Immigration Policy Program | Migration Policy Institute
- 
- 10:50 am *Internal Displacement in El Salvador as an initial step in unauthorized migration to the U.S.: What's fueling it and what can we do about it?*  
**Yesenia Segovia, MA**  
National Advisor on Gender & Child Protection | Plan Internacional El Salvador
- 
- 11:10 am Q & A
- 
- 11:25 am *Trauma-Informed Approaches for Processing Unauthorized Immigrants*  
**Nathalie Lummert**  
Special Advisor | Custody Programs | Enforcement and Removal Operations | U.S. Immigration and Customs Enforcement | Department of Homeland Security
- 
- 11:45 am *Helping Children Get/Remain Home Safely: Reintegration Support for Returning Children*  
**Lisa Frydman**  
Director | Regional Policy and Initiatives | Kids in Need of Defense
- 
- 12:05 pm Q & A

## Monday, October 17, 2016 | BTI Workshop

12:30 pm	Lunch (Greenway II, Concourse Level, Justin's Restaurant)
2:00 pm	Work in Small Groups  Theme One located in Plaza III <i>Strategies to Prevent Unauthorized Flows of People: Challenges and Opportunities</i>  Facilitator: <b>Amanda Venta, PhD</b>  Assistant Professor   Sam Houston State College  Theme Two located in Plaza IV <i>Rethinking the Removal/Repatriation Process: Examining Approaches that Balance Removal Procedures, Re-Integration into Countries of Origin, and Family Integrity in the U.S.</i>  Facilitator: <b>Lisa Frydman</b>  Director   Regional Policy and Initiatives   Kids in Need of Defense
3:30 pm	Break
3:45 pm	Resume Work in Small Groups
5:00 pm	Report & Closing Remarks (Plaza Ballroom)
5:30 pm	Social Event (cash bar) (Greenway II, Concourse Level, Justin's Restaurant)
6:00 pm	Meet the Director: Film Screening and Conversation with Guatemalan Film Producer and Director <b>Luis Argueta</b> Dinner, Film Screening, and Discussion (Greenway II, Concourse Level, Justin's Restaurant)
8:00 pm	Adjourn, Day one

## Tuesday, October 18, 2016 | BTI Workshop

8:30 am Registration and Breakfast  
(20<sup>th</sup> Floor, Plaza Ballroom)

9:00 am *Border Security in the 21st Century: Successes and Challenges*

### Justin Bristow

Acting Chief | Strategic Planning & Analysis Directorate | U.S. Border Patrol | Department of Homeland Security

9:30 am *Disconnected Immigrant Youth and the Risk of Radicalization: Challenges and Opportunities*

### Mary Giovagnoli

Deputy Assistant Secretary for Immigration Policy | Office of Policy | Department of Homeland Security

10:00 am Q & A

10:15 am Break

10:30 am *Pathways to Resilience for Unauthorized Immigrant Youth: The Case of DACA*

### Michael A. Olivas, PhD, JD

William B. Bates Distinguished Chair of Law | Director, Institute for Higher Education Law & Governance | University of Houston Law Center | Interim President | University of Houston Downtown

10:50 am *Predictors of violence and delinquency among high risk youth and youth gang members in San Salvador, El Salvador*

### Rene Olate, PhD

Associate Professor | College of Social Work | The Ohio State University

11:10 am Q & A

11:25 am *Shifts in Migration Patterns: Is Mexico Yesterday's Paradigm*

### Elyse Golob, PhD

Executive Director, National Center for Border Security and Immigration (BORDERS) | University of Arizona

11:45 am *Comprehensive Immigration Reform in the U.S.: What are the chances?*

### Raúl Hinojosa-Ojeda, PhD

Associate Professor | Cesar E. Chavez Center for Interdisciplinary Instruction in Chicana / Chicano Studies | University of the City of Los Angeles

12:00 pm Q & A

12:30 pm Lunch  
(Greenway II, Concourse Level, Justin's Restaurant)

1:30 pm Work in Small Groups

Theme Three located in Plaza III

*Disconnected Immigrant Youth and the Risk of Radicalization: Challenges and Opportunities*

Facilitator: **Rene Olate, PhD**

Associate Professor, College of Social Work | The Ohio State

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3:15 pm	Break
3:30 pm	Resume Work in Small Groups
4:30 pm	Report & Closing Remarks (Plaza Ballroom)
5:00 pm	Adjourn Workshop

---

Facilitator: **Johanna Luttrell, PhD**  
Post-Doctoral Visiting Scholar | University of  
Houston Hobby School of Public Affairs

## Presenters | BTI Workshop



### Luis Argueta

Luis Argueta is a Guatemalan-American film director and producer. His first feature film, *The Silence of Neto* is a coming-of-age film set in 1954 Cold-War-Guatemala that was the first Guatemalan film to be internationally recognized and awarded. The Guardian newspaper listed Mr. Argueta as one of Guatemala's National Living Icons, alongside Nobel Laureate Rigoberta Menchu and Singer/Songwriter Ricardo Arjona. Argueta has spent the last eight years documenting the lives of Guatemalan immigrants in the US in a film trilogy: *abUSed: The Postville Raid* (2010), *ABRAZOS* (2014), and *The U Turn* (2017). In August of 2015, Luis Argueta was awarded the Order of Quetzal in the

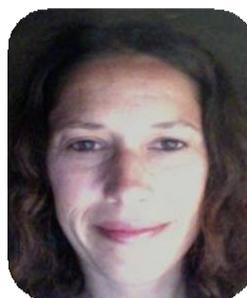
degree of Grand Officer, the highest honor given by Guatemala. His films can be viewed on-line at [www.luisarguetaa.com](http://www.luisarguetaa.com).



### Justin A. Bristow

Justin A. Bristow is the Acting Chief of the Strategic Planning and Analysis Directorate (SPA), U.S. Border Patrol HQ (USBP), Washington, D.C. He began this assignment in November 2015. He also served in this capacity previously from September 2014 through December 2014. In his current role, he oversees the management of operational requirements, enforcement systems, innovation, analysis, the Border Patrol Special Coordination Center, programming, doctrine, labor, policy and planning divisions for the USBP. Chief Bristow has served in several field assignments in Arizona, Georgia, and California. In 2005,

Chief Bristow was promoted to Assistant Chief at Border Patrol Headquarters in Washington, D.C. and served as the liaison to the CBP Office of Congressional Affairs. His efforts were instrumental in securing congressional support for Border Patrol staffing resources and programs such as Operation Streamline and passage of the Secure Fence Act. Chief Bristow was promoted to Associate Chief at Border Patrol Headquarters in March 2007. As an Associate Chief, he had oversight of Operation Jump Start and national policy, where he contributed to the completion of many enforcement and administrative efforts and provided official comment for the Border Patrol on legislative and executive branch inquiries. Before joining the U.S. Border Patrol, Chief Bristow worked in county government for the state of New Jersey. He holds a Bachelor's Degree in Administration of Justice from Rutgers University and completed the Senior Executive Leadership program offered by Georgetown University in 2006. He is currently working on his Master's Degree with the Naval Postgraduate School, Center for Homeland Defense Studies, cohort 1603. A recipient of a 2007 DHS Secretary's Award for Team Excellence and a 2000 INS Commissioner's Award for Community Impact, he also received the 2009 CBP Team Ambassador Award.



### Lisa Frydman

Lisa Frydman serves as Kids in Need of Defense (KIND) Director of Regional (Central America and Mexico) Policy and Initiatives. KIND's regional team engages in research, advocacy, and direct service programming for youth focused on the root causes of migration, the rights of migrant children, and access to international protection throughout the region. Previously, Ms. Frydman was Managing Attorney at the Center for Gender & Refugee Studies (CGRS) where she worked to advance law and policy for immigrant women, children, and asylum seekers through impact litigation, national policy advocacy, and extensive training and mentoring of attorneys. Prior to CGRS, Ms. Frydman practiced child

immigration and child welfare law at Legal Services for Children. She began her legal career as an Equal Justice Works Fellow at the Florida Immigrant Advocacy Center representing immigrant children before the Immigration Court and Board of Immigration Appeals. Ms. Frydman has trained and mentored attorneys across the country and has presented to federal judges, immigration judges, and asylum officers. She has published articles on a range of issues and was a co-editor and contributing author of *Childhood, Migration, and Human Rights in Central and North America: Causes, Policies, Practices, and Challenges*, a study on children affected by migration in Honduras, El Salvador, Guatemala, Mexico, and the United States. She is a 2002 graduate of Berkeley Law, Order of the Coif.

## Presenters | BTI Workshop



### Mary Giovagnoli

Mary Giovagnoli is the Deputy Assistant Secretary for Immigration Policy in the Department of Homeland Security. Her team manages a broad portfolio of issues dealing with domestic and international policy concerns and provides coordination on immigration issues that cut across DHS agencies. Prior to joining DHS in 2015, Mary served as the Director of Policy for the American Immigration Council, managing its Immigration Policy Center, and contributing to the legislative and academic debate on immigration reform from 2009 to 2015. She also served as the Senior Director of Policy for the National Immigration Forum from 2008 to 2009, working closely with a broad range of advocacy groups to promote immigration reform. Prior to her work in the non-profit world, she practiced law as an attorney with the Departments of Justice and Homeland Security—serving first as a trial attorney and associate general counsel with the INS, and, following the creation of DHS, as an associate chief counsel for United States Citizenship and Immigration Services. Mary specialized in asylum and refugee law, focusing on the impact of general immigration laws on asylees. In 2005, Mary became the senior advisor to the Director of Congressional Relations at USCIS. She was also awarded a Congressional Fellowship from USCIS to serve for a year in Senator Edward M. Kennedy's office where she worked on comprehensive immigration reform and refugee issues. Mary attended Drake University, graduating summa cum laude with a major in speech communication. She received a master's degree in rhetoric and completed additional graduate coursework in rhetoric at the University of Wisconsin, before receiving a J.D. from the University of Wisconsin Law School. She spent more than ten years teaching public speaking, argumentation and debate, and parliamentary procedure while pursuing her education.



### Elyse Golob, Ph.D.

Dr. Elyse Golob is the Executive Director of the National Center for Border Security and Immigration (BORDERS), headquartered at the University of Arizona, a Department of Homeland Security Center of Excellence Emeritus. Her expertise includes border management policy, unauthorized immigration and cross-border trade. Past projects include *Checking on Checkpoints: An Assessment of U.S. Border Patrol Checkpoint Operations, Performance, and Impacts*; *Reasons and Resolve to Cross the Line: A Post-Apprehension Survey of Unauthorized Immigrants along the U.S.-Mexico Border*; and *Mariposa Port of Entry Bottleneck Study: Facilitating Efficient, Secure and Economical Cross Border Movements*. In 2016, she testified to Congress on "Moving the Line of Scrimmage: Re-examining the Defense-in-Depth Strategy." Dr. Golob has led field tests for enhanced passenger screening technologies for Customs and Border Protection (CBP) in Nogales, Arizona; Transportation Security Administration (TSA) at Reagan National Airport, Washington DC; and Frontex, the European Union border security agency at the Bucharest International Airport in Romania. She has conducted joint research initiatives with international border security and immigration agencies, include Frontex, the Canadian Border Services Agency (CBSA), Singapore Ministry of Home Affairs, and Emirates Security in Dubai. Dr. Golob received her doctorate from Rutgers University in Urban Planning and Policy Development.



### Raúl Hinojosa-Ojeda, Ph.D.

Dr. Raúl Hinojosa-Ojeda is an Associate Professor in the UCLA Department of Chicana and Chicano Studies. Born in Mexico and raised in Chicago, he received B.A. (Economics), M.A. (Anthropology) and Ph.D. (Political Science) degrees at the University of Chicago. He is the author of numerous articles and books on the political economy of regional integrations in various parts of the world, including trade, investment and migration relations between the U.S., Mexico, Latin American and the Pacific Rim. He is co-author of *Latinos in a Changing U.S. Economy: Comparative Perspectives on the U.S. Labor Market Since 1939* (New York: IUP/CUNY, 1991) and co-editor of *Labor Market Interdependence between the United States and Mexico* (Stanford: Stanford University Press, 1992). He has recently completed a book on the political economy of U.S.-Latin American relations in the late twentieth century including the impact of a potential Free Trade of the Americas Agreement (*Convergence and Divergence between NAFTA, Chile, and MERCOSUR: Overcoming Dilemmas of North and South American Economic Integration*).

## Presenters | BTI Workshop



### Faye Hipsman

Faye Hipsman is a Policy Analyst and California Program Coordinator with the U.S. Immigration Policy Program at the Migration Policy Institute (MPI). She joined MPI in 2011 and is now based in San Francisco, California. Her areas of expertise include immigration enforcement and border security, state and local immigration policies, and immigration and politics. She has published over fifty reports, articles, and policy briefs on wide immigration topics covering the United States, Mexico, and Central America. In 2016, Ms. Hipsman became an Affiliated Scholar with the University of California-Hastings College of the Law. Prior to MPI, she worked as a paralegal at an immigration and nationality law firm in Boston, MA on a variety of deportation, family-based, and employment-based cases. She has also worked at the Brookings Institution and for several immigrant advocacy and civil rights organizations in Texas and Ohio. She holds a BA in Latin American studies with minors in economics and history from Oberlin College.



### Andrew Lorenzen-Strait

Andrew Lorenzen-Strait is the Deputy Assistant Director for Custody Management, Custody Programs Division, Office of Enforcement and Removal Operations (ERO), U.S. Immigration and Customs Enforcement (ICE), U.S. Department of Homeland Security (DHS), Washington, D.C. Prior to this position, Mr. Lorenzen-Strait served as the ICE's Public Advocate and Senior Advisor for Custody Management. As the Deputy Assistant Director for Custody Programs, Mr. Lorenzen-Strait creates and coordinates innovative policies and programs that promote the safety and welfare of those encountering the agency's immigration enforcement activities while ensuring effective adherence to the ERO mission. Mr. Lorenzen-Strait maintains direct operational oversight over innovative programs in areas that promote the health, safety, and welfare of vulnerable populations. These operational programs include, but are not limited to: religious accommodation; lesbian, gay, bisexual, transgender, and intersex (LGBTI) care; language access; trauma-informed care; disability accommodation; and legal access initiatives for detained individuals. He also manages the ICE ERO Family Case Management Program (FCMP), leads the ERO prevention of sexual assault program in all ICE detention facilities, serves as the national ICE Parental Rights Coordinator, and manages the agency's Detention Reporting and Information Line (DRIL). Mr. Lorenzen-Strait holds a Bachelor of Arts in political science from the University of California at Irvine, a Juris Doctorate with an emphasis in child advocacy from Whittier Law School, and a Certificate in National Security Leadership and Decision-Making from the U.S. National Defense University. In 2007, Mr. Lorenzen-Strait was named the Maryland Attorney of the Year for providing pro bono services to Community Legal Services of Prince George's County. Mr. Lorenzen-Strait is a member of the Maryland and U.S. Supreme Court bars.



### Nathalie Lummert

Nathalie Lummert, MSW is a Special Advisor for Custody Programs for DHS/ICE/ERO. Ms. Lummert serves in a consultancy and coordination role for various initiatives within ICE ERO Custody Programs. She has over eighteen years of professional experience in migration policy and operational programs. Prior to joining ICE, she managed nationwide programs for residential and case management services, training, and technical assistance on behalf of migrating children and families and victims of human trafficking at the largest non-governmental refugee resettlement agency in the United States. She has experience managing nationwide programs funded by the Department of State, Health and Human Services, and the Catholic Church. As a graduate social work student, she worked with the United Nations High Commissioner for Refugees (UNHCR) office, and has worked directly with displaced populations at homeless and runaway shelters. Ms. Lummert holds a Master's degree in Social Work policy, planning, and administration from the Catholic University of America. Ms. Lummert has presented nationally and globally on migration and social policy issues and has published articles in *Forced Migration Review*.

## Presenters | BTI Workshop



### Johanna Luttrell, Ph.D.

Johanna Luttrell currently is a Post-Doctoral Visiting Scholar, Political Philosophy at the University of Houston. Dr. Luttrell earned her Ph.D. at the University of Oregon in Philosophy in 2013. Previous academic accomplishments include serving as a Visiting Graduate Student, University of Oxford, Politics and International Relations in 2011 and earning a B.A., DePaul University, Philosophy and English, 2006. Dr. Luttrell's expertise includes Social and Political Philosophy, global poverty, the Capabilities Approach, human rights, urban development under globalization, and global feminisms. Dr. Luttrell's dissertation titled "Gender, Alienation and Dignity in the Global Slums" explores the condition of female global poverty, and particularly women who live in the slums of "developing" countries.



### René Olate, Ph.D.

René Olate, PhD, is an Associate Professor at The Ohio State University College of Social Work. He has conducted cross-national research on youth programs and worked as an international consultant for the Inter-American Development Bank (IDB), United Nations, and USAID in several countries of the Latin American region. Dr. Olate has held faculty positions at Catholic University of Chile and Boston College. Dr. Olate's scholarship focuses on masculinities, youth violence, and community and positive youth development. He has conducted research specifically focusing on risk behaviors and resilience in youth from El Salvador, Guatemala, Mexico, and Nicaragua.



### Michael A. Olivas, Ph.D.

Michael A. Olivas is the William B. Bates Distinguished Chair in Law at the University of Houston Law Center, where he teaches higher education law, immigration law, and entertainment law. He is presently on leave, acting as Interim President of the University of Houston Downtown, a 14,000 student institution. He is the author or co-author of fifteen books. *Suing Alma Mater: Higher Education and the Courts* (Johns Hopkins University Press, 2013) was chosen as the 2014 winner of the Steven S. Goldberg Award for Distinguished Scholarship in Education Law. The award is given annually by the Education Law Association "in recognition of an outstanding article, book, book chapter, or other form of

scholarly legal writing in the field of education law." His casebook, *The Law and Higher Education: Cases and Materials on Colleges in Court*, is in its 4th edition. He has been elected to membership in the American Law Institute and the National Academy of Education, the only person in the country to have been selected to both honor academies. He served as General Counsel to the American Association of University Professors (AAUP) from 1994-98. He was President of the Association of American Law Schools in 2011-2012.

He also has a regular radio show on the Albuquerque, NM, National Public Radio station KANW, "The Law of Rock and Roll," where he reviews legal developments in music and entertainment law, appearing as "The Rock and Roll Law Professor."™

### Marc Rosenblum, Ph.D.



Dr. Marc R. Rosenblum is the Deputy Assistant Secretary for Immigration Statistics at the U.S. Department of Homeland Security. Prior to joining DHS in January 2016, Dr. Rosenblum worked for five years at the Migration Policy Institute, most recently as the Deputy Director of MPI's U.S. Immigration Policy Program, and for three years as a Specialist in Immigration at the Congressional Research Service. In 2005-2006, Dr. Rosenblum served as a Council of Foreign Relations International Affairs Fellow at MPI and on the Judiciary Committee staff of Senator Edward M. Kennedy. In 2007-08 he served as an immigration policy advisor to Barack Obama's presidential campaign, and in 2008-09 as a member of President-Elect Obama's Transition Team. Dr. Rosenblum is also an Associate Professor of Political Science (on leave) at the University of New Orleans. He received his B.A. in political science at Columbia University and his Ph.D. in political science at the University of California – San Diego.

# Presenters | BTI Workshop



## Yesenia Segovia

Ms. Segovia is the National Adviser on Gender rights and the Protection of Children for Plan International El Salvador, an affiliate of the internationally renowned Plan International. She is a clinical psychologist with a specialization in working with victims of sexual violence and gender violence. Ms. Segovia holds a bachelor's in Psychology and a Master's in Research Methods from the Universidad de El Salvador, and is currently a doctoral student in Social Sciences at the Universidad Centroamericana "José Simeón Cañas" (UCA), also in San Salvador. She teaches Social Research Methods and Techniques at the Universidad de El Salvador; and advises Masters' theses in psychology and early childhood. Since 1992

she has been working in the areas of human rights, child protection, gender equality, sexual abuse, trafficking and sexual exploitation, irregular migration, and forced displacement by social violence. She presents and consults regularly with programs throughout Central and South America and the Caribbean.



## Amanda Venta, Ph.D.

Dr. Venta joined the faculty of Sam Houston State University in the Fall of 2015 as an Assistant Professor in the Department of Psychology & Philosophy. She received her B.A. from Rice University and her M.A. and Ph.D. in Clinical Psychology from the University of Houston. She completed her pre-doctoral internship at DePelchin Children's Center through the Menninger Department of Psychiatry and Behavioral Sciences at Baylor College of Medicine, where she remains Adjunct Faculty. Dr. Venta's clinical training focused on children, adolescents, and families, with practicum placements at DePelchin Children's Center and Texas Children's Hospital. She also provided psychological services within the

University of Houston's Psychology Research and Services Center and in several Houston-area schools. Her primary research interests are the development of psychopathology in youth and the protective effect of attachment security, with additional interests in emotion dysregulation and social cognition. She has recently focused on the psychological functioning of recently immigrated adolescents from Central America, with related research and clinical work. She has received research funding from the National Institutes of Mental Health and the American Psychological Foundation.

## Parking.

# Parking | Maps | Wi-Fi Code | BTI Workshop

## Day Parking

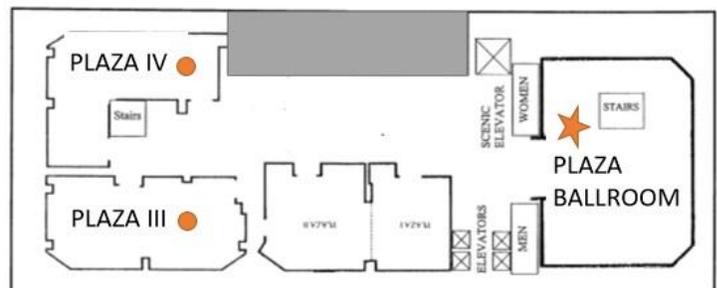
- Please have your license plate number available and enter it in the parking Kiosk machine located outside the entrance doors in the parking garage.
- Select number 5 "other options"
- Select BTI Institute. You should not be charged for parking.

## Overnight Parking

Have your license plate number with you and take it to the front desk. Please be sure to identify you are participating in the BTI Workshop. You should not be charged for parking.

## Maps.

DoubleTree by Hilton Hotel 20th floor map.  Main events will be held in the Plaza Ballroom. Small groups will meet in Plaza III and Plaza IV. Lunch and dinner will be held at Justin's Restaurant at the concourse level. When you enter the elevator, please select "C" for concourse.



## Password.

The Wi-Fi password is **BTIINSTITUTE.**

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## **Appendix E: Annotated Bibliography**

## Theme One: Strategies to Prevent Unauthorized Flows of People

Amuedo-Dorantes, C., et al. (2015). Immigration enforcement, parent–child separations, and intent to remigrate by Central American deportees. *Demography*, 52(6), 1825-1851.

Given the unprecedented increase in the flow of migrants from El Salvador, Guatemala, and Honduras to the United States, this article analyzes the impact of U.S. interior enforcement on parent-child separations among Central American deportees, along with its implications for deportees' intentions to remigrate to the United States. Using the EMIF survey data, we find that interior enforcement raises the likelihood of parent-child separations as well as the likelihood that parents forcedly separated from their young children report the intention to return to the United States, presumably without documents. By increasing parent-child separations, interior enforcement could prove counterproductive in deterring repetitive unauthorized crossings among Central American deportees.

Amuedo-Dorantes, C. and S. Pozo (2014). On the intended and unintended consequences of enhanced U.S. border and interior immigration enforcement: Evidence from Mexican deportees. *Demography*, 51(6), 2255-2279.

Since about 2000, a number of federal and state policies have been implemented in the United States with the intention of stemming the flow of illegal immigration. In this article, we focus on two initiatives: (1) Operation Streamline, as an example of increased border enforcement by the federal government; and (2) state-level omnibus immigration laws, as an illustration of enhanced interior enforcement by state governments. We investigate whether these policies have reduced the intentions of deported Mexican immigrants to attempt a new unauthorized crossing. Although state-level omnibus immigration laws reduce the proportion of deportees intending to attempt a new crossing, increased border enforcement has proven to be far less effective. In addition, we ascertain the human costs associated with these policies. Our findings are mixed in this regard. Noteworthy is how the adoption of more stringent interior enforcement seems to result in a “herding” or “ganging-up” effect, whereby the incidence of verbal and physical abuse rises with the number of states enacting such measures. Additionally, our estimates suggest that deportees are more likely to respond that they have risked their lives to cross into the United States as a result of enhanced border enforcement.

De La Garza, R. O. (2011). "Neither walls nor open borders: A new approach to immigration reform." *New Labor Forum Sage Publications Inc.*, 20(1), 65-71.

The article offers author's insight on U.S. immigration policy reform. The author argues that while the government has failed to address immigration, which created a political and policy crisis, people should begin seeing it as an ongoing socioeconomic process and not a national security issue. He infers that a new policy will be needing the economic and social being of the nation and the respect for the civil and human rights of immigrants. He adds that employment laws should also be enforced.

Casarico, A., Facchini, G., & Frattin, T. (2015). Illegal immigration: Policy perspectives and challenges. *CESifo Economic Studies*, 61(3), 673–700.

This article gives an overview of the rationales behind the formulation of immigration policies. The authors apply the Facchini and Mayda (2010) framework to describe the formation of immigration policies. Through this framework, policymakers are influenced by their personal ideologies, pressure groups, and other individuals in society. Economic and noneconomic factors also play a key role in the establishment of these governmental policies. The authors state that although the amount funds that go toward border enforcement has increased, the flow of unauthorized immigrants continues to rapidly grow. The authors encourage host countries to support amnesties as potential options to address unauthorized immigration. They conclude by using the European Union as an example on the importance of a strategically organized strategies for immigration policies among states.

## **Theme Two: Rethinking the Removal/Repatriation Process**

Arowolo, O. O. (2000). Return migration and the problem of reintegration. *International Migration*, 38(5), 59-82.

This article proposes a programme approach for achieving the social and economic reintegration of all categories of return migrants. As former exiles who have returned to their country of origin are no longer refugees, some government agencies need to organize the reception of, and provide assistance to, returnees. But without long-term planning, ad hoc committees are unable to be effective facilitators of the reintegration process. The article suggests a list of major elements necessary for an effective reintegration programme, and argues that governments should focus on the institutional mechanism of programme management, including the creation of a responsible agency or agencies. The management structure should be based in the National Planning Ministry of government. Establishment of an effective mechanism would be likely to inspire donor confidence; and 'homecoming' would no longer be a nightmare for potential returnees trying to reintegrate.

Bengston, J.D., Chase, J.S., Long, J.E., Monterosso Montenegro, J. (2013). Reintegration and remigration: A study on social stigmas and labor discrimination against Guatemalans deported from the United States. *The Migrant Peacebuilding Project*. Retrieved from <http://www.migrantpeacebuilding.org/Reintegration%20and%20Remigration%2022A%20Study%20on%20Social%20Stigmas%20and%20Labor%20Discrimination%20Against%20Guatemalans%20Deported%20From%20the%20United%20States-22.pdf>

This mixed methods study focuses on assessing the attitudes of the Guatemalan public toward deportees. A total of 504 people participated in the study by anonymously completing a survey. Focus groups were also held by the researchers. The survey measured societal perceptions toward deportees, social stigma, and labor discrimination faced by deportees. Based on results from the study, participants agreed that deportees face challenges such as social stigma, employer discrimination, and are often ignored by the Guatemalan government. More than half of participants perceived deportees as being valuable members of society. The researchers found that the most pervasive form of discrimination was systemic. Deportees are provided with little or no resources to be able to successfully reintegrate back into their country of origin. Making it difficult for them to live sustainably. Due to the limited services they receive by non-governmental organizations, such as the International Organization for Migration, and lack of support from the government and society in their countries of origin, these individuals are more likely to repeat border crossings.

Mensah, E. A. (2016). Involuntary return migration and reintegration: The case of Ghanaian migrant workers from Libya. *Journal of International Migration and Integration*, 17(1), 303-323.

This paper presents findings from a study that investigated the experiences of the returning Ghanaian migrants from Libya during the Arab Spring of 2011. The study used qualitative methods to explore involuntary return and reintegration of migrants in a south-south migration framework. Information from semi-structured interviews of migrants from selected communities in Ghana in addition to data from the International Organization for Migration (IOM) and the National Disaster Management Organisation (NADMO) were used. The objective of the study was to find out the major difficulties returnees faced in reintegrating into their societies of origin as a result of their hasty departure and to assert the factors that may influence reintegration. The study finds that the combination factors including of high levels of family dependence on returnees, weak governance and the absence of reintegration policies may foster re-emigration.

Rietig, V., & Dominguez Villegaz, R. (2015). Stopping the revolving door: Reception and reintegration services for Central American deportees. Retrieved from <http://www.migrationpolicy.org/research/stopping-revolving-door-reception-and-reintegration-services-central-american-deportees>

This article provides insight into the types of services that are currently being offered to Central American deportees in order to foster their well-being during the reintegration process. A specific focus is placed on the reintegration services offered in El Salvador, Guatemala, and Honduras. An emphasis is put on the need for further services that will help deportees successfully reintegrate back into their countries of origin. The researchers also briefly provide a description of the target groups that are generally provided with reintegration services. These include reception and reintegration services for both children and adults. Some of the reintegration services offered in El Salvador include the Bienvenido a Casa program and the Salvadoran Institute for the Comprehensive Development of Childhood and Adolescence. El Salvador is considered to have the longest-running reintegration services for deportees. In 2013, Guatemala initiated its own Bienvenido a Casa program, and has been providing services to deportees and their families to date. They also provide reintegration services for

returning youth through their Guatemalan Child Return and Reintegration Project. Honduras provides a government-run program called the Care for the Returned Migrant, which provides immediate assistance to deportees. Some of the limitations that the authors address include the lack of long-term reintegration services, lack of workforce development opportunities for deportees, and poor monitoring and evaluation of these services.

Zimmermann, S. (2012). Understanding repatriation: refugee perspectives on the importance of safety, reintegration, and hope. *Population, Space and Place*, 18(1), 45-57.

This paper uses rich, empirical data to explore repatriation from refugee perspectives, which are widely overlooked within host state framings of this topic. Participants from two countries are compared within how they approached the prospect of repatriating differently or alike, whilst different background contexts to these cases affected the ways in which participants framed discussions. Both the Somalis and Afghans were concerned with issues of safety and reintegration prospects upon return, and revealed that these were key parts of what they had also sought while living in exile. In addition, hope for change – or its absence – affected whether they anticipated returning or staying away permanently, with proof more than promise of change sought, so suggesting a difference with the early expectations more preferred by host states. Policy and political discussions of repatriation tend to make claims about refugees without asking about their own priorities. This gap in perspectives is a source of tension and distrust, and emphasis can be misplaced to try to promote return without reference to such empirical understandings as this paper explores. This paper concludes by asking whether unless we can understand return on such refugee terms, then what is its actual meaning and whose perspective does it serve?

### **Theme Three: Disconnected Immigrant Youth and the Risk of Radicalization**

Chen, A. and J. Gill (2015). Unaccompanied children and the U.S. immigration system: challenges and reforms. *Journal of International Affairs*, 68(2), 115.

In fiscal year (FY) 2014, approximately 60,000 children with no lawful immigration status and no parent or legal guardian present or available to provide care were apprehended at or near the U.S. border and turned over to the custody of the federal Office of Refugee Resettlement (ORR). These unaccompanied children (UAC) were charged with violating U.S. immigration laws and were placed in deportation proceedings. They enter a system that involves numerous government agencies which they must navigate. Most are released by ORR if they have family or another sponsor in the United States able to care for them, though they must continue to fight their deportation in immigration court, often without an attorney. Many UAC have legitimate claims that would lead to legal status if they could navigate the country's complex web of immigration laws- approximately 40 percent of UAC are potentially eligible for some kind of relief from deportation. This article discusses the immigration system that UAC encounter, challenges they face within this system and proposals for reform. First, it provides a general overview of the U.S. immigration legal and detention system that UAC come into

contact with when they arrive at the border. Then it discusses legal remedies available to this population and explains the difficulties of obtaining legal status as well as other challenges children face after release from ORR custody. The article then surveys the growing consensus about and efforts for reform-such as appointing government-funded counsel for children, broader proposals to create a more "child-friendly" immigration system, and the need for more comprehensive immigration reform. The article also explores threats to the current system that extends due process protections to these vulnerable immigrants.

Ciaccia, K. A. and R. M. John (2016). Unaccompanied immigrant minors: Where to begin. *Journal of Pediatric Health Care*, 30(3), 231-240.

The number of unaccompanied immigrant minors (UIMs) from Central America significantly increased in 2014. Nearly 50,000 children from El Salvador, Guatemala, and Honduras crossed the United States-Mexico border in 2014, compared with 3,933 in 2011. Few resources exist to guide pediatric nurse practitioners (PNPs) in their care of UIM. The multifactorial reasons behind migration and the state of children's health in Central America provide insight into the needs of UIMs. Guidelines for similar groups such as foreign-born children and refugees offer direction for the health care considerations of UIMs. This article provides demographic information on UIMs, highlights the unique and challenging medical and mental health issues facing UIMs, and discusses the role of the PNP. A UIM's initial visit with a PNP serves as an opportunity to build trust through culturally competent, trauma-informed care, provide preventive care, assess for unmet health needs, and screen for mental health conditions.

Kennedy, E. (2014). No childhood here: Why Central American children are fleeing their homes. Retrieved from <http://www.immigrationpolicy.org/perspectives/no-childhood-here-why-central-american-children-are-fleeing-their-homes>

This report provides a comprehensive look at the reasons behind the migration of Central American children to the U.S. Some of the most pressing reasons for migration include violence, extreme poverty, and family reunification. The researcher interviewed 322 Central American children, and found that the majority of these children were fleeing due to gang violence in their country of origin. More than 90% of them had a relative living in the United States. Returning to their country of origin often poses a high threat to their safety. These children are more likely to be apprehended by gangs, and pressured into joining. Without the appropriate resources for successful reintegration, they are more likely to become involved in crime. The researcher recommends that U.S. government officials provide a more accessible path to legal representation for asylum seeking unaccompanied children.

Roth, B.J, & Grace, B.L. (2015). Falling through the cracks: The paradox of post-release services for unaccompanied child migrants. *Children and Youth Services*, 58, 244-252.

This qualitative study focused on exploring the challenges that unaccompanied child migrants face in integrating into U.S. society, as well as the effectiveness of the services

they receive. Data for this study was collected from four organizations that provide post release services for unaccompanied minors. Semi-structured interviews were conducted with fifteen post release case managers and program managers, as well as with nineteen unaccompanied migrant minors and their families. Results from this study indicated that unaccompanied children were more subject to abuse when crossing the border, and may find challenges in reuniting with family living in the United States. These minors also experience challenges in accessing health care services due to having an undocumented status. The researchers make recommendations to service providers and policy makers that may help alleviate the barriers that these unaccompanied minors experience.

Sotomayor-Peterson, M. and M. Montiel-Carbajal (2014). Psychological and family well-being of unaccompanied Mexican child migrants sent back from the U.S. border region of Sonora-Arizona. *Hispanic Journal of Behavioral Sciences*, 36(2), 111-123.

This study explores the psychological and family well-being of Mexican undocumented and unaccompanied children sent back through the U.S. border region of Sonora-Arizona. Procedures included exploring children's own accounts using semi-structured interviews with 13 minors (9-17 years old) conducted at border shelters within Mexico. Based on previous qualitative findings, psychological measurement scales were administered to 53 participant children and adolescents during the second phase. There were statistically significant correlations between number of crossing attempts and resilience, as well as between number of days in the shelter and depression. The findings suggest that children possess psychological resources to face distress and negative affect caused by family separation, unaccompanied travel, and crossing experiences. These findings contribute to informing future public health policy and programs directed at the increasing population of unaccompanied minor migrants.

#### **Theme Four: Rethinking Immigration Policies and National Security**

Enchautegui, M. E. and C. Menjivar (2015). "Paradoxes of family immigration policy: Separation, reorganization, and reunification of families under current immigration laws." *Law & Policy*, 37(1/2), 32-60.

It is increasingly recognized that immigration laws affect immigrants' integration. Most recently there has been growing attention to how immigration enforcement affects families through forced separations caused by deportations and long-term family separations across national borders stemming from unauthorized entry to the United States. However, beyond enforcement, there has been little systematic account of how other provisions of immigration law contribute to family separations. In this article we examine how four key provisions in immigration law, far from creating conditions for immigrant families to reunite, contribute to keeping families apart. As such, these provisions shape, in fundamental ways, the structure and composition of immigrant families. Relying on data from the American Community Survey and ethnographic interviews in Phoenix, Arizona, we find evidence consistent with the premise that

immigration laws affect the formation, composition, and structure of immigrant families with potential long-term consequences.

Haberfeld, M. and C. A. Lieberman (2012). Foreign threats to national security and an alternative model to local enforcement of US immigration laws. *Police Practice and Research*, 13(2), 155-166.

Recent attempts to commit terrorist attacks provide evidence of the continuing threat to the USA by foreign-born legal immigrants. Recent legislative changes to immigration policies, such as Arizona Immigration Bill 1070, call for increased involvement of local law enforcement. This bill has generated a strong negative reaction from both public special interest groups and police leadership, as those opposed to this type of legislation argue that it will have a detrimental impact on already fragile relationships between local law enforcement and immigrant communities. Other Western democratic countries have utilized alternative models to address their illegal immigration. The authors propose to explore the Netherlands Aliens Police as an alternative model to the Arizona Immigration Bill.

Hinojosa-Ojeda, R. (2012). The economic benefits of comprehensive immigration reform. *The Cato Journal*, 32(1), 175.

The US government has attempted for more than two decades to put a stop to unauthorized immigration from and through Mexico by implementing "enforcement-only" measures along the US-Mexico border and at work sites across the country. These measures have failed to end unauthorized immigration and have placed downward pressure on wages in a broad swath of industries. The historical experience of legalization under the 1986 Immigration Reform and Control Act indicates that comprehensive immigration reform would raise wages, increase consumption, create jobs, and generate additional tax revenue. America's current approach to immigration policy, exemplified by Arizona's S.B. 1070, is economically self-destructive. A more forward-looking approach that puts all workers on a legal, even footing offers opportunity for a costless stimulus to local economies that improves fiscal balances in the short term and lays the foundation for robust, just, and widespread growth.

Islam, F. and S. Khan (2015). The long run impact of immigration on labor market in an advanced economy: Evidence from US data. *International Journal of Social Economics*, 42(4), 356.

Purpose - The purpose of this paper is to examine the dynamic relationship among immigration rate, GDP per capita, and real wage rates in the USA.  
Design/methodology/approach - The paper implements the Johansen-Juselius (1990, 1992) cointegration technique to test for a long-run relationship; and for short-run dynamics the authors apply Granger causality tests under the vector error-correction model. Findings - The results show that the long-run causality runs from GDP per capita to immigration, not vice versa. Growing economy attracts immigrants. The authors also find that immigration flow depresses average weekly earnings of the natives in the long-run. Originality/value - The authors are not aware of any study on the USA addressing the impact of immigrants on labor market using a tripartite approach by explicitly

incorporating economic growth. It is therefore important to pursue a theoretically justified empirical model in search of a relation to resolve on apparent immigration debate.

Peri, G. (2012). Immigration, labor markets, and productivity. *The Cato Journal*, 32(1), 35.

According to a survey in 2008, about 50% of Americans perceived immigration as a problem rather than as an opportunity (Transatlantic Trends 2008). Similar surveys conducted in the pre-recession years of 2007 and before also showed that Americans were much less supportive of more open immigration policies than they were of other aspects of globalization such as free trade or free capital movements. Americans are not alone in fearing immigrants. Europeans have grown extremely concerned, too. Immigration flows have surged dramatically during the last 10 years in some EU countries. The author begins with a global perspective, which is the best way to understand the significant opportunities migrants generate for the world and for themselves. The author specifically discusses the recent evidence, and some theory, relative to the US labor market. The author concludes with some guiding principles for thinking about immigration policies.