

The Honorable Chairman Ron Johnson  
U.S. Senate Committee on Homeland Security  
and Governmental Affairs  
Washington, DC 20510

The Honorable Ranking Member Claire McCaskill  
U.S. Senate Committee on Homeland Security  
and Governmental Affairs  
Washington, DC 20510

CC: Members of the U.S. Senate Committee on Homeland Security and Governmental Affairs

September 14, 2018

Dear Chairman Johnson, Ranking Member McCaskill, and Members of the U.S. Senate Committee on Homeland Security and Governmental Affairs:

We, the undersigned organizations who work on behalf of, serve, or provide care for asylum seekers, refugees, immigrants, and children write to urge you and your colleagues to oppose any legislation that would expand the scale and length of immigrant family detention or overturn the child protection principles currently governing the treatment of migrant children in custody.

In its June 20, 2018 Executive Order<sup>1</sup>, the Trump administration made clear that it seeks to turn to family detention as the answer to its policies of separating families apprehended - often while legally seeking asylum - at the border. The administration has sought to modify the 1997 *Flores* Settlement Agreement in order to be able to detain more children with their parents, to do so for longer periods of time, and in conditions that have clearly been demonstrated to be unsafe and inadequate. Stopped by the court,<sup>2</sup> it has proposed federal regulations<sup>3</sup> that would gut the protections that form the heart of those prescribed by *Flores*. Our organizations are deeply concerned at these plans, as well as any legislative efforts that would similarly permit such expanded and prolonged detention in inappropriate conditions, including by undermining key elements of the *Flores* Agreement.

The *Flores* Settlement Agreement resulted from over a decade of litigation over the government's policies of detaining children. Prior to *Flores*, children could be detained with unrelated adults in prison-like facilities, had little to no access to education or recreation, be subject to strip searches, and more.<sup>4</sup> The Agreement, which applies to all children - unaccompanied and accompanied - in U.S. immigration custody, is grounded in fundamental child protection principles, and aims to ensure that children are not subject to prolonged detention, that when necessary they are held in appropriate facilities that are not secure and are licensed by a child welfare entity, that they receive appropriate care, and that their due process rights are respected. Any measure that would undermine or overturn *Flores* creates the very real risk that children will be harmed and traumatized as a result.

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<sup>1</sup> Executive Order: Affording Congress an Opportunity to Address Family Separation, The White House, June 20, 2018, <https://www.whitehouse.gov/presidential-actions/affording-congress-opportunity-address-family-separation/>.

<sup>2</sup> Josh Gerstein, "Judge rejects Trump request to alter agreement on release of immigrant kids," *Politico*, July 9, 2018, <https://www.politico.com/story/2018/07/09/judge-rejects-trump-request-flores-immigrant-children-704019>.

<sup>3</sup> Notice of Proposed Rulemaking: Apprehension, Processing, Care, and Custody of Alien Minors and Unaccompanied Children, September 7, 2018. <https://www.gpo.gov/fdsys/pkg/FR-2018-09-07/pdf/2018-19052.pdf>.

<sup>4</sup> United States District Court Central District of California, *Flores v. Meese*, July 11, 1985, *Flores v. Reno*, National Center for Youth Law, <https://youthlaw.org/wp-content/uploads/1997/05/Flores-Complaint.pdf>.

The Department of Homeland Security (DHS) currently operates three family detention facilities: two in Texas, and a smaller facility in Pennsylvania. In addition, DHS also operated a family detention facility in Artesia, New Mexico in 2014, and used the T. Don Hutto facility in Texas for family detention from 2006 to 2009. Numerous reports and complaints document the extensive concerns over treatment, care, and length of custody in DHS's family detention facilities, none of which are licensed by a child welfare entity and all of which are secure.<sup>5</sup> So inappropriate are the conditions in family detention facilities and DHS's practices concerning family detention that Immigration and Customs Enforcement's (ICE) own Advisory Committee on Family Residential Centers (ACFRC) - a committee of subject matter experts that was formed to independently examine and issue guidance to ICE on how to improve family detention practices - issued as its first recommendation that ICE should discontinue the practice.<sup>6</sup> The American Academy of Pediatrics has similarly found that children in the custody of their parents "should never be detained."<sup>7</sup> More recently, two physicians who work with DHS's Office for Civil Rights and Civil Liberties and have extensively visited family detention centers also spoke out based on their concerns over the potential expansion of family detention. The physicians found egregious examples of inadequate care that included severe weight loss in children detained in family detention centers as well as "an infant with bleeding of the brain that went undiagnosed for five days."<sup>8</sup>

Family detention, like all immigration detention, also severely inhibits the ability to obtain legal relief. Existing detention centers are often in remote locations with extremely limited access to legal information and legal counsel. Only 14 percent of those in immigration detention have a lawyer, and the chances of success increase ten-fold with representation.<sup>9</sup> Family detention traumatizes and re-traumatizes children and their parents, who are already often fleeing a dangerous and traumatic situation and yet forced to navigate the U.S. asylum process - and to explain their story to a judge and opposing counsel - without any legal assistance. These challenges are exacerbated further in cases where a family member speaks an indigenous language or may not be able to read or write.

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<sup>5</sup> Women's Refugee Commission and Lutheran Immigration and Refugee Service, *Locking Up Family Values, Again*, Women's Refugee Commission, October 2014, <https://www.womensrefugeecommission.org/resources/document/1085-locking-up-family-values-again-Plaint.pdf>; Human Rights First, *Long-Term Detention of Mothers and Children in Pennsylvania*, Human Rights First, August 19, 2016, <https://www.humanrightsfirst.org/resource/long-term-detention-mothers-and-children-pennsylvania>; Complaint: The Traumatizing Impact of Family Detention on Mental Health of Children and Mothers, June 30, 2015, <https://www.aila.org/advo-media/press-releases/2015/deplorable-medical-treatment-at-fam-detention-ctrs/public-version-of-complaint-to-crcl>; Complaint: ICE's Failure to Provide Adequate Medical Care to Mothers and Children in Family Detention Facilities, July 30, 2015, <https://www.womensrefugeecommission.org/rights/resources/1182-crcl-complaint-2015-06>; Complaints Regarding Sexual Abuse of Women in DHS Custody at Karnes County Residential Center, September 30, 2014, MALDEF, [http://www.maldef.org/news/releases/maldef\\_other\\_groups\\_file\\_complaint\\_ice\\_family\\_detention\\_center\\_karnes\\_city/](http://www.maldef.org/news/releases/maldef_other_groups_file_complaint_ice_family_detention_center_karnes_city/); American Bar Association, *Family Immigration Detention: Why the Past Cannot Be Prologue*, American Bar Association Commission on Immigration, July 31, 2015, [https://www.americanbar.org/content/dam/aba/publications/commission\\_on\\_immigration/FINAL%20ABA%20Family%20Detention%20Report%208-19-15.authcheckdam.pdf](https://www.americanbar.org/content/dam/aba/publications/commission_on_immigration/FINAL%20ABA%20Family%20Detention%20Report%208-19-15.authcheckdam.pdf); *Righting the Wrong: Why Detention of Asylum-Seeking Mothers and Children in America Must End Now*, Tahirih Justice Center, October 28, 2015, <https://www.tahirih.org/wp-content/uploads/2015/10/Righting-the-Wrong-Why-Detention-of-Asylum-Seeking-Mothers-and-Children-Must-End-Now-Web-Copy.pdf>.

<sup>6</sup> Immigration and Customs Enforcement, Advisory Committee on Family Residential Centers (ACFRC), *Report on the DHS Advisory Committee on Family Residential Centers*, October 7, 2016, <https://www.ice.gov/sites/default/files/documents/Report/2016/ACFRC-sc-16093.pdf>

<sup>7</sup> Julie M. Linton, Marsha Griffin, Alan J. Shapiro, "Detention of Immigrant Children," Council on Community Pediatrics, Pediatrics, (March 2017), <http://pediatrics.aappublications.org/content/early/2017/03/09/peds.2017-0483>.

<sup>8</sup> Miriam Jordan, "Whistle-Blowers Say Detaining Migrant Families 'Poses High Risk of Harm,'" *New York Times*, July 18, 2018, <https://www.nytimes.com/2018/07/18/us/migrant-children-family-detention-doctors.html>.

<sup>9</sup> Ingrid Eagly and Steven Shafer, *Access to Counsel in Immigration Court*, American Immigration Council Special Report, September 2016, [https://www.americanimmigrationcouncil.org/sites/default/files/research/access\\_to\\_counsel\\_in\\_immigration\\_court.pdf](https://www.americanimmigrationcouncil.org/sites/default/files/research/access_to_counsel_in_immigration_court.pdf).

There is more than enough evidence to illustrate clearly that DHS family detention practices result in an unacceptable treatment of children and cannot comport with the strict guidelines that *Flores* requires. The harms of family detention cannot be overstated, even when a child and her parent are detained only for a short period of time. Since *Flores* requirements are based on child protection principles to ensure that children are treated fairly and humanely, weakening them would only risk further harming children and their families. As the physicians who recently spoke out noted, ““In our professional opinion, there is no amount of programming that can ameliorate the harms created by the very act of confining children to detention centers.””<sup>10</sup> Instead, DHS can and should turn to a spectrum of far more appropriate alternatives to family separation.

Detaining families is not the answer to the cruel family separation policies that resulted in thousands of children being torn from their parents. It is long past time for Congress to invest in sensible, proven, and far more humane alternatives. The government could safely release many families to sponsors in the community while the family pursues their immigration case in court. One program in particular, the Family Case Management Program (FCMP), was specifically implemented for families seeking asylum at our borders. The FCMP favored case management instead of detention for families, facilitating access to social and legal services while also supporting compliance with immigration requirements. Over 99 percent of the families enrolled in the FCMP appeared at their check-ins with ICE and their immigration court hearings.<sup>11</sup> At a cost of only \$38 each day for a whole family, compared to the \$320 each day for just one family member in detention, the program can also create huge cost savings when used as an actual alternative to family detention.<sup>12</sup>

Family detention is harmful, costly, and completely unnecessary. We urge you to reject any measure that would result in its expansion, allow families to be detained for longer periods of time, or weakens the safeguards that currently exist to protect children in government custody.

Sincerely,

### **National Organizations**

ACLU

African American Ministers In Action

Al Otro Lado, Inc.

Alianza Americas

American Academy of Pediatrics

American College of Physicians

American Federation of Labor-Congress of Industrial Organizations (AFL-CIO)

American Immigration Lawyers Association

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<sup>10</sup> Jordan, “Whistle-Blowers”, *New York Times*.

<sup>11</sup> Office of Inspector General, Department of Homeland Security, *U.S. Immigration and Customs Enforcement’s Award of the Family Case Management Program Contract (Redacted)*, November 30, 2017, 5, <https://www.oig.dhs.gov/sites/default/files/assets/2017-12/OIG-18-22-Nov17.pdf>.

<sup>12</sup> Department of Homeland Security, Immigration and Customs Enforcement, “Budget Overview: Fiscal Year 2019 Congressional Justification”, Department of Homeland Security, <https://www.dhs.gov/sites/default/files/publications/U.S.%20Immigration%20and%20Customs%20Enforcement.pdf>; Women’s Refugee Commission, *Family Case Management Program: A Backgrounder*, published July 20, 2018, <https://www.womensrefugeecommission.org/rights/resources/1653-family-case-management-program>.

American Pediatric Society  
American Psychiatric Association  
American Psychological Association  
American-Arab Anti-Discrimination Committee  
Amnesty International USA  
Anti-Defamation League  
ASAP (Asylum Seeker Advocacy Project)  
Asian & Pacific Islander American Health Forum  
Asian Americans Advancing Justice  
Asian Pacific Institute on Gender-Based Violence  
ASISTA  
Association for Child Psychoanalysis  
Association of Medical School Pediatric Department Chairs  
Bend the Arc Jewish Action  
Casa de Esperanza: National Latin@ Network for Healthy  
Center for American Progress  
Center for Gender & Refugee Studies  
Center for Law and Social Policy (CLASP)  
Center for Victims of Torture  
Center on Immigration and Child Welfare  
Church World Service  
Columban Center for Advocacy and Outreach  
Committee in Solidarity with the People of El Salvador (CISPES)  
Detention Watch Network  
Earthjustice  
Evangelical Lutheran Church in America  
Fair Immigration Reform Movement  
Faith in Public Life  
Families and Communities  
Farmworker Justice  
First Focus  
Franciscan Action Network  
Freedom Network USA  
Friends Committee on National Legislation  
Futures Without Violence  
HEAL Trafficking  
HIAS  
Hofstra Law School Asylum Clinic  
Hope Border Institute  
Human Rights Campaign  
Human Rights First  
Human Rights Watch  
Immigrant Justice Corps  
Immigration Equality

Indivisible  
International Rescue Committee  
Jewish Council for Public Affairs  
Justice in Motion  
Kids in Need of Defense  
Latin America Working Group  
Leadership Conference of Women Religious  
Lutheran Immigration and Refugee Service  
Main Street Alliance  
Maryknoll Office for Global Concerns  
MomsRising  
National Asian Pacific American Women's Forum (NAPAWF)  
National Association of Social Workers  
National Center for Victims of Crime  
National Coalition Against Domestic Violence  
National Council of Jewish Women  
National Domestic Violence Hotline  
National Immigrant Justice Center  
National Immigration Forum  
National Immigration Law Center  
National Latina Institute for Reproductive Health  
National Network to End Domestic Violence  
National Organization for Women  
National WIC Association  
National Women's Law Center  
NETWORK Lobby for Catholic Social Justice  
Office of Social Justice  
Oxfam America  
Partnership For America's Children  
Pax Christi USA  
Presbyterian Church (U.S.A.)  
Salvadoran American National Network (SANN)  
Save the Children USA  
Scalabrini International Migration Network  
Service Employees International Union (SEIU)  
Sisters of St. Francis of Philadelphia  
Sisters of St. Francis of the Neumann Communities  
Society for Adolescent Health and Medicine  
Society for Pediatric Research  
Southeast Asia Resource Action Center (SEARAC)  
Southern Poverty Law Center  
Tahirih Justice Center  
U.S. Committee for Refugees and Immigrants  
Ujima Inc: The National Center on Violence Against Women in the Black Community

UnidosUS  
Union for Reform Judaism  
Women's Refugee Commission  
Young Center for Immigrant Children's Rights  
ZERO TO THREE

**State/Local Organizations**

A Safe Place  
Advocates for Children of NJ  
ALDEA - The People's Justice Center  
Americans for Immigrant Justice  
Apostle Immigrant Services  
Arizona Coalition to End Sexual and Domestic Violence  
Arkansas Advocates for Children and Families  
Artemis Justice Center  
Ayuda  
Between Friends  
CAIR New York  
California Partnership to End Domestic Violence  
CaliforniaHealth+ Advocates  
Capital Area Immigrants' Rights Coalition  
Capital Area New Mainers Project  
Center for Family Life in Sunset Park  
Center for Family Representation  
Center for Health Progress  
Center for Safety and Change  
Center for the Human Rights of Children, Loyola University Chicago School of Law  
Center for Worker Justice of Eastern Iowa  
Central American Resource Center (CARECEN) DC  
Centro Legal de la Raza  
Chicago Alliance Against Sexual Exploitation  
Children First for Oregon  
Children's Advocacy Alliance  
Children's Defense Fund - New York  
Children's Defense Fund - Texas  
Citizens' Committee for Children of New York  
Clayton Early Learning  
Coalition for Humane Immigrant Rights (CHIRLA)  
Colorado Children's Campaign  
Colorado Fiscal Institute  
Colorado Organization for Latina Opportunity and Reproductive Rights  
Connecticut Association For Human Services, Inc.  
Connecticut Voices for Children  
DC Coalition Against Domestic Violence

Dolores Street Community Services  
Domestic Violence project at the Urban Justice Center  
Dove, Inc.  
End Domestic Abuse WI  
First Parish Portland  
First3Years  
Florida Council Against Sexual Violence  
Georgia Coalition Against Domestic Violence  
Grassroots Leadership  
Gulfcoast Legal Services  
Her Justice  
Hispanic Interest Coalition of Alabama  
Holy Name of Jesus - St. Gregory the Great Parish  
Hope Acts  
Human Rights Initiative of North Texas  
Idaho Voices for Children  
Illinois Coalition Against Domestic Violence  
Immigrant Allies of Marshalltown (Iowa)  
Immigration Center for Women and Children  
Indiana Coalition Against Domestic Violence  
Iowa Coalition Against Domestic Violence  
Iowa Conference United Methodist Women  
Jane Doe Inc., the Massachusetts Coalition Against Sexual Assault and Domestic Violence  
Justice Center of Southeast MA  
Justice For Our Neighbors - Austin Region  
Justice For Our Neighbors - DC-MD  
Justice For Our Neighbors - East Texas  
Justice For Our Neighbors - Houston  
Justice For Our Neighbors - Iowa  
Justice For Our Neighbors - Michigan  
Kansas Action for Children  
Kansas Appleseed  
Kansas Center for Economic Growth  
Kansas Coalition Against Sexual and Domestic Violence  
Kentucky Youth Advocates  
Kids Forward  
Kino Border Initiative  
Latinas Unidas Por Un Nuevo Amanecer (L.U.N.A.)  
Lawyers For Children  
Legal Aid Justice Center  
Lenox Hill Neighborhood House, Inc.  
LIFT Local Immigrant Family Treasury  
Maine Children's Alliance  
Maine Immigrants' Rights Coalition

Maine People's Alliance  
Maine WTR Resource Center  
Mainers for Accountable Leadership  
Mid-South Immigration Advocates  
Montana Coalition Against Domestic and Sexual Violence  
Mutual Ground, Inc.  
NC Child  
Nebraska Appleseed  
Nebraska Coalition to End Sexual & Domestic Violence  
Neighbors Link Community Law Practice  
New Jersey Coalition to End Domestic Violence  
New Mexico Voices for Children  
New Sanctuary Coalition  
New York Immigration Coalition  
New York Legal Assistance Group  
New York State Coalition Against Domestic Violence  
NLG at UC Irvine Law  
Northern Manhattan Coalition for Immigrant Rights  
Ohio Immigrant Alliance  
Pax Christi Metro DC-Baltimore  
Rhode Island KIDS COUNT  
RSHM LIFE Center  
Sanctuary for Families  
Santa Fe Dreamers Project  
Schuyler Center for Analysis & Advocacy  
Sosa Law  
South Bronx United  
Stopping Woman Abuse Now  
Texans Care for Children  
The Bronx Defenders  
The Children's Agenda  
The Children's Campaign  
The Children's Partnership  
The Florence Immigrant & Refugee Rights Project  
The Legal Aid Society  
The Legal Project, Inc.  
The Resurrection Project  
Tulsa Immigrant Resource Network  
Turning Point, Inc.  
USC Gould International Human Rights Clinic  
Vermont Network Against Domestic and Sexual Violence  
Voices for Children in Nebraska  
Voices for Florida  
Volunteers of Legal Service



Wallingford Indivisible

Washington Immigrant Solidarity Network

Washington State Coalition Against Domestic Violence

Washington State League of United Latin American Citizens (LULAC)

Wyoming Coalition Against Domestic Violence and Sexual Assault