Immigration and Law Enforcement Tools for Working with Immigrant Survivors Human Trafficking and Other Crimes

### IACP San Diego, California September 29, 2016



# **Faculty Introductions**

- Elizabeth Dallam: US Citizenship and Immigration Services-Policy Analyst
- Beau Thurnauer: East Hartford Police Department-Deputy Chief, Chair IACP Crime Prevention Committee
- Michael LaRiviere: Investigator, Criminal Investigations Division Salem Police Department
- Leslye E. Orloff, Adjunct Professor, Director NIWAP, American University, Washington College of Law



# How Best Practices in Domestic Violence Investigations Promote Officer Safety



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### Audience Poll

- Have you work on a case(s) involving:
  - U Visa
  - T Visa
  - Continued Presence
  - VAWA self-petition
  - Special Immigrant Juvenile Status
- Have you provided certifications for
  - U visa
  - T visa
  - Requested Continued Presence

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# Participant Introductions, Goals and Expectations





### **Purpose of Crime Victim Protections**

Congress enacted VAWA self-petitioning (1994) and the U and T visas (2000) to:

- Improve community policing and community relationships
- Increase prosecution of perpetrators of crimes against immigrant victims
- Allow victims to report crimes without fear of deportation
- Enhance victim safety
- Keep communities safe
- Why "Criminal Activity"



### **Major Forms of Relief**

- VAWA self-petition
  - Abuse by US citizen or lawful permanent
    - Spouse, former spouse, parent, step-parent, over 21year old child
- Special Immigrant Juvenile Status
  - Immigrant children abused, abandoned or neglected by one of their parents
    - (US or Abroad)
- U Visa
- T Visa
- Continued Presence

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# LONG-TERM IMMIGRATION RELIEF: T AND U VISAS

- Lawful status for 4 years (with possibility for permanent status)
- Work permit
- Lawful status to certain family members
- Subject to an annual cap for "principals":
  - T visas—5,000
  - U visas—10,000





### DHS Video Part 1.mpg



# U Visa Requirements

- Victim of a qualifying criminal activity
- Has been, is being, or is likely to be helpful in
  - Detection, investigation, prosecution, conviction or sentencing
- Suffered substantial physical or mental abuse as a result of the victimization
- Possesses information about the crime
- Crime occurred in the U.S. or violated U.S. law



# U Visa Criminal Activities (11/2011 data)

- Domestic violence **45.9%**
- Rape, sexual assault, incest, trafficking **30.4%**
- Felonious assault, murder, manslaughter 9.9%
- Kidnapping, being held hostage, unlawful criminal restraint, torture **8.47%**
- Blackmail, extortion, perjury, obstruction of justice, attempts, conspiracy, solicitation **5.3%**

# **Qualifying Criminal Activity**

- Domestic violence
- Sexual assault
- Rape
- Incest
- Prostitution
- > Torture
- Female genital mutilation
- Felonious assault
- > Manslaughter
- > Murder

- Kidnapping
- Abduction
- Trafficking
- Involuntary servitude
- Slave trade
- Being held hostage
- Peonage
- Fraud in Foreign Labor Contracting

- False Imprisonment
- Blackmail
- Extortion
- Witness tampering
- Obstruction of justice
- Perjury
- Stalking

\*Attempt, conspiracy or solicitation to commit any of these crimes any similar activity

### **BASIC T VISA REQUIREMENTS**

- Victim of a "severe form of trafficking in persons"
- Victim physically present in U.S. on account of trafficking
- Victim must comply with reasonable requests to help investigate or prosecute traffickers (some exceptions apply)
- Victim must show removal from U.S. would cause extreme hardship



Blue Campaign One Voice. One Mission. End Human Trafficking



### **HUMAN TRAFFICKING: FEDERAL DEFINITION**

Sex Trafficking	<ul> <li>Recruitment</li> <li>Harboring</li> <li>Transportation</li> <li>Provision</li> <li>Obtaining of a person</li> </ul>	for the purpose of a commercial sex act	<ul> <li>induced by force, fraud, or coercion</li> <li>OR</li> <li>victim under 18</li> </ul>
Labor Trafficking	<ul> <li>Recruitment</li> <li>Harboring</li> <li>Transportation</li> <li>Provision</li> <li>Obtaining of a person</li> </ul>	for purpose of subjection to: involuntary servitude peonage debt bondage slavery	through use of force, fraud, coercion



### **SMUGGLING V. TRAFFICKING**

Smuggling	Trafficking	
Undocumented	Citizen or Undocumented	
Voluntary	Involuntary	
Crime Against Government	Crime Against Person	
Involves Transportation	Exploitation	

### Both smuggling and trafficking

- are profitable businesses involving humans
- often involve criminal networks



### IMMEDIATE SHORT-TERM RELIEF FOR TRAFFICKING VICTIMS: CONTINUED PRESENCE

Benefits for trafficking victims:

- I year renewable legal protection
- Work permit
- Refugee-type benefits
- Peace of mind, greater ability to cooperate

Benefits for law enforcement:

- Potential witness and stronger case
- Builds trust and goodwill





### CONTINUED PRESENCE REQUIREMENTS

- Meant to be early and often
- Must be trafficking victim and potential witness
- Case does not need to be accepted for prosecution
- Trafficking charges do not need to be brought
- Victims not required to cooperate
- Can be revoked and carries no liability



### Long-Term Immigration Status

ling on their unique circumstances. Law t officials are enco



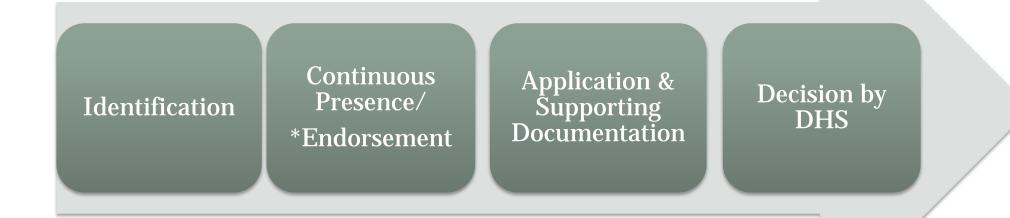
U.S. Immigratio

Continued Presence

**Temporary Immigration Status** for Victims of Human Trafficking

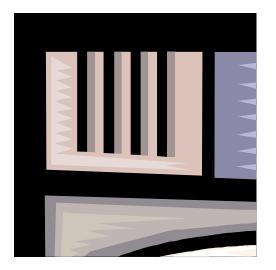


# The T Visa Application Process



Typical length of process = 6-10 months

# How does law enforcement and prosecution benefit from the U visa?







# U Visa Benefits to Law Enforcement and Prosecutors

- Encourages victims to report crimes
- Improves investigation and prosecution of violent crimes
- Increases potential to convict most dangerous criminals
- Demonstrates commitment to protecting immigrant community members
- Enhanced immigrant community involvement
- Makes it easier to identify victim witnesses
- Reduces repeat calls and recanting victims
- Fosters community policing partnerships
- Enhances Officer and Community Safety



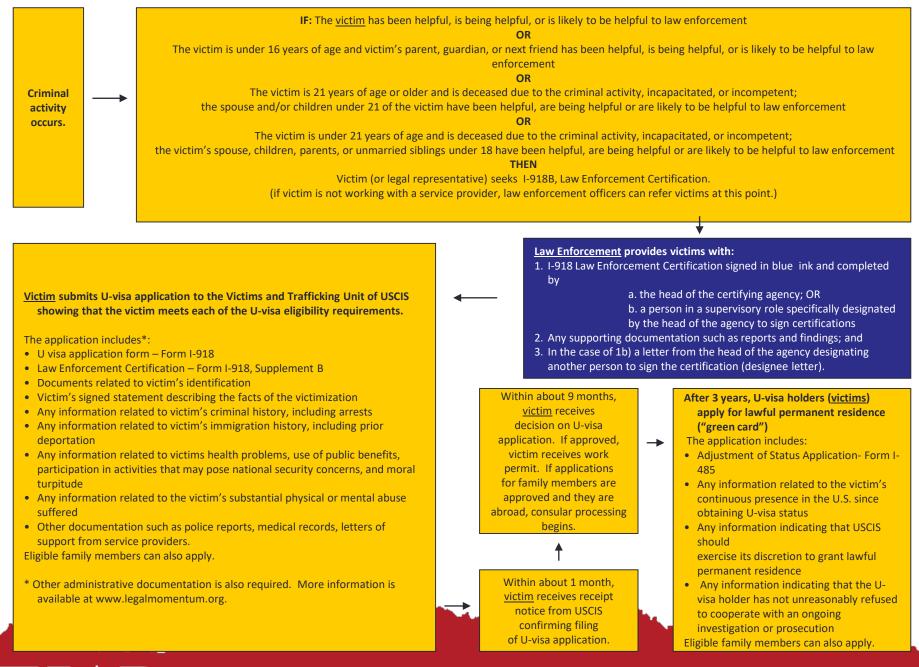
### Law Enforcement's Role



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### **U-visa Application Victim Flow Chart**



ional Immigrant Victims Access to Justice Partnership (2010). This project was supported by Grant No. 2009-DG-BX-K018 awarded by the Bureau of The Bureau of Justice Assistance is a component of the Office of Justice Programs, which also includes the Bureau of Justice Statistics, the National The Office of Juvenile Justice and Delinquency Prevention, the SMART Office, and the Office for Victims of Crime. Points of view or opinions in this ocument are those of the author and do not represent the official position or policies of the United States Department of Justice.

### **Law Enforcement provides victims with:**

- 1. I-918 Law Enforcement Certification signed in blue ink and completed by:
  - a. the head of the certifying agency; OR
  - b. a person in a supervisory role specifically designated by the head of the agency to sign certifications
- 2. Any supporting documentation such as reports and findings; and
- 3. In the case of 1b) a letter from the head of the agency designating another person to sign the certification (designee letter).



# Law Enforcement Certification



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### FORM I-914 SUPPLEMENT B LAW ENFORCEMENT DECLARATION

- Supplement B not required for T visa, but USCIS gives it significant weight
- Provides evidence that applicant is a victim of severe form of trafficking
- Provides information on whether applicant has complied with law enforcement requests
- The form is law enforcement's opportunity to provide any relevant case information to USCIS





### FORM I-914 SUPPLEMENT B LAW ENFORCEMENT DECLARATION

What kind of agencies can sign?

- Any Federal, State, or local law enforcement office or agency that has authority to detect, investigate, or prosecute human trafficking.
- Federal, State, local, tribal and territorial law enforcement agencies, prosecutors, judges or other agencies with criminal, civil, or administrative investigative or prosecutorial authority







### HOW TO REQUEST CONTINUED PRESENCE

- Federal law enforcement agencies apply directly
- Local law enforcement agencies apply through sponsoring federal partner
- Submit requests to:
  - ICE Law Enforcement Parole Section
  - SPBP.LEPS@ice.dhs.gov





## **U Visa Certification Considerations**

- What criminal activity occurred?
- Identify the victim or indirect victim
  Note injuries observed, if any
- Determine helpfulness of the victim
- Determine if any family members were implicated in the crime



# **U Visa Basics**

- Law enforcement certification is just one part of the overall process it does not = Citizenship
- Meant to promote reporting of crime
- Targets offenders who prey on most vulnerable victims
- Offender may be citizen or non-citizen
- Can be "revoked"
- Increases immigrant victim participation in criminal justice system

# Who can apply?

- Victims of qualifying criminal activity
- Parents and guardians can apply as an "indirect victim" if:
  - the victim is a child under 21 years of age and/or
  - is incompetent, incapacitated, or deceased due to murder or manslaughter
- Bystanders victimization very limited
- For child victims a "next friend" can provide helpfulness

# How will a U visa certification request come to you?

- From victim advocate or immigration attorney
- As a police officer you are the first responder
- As a prosecutor you might have continued contact with the victim and might be first to identify victim's U visa eligibility

### Who Can Certify?

*"law enforcement"* &*"law enforcement agencies"* =

- Federal, state, and local
  - Police, sheriffs, FBI,
     HSI, ATF...
  - Prosecutors
  - Judges, Magistrates, Commissioners

- Departments of Labor (DOL) and the Equal Employment Opportunity Commission (EEOC)
- Child and Elder Abuse investigators and agencies
- Other government agencies

## **U Visa Certification Considerations**

- What criminal activity occurred?
- Identify the victim or indirect victim
  Note injuries observed, if any
- Determine helpfulness of the victim
- Determine if any family members were implicated in the crime



# Things to Know About Certifying

- "Do I believe this person was a victim of a qualifying crime?"
- "Did the person assist or willing to assist in detection, investigation, conviction, prosecution and/or sentencing?"
- Question is **NOT**:
  - Can we prosecute the crime?
  - Can I arrest the offender?
  - Do I have proof beyond a reasonable doubt?
  - Will the prosecutor's office file charges?
  - Is this within the statute of limitations?
  - Did we get a conviction?

# **The U Visa Application Process**



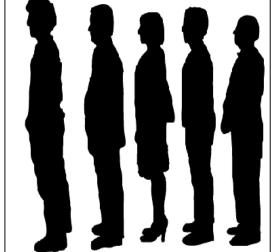
Application & Supporting Documentation

Decision by DHS

Typical length of process = 28 months

### **U VISA WAITING LIST**

- After 10,000 approvals of principal petitioners are issued in a fiscal year, we cannot approve more until additional visas become available the next fiscal year (Oct 1).
- All eligible cases that cannot be granted solely because of the cap are put on a waiting list.
- VSC sends written notification and grants Deferred Action if petitioner/derivatives are in the U.S.



 When next fiscal year begins, if petitioner and derivatives are still eligible, cases are processed on a "first in, first out" basis.



# Who is responsible for

- Deciding eligibility
- Conducting background check
- Granting a victim a T or U visa
- Role of certification
  - Provides evidence to USCIS
  - Mandatory prerequisite to filing a U visa



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### **IMPORTANT NOTES FOR LAW ENFORCEMENT**

- All applicants for Continued Presence, and T and U visas are fingerprinted and prints are run through background checks
- T visa applicants and U visa petitioners are subject to grounds of inadmissibility; all cases are reviewed a second time at adjustment of status phase
- USCIS has fraud protection mechanisms in place
- Law enforcement is not liable in any way
- Law enforcement can update or disavow certification at any time



## **U Visa Certification Overview**

**Department of Homeland Security** U.S. Citizenship and Immigration Services Form I-918 Supplement B, U Nonimmigrant Status Certification



### OMB No. 1615-0104: Expires 01/31/2016 Form I-918 Supplement B, U Nonimmigrant Status Certification

#### **Department of Homeland Security**

U.S. Citizenship and Immigration Services

START HERE - Please type or print in black ink.			For USCIS Use Only		
Part 1. Victim Information				Returned	Receipt
Family Name	Given Name	Midd	le Name	Date	L L
Other Names Used (Include maiden	name/nickname)			Date	
	,			Resubmitted	
Date of Birth ( <i>mm/dd/yyyy</i> )		Gender		Date	
		Male	Female	Date	
This is usually filled out by the victim's immigration attorney or advocate.					s should left blank

## Usually one person within an agency is designated as the "Certifying Official"

Part 2. Agency Information					
	Name of Certifying Agency				
	Name of Certifying OfficialTitle and Division/Office of Certifying Official				
<i>v</i>	Name of Head of Certifying Agency				
an	Agency Address - Street Number and Name Suite N				
	City State/Province Zip/Postal Code				
5					
4	Daytime Phone No. (with area code and/or extension)       Fax No. (with area code)				
)					
	Agency Type				
	Federal     State     Local				
	Case Status				
	On-going Completed Other:				
	Certifying Agency Category				
	Judge Law Enforcement Prosecutor Other:				
	Case Number   FBI No. or SID No. (if applicable)				

### Part 3. Criminal Acts

1. The applicant is a victim of criminal activity involving or similar to violations of one of the following Federal, State or local criminal offenses. *(Check all that apply.)* 

Abduction	Female Genital Mutilation	Obstruction of Justice	Slave Trade
Abusive Sexual Contact	Hostage	Peonage	Torture
Blackmail	Incest	Perjury	Trafficking
Domestic Violence	Involuntary Servitude	Prostitution	Unlawful Criminal Restraint
Extortion	<b>Kidnapping</b>	Rape	Witness Tampering
False Imprisonment	Manslaughter	Sexual Assault	Related Crime(s)
Felonious Assault	Murder	Sexual Exploitation	Other: (If more space needed,
Attempt to commit any of the named crimes	Conspiracy to commit any of the named crimes	Solicitation to commit any of the named crimes	attach separate sheet of paper.

You can & should certify multiple offenses when present. Other can include criminal activity present, but not listed specifically; e.g. "stalking"

# Dates do not have to be precise – you can use months, seasons or years.

#### Part 3. Criminal Acts (continued)

- 2. Provide the date(s) on which the criminal activity occurred.

   Date (mm/dd/yyyy)
   Date (mm/dd/yyyy)

   Date (mm/dd/yyyy)

  Date (mm/dd/yyyy)
  Date (mm/dd/yyyy)
- 3. List the statutory citation(s) for the criminal activity being investigated or prosecuted, or that was investigated or prosecuted.

Did the criminal activity occur in the United States, including Indian country and military installations, or the territories or possessions of the United States?	Yes	🗌 No
<b>a.</b> Did the criminal activity violate a Federal extraterritorial jurisdiction statute?	Yes	No
<b>b TCHX</b> $f$ <b>H and the state term side time and side the surface term in the side side side term in the side term in the side side side side side side side sid</b>		

- **b.** If "Yes," provide the statutory citation providing the authority for extraterritorial jurisdiction.
- **c.** Where did the criminal activity occur?



### Part 3. Criminal Acts (continued)

5. Briefly describe the criminal activity being investigated and/or prosecuted and the involvement of the individual named in Part 1. Attach copies of all relevant reports and findings.

### Make copies of all reports and attach.

6. Provide a description of any known or documented injury to the victim. Attach copies of all relevant reports and findings.

Be as specific as possible, highlighting visible injuries observed (even if not photographed). If you are aware of mental injury, include as well.

# Helpfulness

#### Part 4. Helpfulness of the Victim The victim (or parent, guardian or next friend, if the victim is under the age of 16, incompetent or incapacitated.): Yes 1. Possesses information concerning the criminal activity listed in Part 3. No 2. Has been, is being or is likely to be helpful in the investigation and/or prosecution of the Yes No criminal activity detailed above. (Attach an explanation briefly detailing the assistance the victim has provided.) 3. Has not been requested to provide further assistance in the investigation and/or prosecution. Yes No (Example: prosecution is barred by the statute of limitation.) (Attach an explanation.) 4. Has unreasonably refused to provide assistance in a criminal investigation and/or prosecution Yes No of the crime detailed above. (Attach an explanation.)

Form I-918 Supplement B (01/15/13) Y Page 2



### Part 5. Family Members Implicated in Criminal Activity

- 1. Are any of the victim's family members believed to have been involved in the criminal activity of which he or she is a victim?
- 2. If "Yes," list relative(s) and criminal involvement. (Attach extra reports or extra sheet(s) of paper if necessary.)

Full Name	Relationship	Involvement

Because many applications will include domestic violence, this may likely be the defendant.

### Part 6. Certification

I am the head of the agency listed in **Part 2** or I am the person in the agency who has been specifically designated by the head of the agency to issue U nonimmigrant status certification on behalf of the agency. Based upon investigation of the facts, I certify, under penalty of perjury, that the individual noted in **Part 1** is or has been a victim of one or more of the crimes listed in **Part 3**. I certify that the above information is true and correct to the best of my knowledge, and that I have made, and will make no promises regarding the above victim's ability to obtain a visa from the U.S. Citizenship and Immigration Services, based upon this certification. I further certify that if the victim unreasonably refuses to assist in the investigation or prosecution of the qualifying criminal activity of which he/she is a victim, I will notify USCIS.

#### Signature of Certifying Official Identified in Part 2.

**Date** (*mm/dd/yyyy*)

<u>REMEMBER</u>: This is merely a certification that you believe they were a victim of a crime. This does not automatically mean that the victim will be granted immigration relief.

# Helpfulness in the Regulations

- Statute and DHS Regulations: has been helpful, is being helpful or is likely to be helpful in the
  - Detection, or Investigation, or
  - Prosecution, or Conviction or
  - Sentencing
- There is no degree of helpfulness required
- Law enforcement may complete U visa certification once they assess victim's helpfulness
- The investigation or prosecution can still be ongoing

## Helpfulness can be satisfied even if:

- Victim reports a crime where there's no further investigation
- Report is of past crime that the victim did not report at the time
- Perpetrator absconds or is subject to immigration removal
- The perpetrator is being prosecuted for a different crime
- Victim is not needed as a witness
- Victim is dead (indirect victim qualifies)
- Perpetrator is dead
- Victim has a criminal history or is subject to immigration enforcement
- Victim fully discloses story after better understanding rights, the U-visa and meaningful language access



## **Ongoing Cooperation Requirement**

- U visas continuing requirement to offer helpfulness examined by DHS at
  - Waitlist approval
  - U visa approval
  - Granting lawful permanent residency
- T visas
  - Victim must comply with reasonable requests to help investigate or prosecute traffickers

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# Helpfulness Exceptions

- T visa exceptions
  - Under 18
  - Psychological trauma
- U visa exception
  - Victim may not unreasonably refuse to cooperate with reasonable requests from law enforcement and prosecutors

## Why would a victim report a crime and then refuse to participate in the ensuing investigation and trial?



## Evaluating Whether Victim's Refusal to Provide Assistance/Cooperation was "Unreasonable"

- <u>Considerations:</u>
  - totality of the circumstances, including the nature of the victimization
  - Fear of reprisal from the abuser
  - Abuser's threats to victim or her family members
  - trauma suffered
  - force, fraud or coercion



If you still believe the victim is unreasonably refusing...

- Note on the certification, sign, and return to victim or victim's attorney
- Burden shifts to victim to prove the refusal is not unreasonable
- DHS makes the ultimate decision



### WITHDRAWING AN I-914B OR I-918B

Written notification should include:

- Agency's name and contact information
- Name, DOB and alien number of victim
- Name of person who signed certification and the date it was signed
- Reason agency is withdrawing/disavowing
- Signature and title of official withdrawing/disavowing
- Attach copy of original certification (if copy was kept)





## When should you certify?

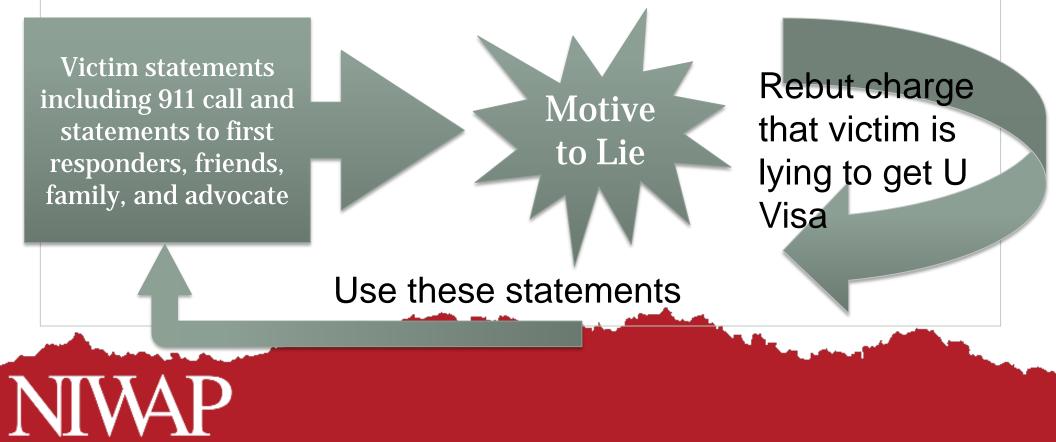


# Timeline

- Certification must be included in the initial application for a U Visa
- Once the initial application is processed:
  - Victim is entered into a database and flagged as an applicant for a U Visa
    - Immigration proceedings will not be initiated
    - Offender can not intimidate with threats

# Rebuttal

- Establish timeline of when victim was told about U Visa
- Introduce <u>prior consistent</u> statements



# Which Cases To Certify

- Meet basic requirements
  - Victim of criminal activity + helpfulness
- No statute of limitations
- Old and closed cases OK
- When appropriate to decline certification
  - Case examples
- Waitlist not affect certification

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## **Best Practice**

- Model policies
- Sample developed with input from Chiefs from 8 jurisdictions and DHS supported by
  - BJA
  - OVW



# **Training Opportunities**

- USCIS trainings
- NIWAP trainings funded by
  - Office on Violence Against Women
  - Office of Victims of Crime TTAC



# Resources

- Technical Assistance
  - Call: 202.274.4457
  - Email: niwap@wcl.american.edu
- Materials on U visa and Immigrant Victims Legal Rights
  - Visit <u>http://niwaplibrary.wcl.american.edu</u>
  - U Visa Certification Toolkit
  - DHS Answers to Law Enforcement Reasons for Not Certifying
  - USCIS Q & A on U Visa Certification
  - Roll call training videos
  - All available at: <u>www.http://niwap.org/lawenforcement</u>

## www.niwap.orf/go/iacp

- U Visa Toolkit For Law Enforcement Agencies And Prosecutors
- DHS: U and T Visa Law Enforcement Resource Guide
- DHS: Policies including victim-witness
- Tools for officers to promote language access
- Bluecard Tool Screening Victims for Immigration Protections

National Immigrant Women's Advocacy Project at the American University Washington College of Law This project was supported by Grant No. 2014-TA-AX-K030 awarded by the Office on Violence Against Women, U.S. Department of Justice. The opinions, findings, conclusions and recommendations expressed in this publication are those of the author and do not necessarily reflect the view of the Department of Justice, Office on Violence Against Women.



## HOW TO CONTACT US

### **To Withdraw Certification:**

**USCIS Vermont Service Center** Attn: Humanitarian Division 75 Lower Welden Street St. Albans, VT 05479

### For Questions to VSC:

Law Enforcement Specific Email Box: LawEnforcement\_UTVAWA.VSC@uscis.dhs.gov VSC Hotline: 802-527-4888

### To Request Law Enforcement Training: USCIS Public Engagement Division T\_U\_VAWATraining@uscis.dhs.gov

### To Follow up on CP Submissions:

ICE Headquarters Parole Unit: SPBP.LEPS@ice.dhs.gov

### For Assistance with CP Requests or to Direct Victims to Services: Contact your local ICE Victim Assistance Specialist or Coordinator: Phone: (866) 872-4973 Email: victimassistance.ice@ice.dhs.gov

### For Policy-Related Questions:

USCIS Office of Policy and Strategy Phone: (202)272-1470

### Elizabeth Dallam (T visas)

Helen.E.Dallam@uscis.dhs.gov

#### Jessica Salsbury (U visas) Jessica.M.Salsbury@uscis.dhs.gov

Eric Tijerina (VAWA) Eric.J.Tijerina@uscis.dhs.gov



## **RESOURCES FOR LAW ENFORCEMENT**

- <u>USCIS Law Enforcement Resource website</u>: http://www.uscis.gov/tools/resources/information-lawenforcement-agencies-and-judges
- DHS Blue Campaign Resources: www.dhs.gov/blue-campaign
- <u>ICE Continued Presence Pamphlet</u>: https://www.ice.gov/doclib/human-trafficking/pdf/continuedpresence.pdf
- <u>DHS U and T Visa Law Enforcement Resource Guide</u>: https://www.dhs.gov/publication/u-visa-law-enforcementcertification-resource-guide



# Important Notes Regarding the USCIS Parts of This Presentation

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## Thank You!

