

ICE-HQINT-AL-10070-14

(U//FOUO) Increase in Number of Unaccompanied Children from Central America Arriving in the United States

3 June 2014

Prepared by: Analysis Division, Illicit Travel Unit

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(U//FOUO) Increase in Number of Unaccompanied Children from Central America Arriving in the United States

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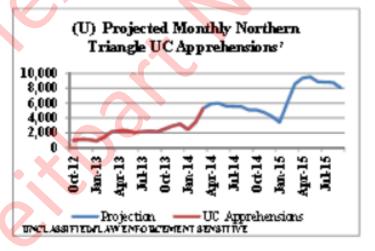
(U) Executive Summary

(U//LES) Since FY12, there has been a significant increase in the number of unaccompanied children (UCs) taken into custody by U.S. Customs and Border Protection (CBP) at the U.S. Southwest Border (SWB), particularly the Rio Grande Valley (RGV). Similar to previous years, 97 percent of all other than Mexican (OTM) UCs encountered in FY14 are from El Salvador, Guatemala, or Honduras, a region referred to as the "Northern Triangle". The remaining three percent of all OTM UCs are comprised of nationals from 43 other countries. Unaccompanied children are typically smuggled to the United States by human smuggling networks through established routes originating in El Salvador, Guatemala, and Honduras through Mexico, the fees for which are most likely paid by UC family members residing in the United States; however, specific details on modes of transportation and facilitators are unknown. These human smuggling networks do not specifically focus on smuggling OTM UCs; that is, these children are part of the smuggling group that also include adults.

(U//LES) Apprenhensions of OTM UCs from El Salvador, Guatemala, and Honduras totaled

4,321 in FY11, 10,595 in FY12, and 21,314 in FY13.⁵ At current levels, Homeland Security Investigations Office of Intelligence (HSI-Intel) projects a total of 53,375 UCs from the Northern Triangle in FY14 and 95,500 in FY15 will arrive at the U.S. SWB.

(U//LES) From FY09 to present, the monthly number of OTM UCs transported by U.S. Immigration and Customs Enforcement, Enforcement and Removal Operations (ERO)[†] has





rapidly increased to nearly 20,000 in the first six months of FY14 and 5,727 in March 2014 alone.

(U/LES) When taken into custody by CBP at the U.S. border, OTM UCs are questioned to identify human trafficking indicators, but reasons UCs give for leaving their home country is an intelligence gap. Also unknown is whether and how U.S.-based gang members who are human traffickers are involved in smuggling OTM UCs and why the RGV is the preferred region of entry to the United States, though it is a long-standing major human smuggling entry point likely due to geography.

(U/LES) There is no single reason for the increase in OTM UC migration to the United States. Migration push factors include poor economies, lack of opportunity, and violence in UCs' home countries. Migration pull factors include reunification with family members already in the United States and successful migration attempts; that is, most (98 percent) OTM UCs are issued a Notice to Appear' and not immediately removed from the United States. Last year, only 1,700 UCs were repatriated to their home countries.

(U//FOUO) From FY09 to date, the increase in the number of OTM UCs apprehended at the U.S. border is larger than the increase in the numbers of apprehensions of adults from El Salvador, Guatemala, and Honduras; however, the patterns are generally similar; that is, when there is a spike in OTM UC migration, there is also a spike in adult migrants from these countries. While OTM UC migration occurs throughout the year, for the past several years, it has spiked beginning in the spring and continuing through summer. We assess with moderate confidence that this is due to the seasonality of employment sectors that may hire undocumented workers, such as agriculture.

(U//FOUO) There is a lack of data on how nationals from El Salvador and Honduras understand or perceive Temporary Protected Status¹¹ (TPS) eligibility or the prospect of U.S. comprehensive immigration reform and corresponding impacts on UC migration.



(U) Key Findings

- (U//FOUO) UC migration to the United States is typically seasonal, with the largest number of CBP apprehensions occurring in the spring and summer.
- (U//LES) Since mid-FY13, the age and gender balance of UCs transported by ERO has changed from previous FYs to now include a larger proportion of girls and children under age 15.10
- (U//LES) Males between 15-17 years of age comprise 47 percent, down from 60 percent in previous FYs, of all OTM UCs transported by ERO in FY14 to date.
- (U//FOUO) A necdotal evidence from ERO personnel suggests that in FY 14 there has been a larger prevalence of pregnancy, as well as physical or mental disabilities, among the UCs than in years past. If this is occurring, it is not known why. It is also not known why more younger females are being apprehended at the U.S. border than in years past. 12
- (U//LES) Anecdotal evidence from ERO also suggests that the same family members/sponsors appear several times to claim UCs from HHS custody.¹³
- (U//LES) OTM UCs under age five are fewer than two percent of those transported by ERO. However, this represents a sharp increase from previous years—almost twice as many OTM UCs under age five have been transported by ERO in FY 14 to date as in all of FY 12 and FY 13 combined.¹⁴
- (U//LES) In FY13, 97.9 percent of OTM UCs were discharged into the custody of an immediate family member (parent or sibling). From FY11-13, the proportion of OTM UCs discharged to immediate family members rose from 57 percent in FY11 to 62 percent in FY12 and 62.3 percent in FY13. ^{15,16} Of all discharged UCs, 31.1 percent were discharged to the custody of their mothers, 17.2 percentwere discharged to their fathers, and 14 percentwere discharged to an adult sibling, 8.1 percent to an uncle, 5.9 to an aunt, 1.1 percent to a grandparent, and the remainder to more distant relatives, family, or associates. ¹⁷
- (U#LES) Prior to FY13, fewer than two percent (approximately 1,700 OTM UCs) were repatriated to their home countries by ORR. In FY13, this proportion declined to only 0.1 percent of OTM UCs returned to their country of origin. The remaining two percent of OTM UCs not reunified either aged out of UC status (became adults), ran away, or were later discovered to not be OTM UC; that is, 18 years of age or older. In the country of origin is a status.
- (U//FOUO) Remittances from Guatemalan, Honduran, and El Salvadoran nationals are significant. Family members in the United States most likely pay fees to smuggle UCs to the United States and host countries do little to prevent their nationals from leaving to come to the United States because of the money coming back to these home countries.

(U) Source Summary Statement

(U) "HSI-Intel assesses" is used in this assessment to convey analytical judgments. These statements are not fact, knowledge, or proof. Our confidence statements are based on the quality of the sources, strength of knowledge base, and our depth of understanding about the issue(s). Our assessments and confidence statements are derived primarily from information shared from law enforcement agencies and raw reporting from the Intelligence Community, where applicable.

(U//FOUO) Low confidence: Uncomborated information from good or marginal sources, many assumptions, mostly weak inferences, or a combination thereof.

(U//FOUO) Moderate confidence: Partially corroborated information from good sources, several assumptions, a mixture of strong and weak inferences, or a combination thereof.

(U//FOUO) High confidence: Well-corroborated information from proven sources, minimal assumptions, strong logical inferences, or a combination thereof.

(U) Background

(U//FOUO) This Homeland Security Intelligence Report is an update to U.S. Immigration & Customs Enforcement assessment, ICE-HQINT-01636-13: Increase in Apprehensions of Unaccompanied Alien Children from Central America Continue in FY13, dated 26 July 2013. The date of information is 3 June 2014. HSI-Intel is also working with DHS Intelligence Enterprise partners to write a comprehensive baseline assessment of OTM UC issues, which will be disseminated in early-July 2014.

(U) Narrative

(U//LES) The numbers of OTM UCs coming to the United States thus far in FY14 has strained U.S. Government housing and transportation resources. Apprehended OTM UCs are transferred to HHS ORR^{WH}. ERO transports UCs to facilitate the transfer to ORR, which releases them to family members, legal guardians, or "sponsors" already in the United States. It is important to note that while being transported by ERO, OTM UCs are not housed in ERO detention facilities and are transported to ORR custody for release to family members or sponsors."

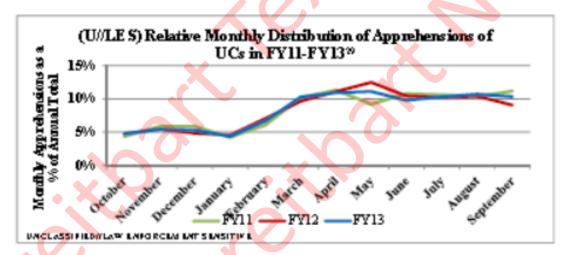
(U/FOUO) No single factor causes OTM UC migration to the United States. Rather, several factors combine to cause this, including poor economies and violence in home countries, potential employment opportunities in the United States, family reunification, and success at not being immediately repatriated drive OTM UC migration to the United States.

(U) Scope of UC Migration

(U//LES) From FY09 through mid-FY13, the age and gender balance of OTM UCs transported by ERO remained generally stable. Even while the number of monthly OTM UCs transported by ERO more than doubled from 547 per month in FY11 to 1,135 in FY12, 60 percent of all OTM UCs taken into custody at the U.S. SWB were males between the ages of 15-17. This demographic remained unchanged through the end of the second quarter of FY13. However, since then to date, the demographic has shifted. Now, only 47 percent of UCs are males between the ages of 15-17. Until FY13, one of every four UCs was female; in FY14, one in every three UCs is female. 23

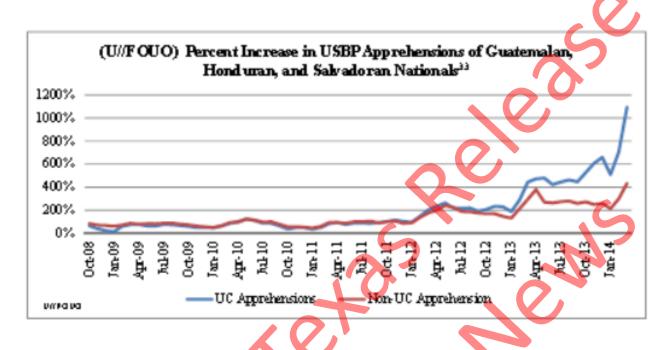
(U/LES) Those in the 10-14 age group now comprise almost 30 percent, up from 15 to 20 percent in previous FYs, of all OTM UCs transported by ERO.²⁴ The number of OTM UCs under the age of five transported by ERO has increased as well and now constitutes almost two percent of UCs transported by ERO.²⁵ While this is a small proportion, it is a change. Prior to the third quarter of FY13, ERO did not transport more than 10 UCs under age five in a single month; already in 2014 ERO had 96 in March and 111 in April.²⁶

(U//FOUO) The following graph is a snapshot of CBP apprehensions in FY11-FY13.27
Although total apprehensions increased considerably from FY11 through FY13, seasonal trends are evident.28



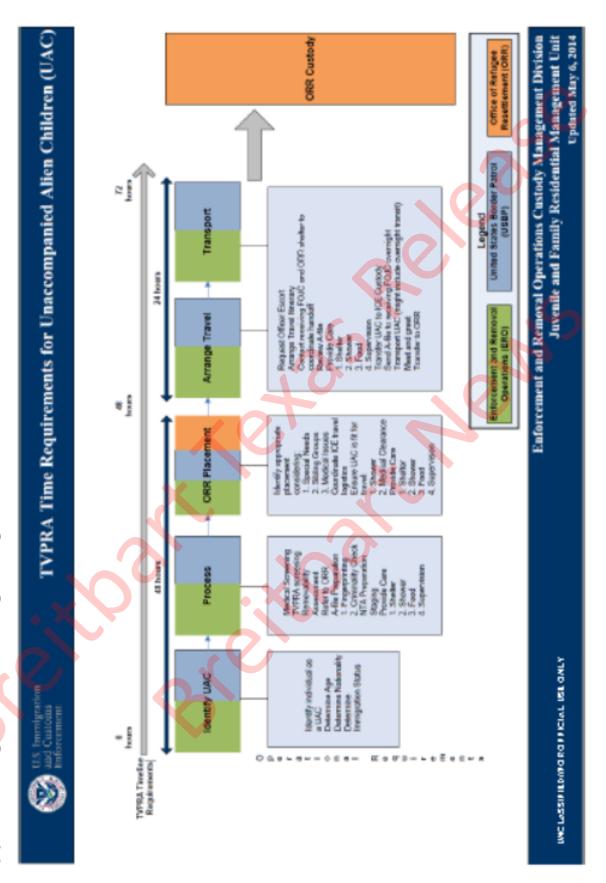
(U#LES) CBP's Office of Field Operations has also encountered significantly more inadmissible UCs from the Northern Triangle each year since FY11. This spike in UC inadmissibles is similar in size to USBP's increase in UC apprehensions, and occurred entirely in four field offices: El Paso, Laredo, and Diego, the and Tucson. There has also been a concurrent increase in accompanied minors at these field offices.

(U//FOUO) The following graph represents the percentage increase in USBP apprehensions of Guatemalan, Honduran, and Salvadoran nationals, both UCs and non-UCs, from October 2009 to March 2014. The percentage increase is compared to the October 2011 USBP apprehensions from the respective demographic groups.





(U) The following that illustrates initial processing of OTMUCs:³⁴



UNCLASSIFIED//LAW ENFORCEMENT SENSITIVE

(U//FOUO) OTM UCs are transferred through federal custody management processes as stipulated in the William Wilberforce Trafficking Victims Protection Reauthorization Act of 2008 and legacy Immigration and Naturalization Service processes. After determination that the subject is a UC, under the age of 18 and not a Mexican or Canadian citizen on to otherwise a victim of trafficking, immigration officials notify ORR within 48 hours. The subject is then transported to ORR by either CBP or ICE ERO while immigration proceedings are simultaneously initiated. Agencies conducting the transfers are typically determined by apprehension locations and intended ORR facility destinations. CBP handles most local transfers and ERO transports subjects to alternative locations based on housing availability. ORR evaluates risk, facility availability, and suitability of housing the UCs and determines initial placement within four categories of facility care. The UC is required to be held for no more than 12 hours at the initial apprehension location, and to be placed in a hotel or other suitable temporary quarters for up to 72 hours, pending ORR placement and a case review for family reunification operations by the ERO Juvenile Coordinator. ORR releases OTM UCs to sponsors (parents, guardian, or other family members) after initial placement and evaluation.

(U) Reunification with Family Members in the United States

(U//LES) HSI-Intel assesses with high confidence that reunification with family members already in the United States continues to be a pull factor for UCs from El Salvador, Guatemala, and Honduras. Data on why UCs come to the United States is being analyzed, through statements during interviews (using survey questions) of OTM UCs. Results of these surveys indicate that some came to the United States to be with their parents. 20,20 See Appendix for CBP Form 93 (03/09)"". Analyst Note: HSI-Intel analysts are working with the CBP Office of Intelligence and Investigative Liaison to analyze data derived from surveys of OTM UCs who respond to questions as to why they left their home countries, which will be included in a subsequent finished intelligence product.

(U) Poor E conomies and Lack of Opportunity in Host Countries

(U) El Salvador is the smallest country in Central America by land area, the third most populous, and has the fourth largest economy. The Gross Domestic Product (GDP) of El Salvador shrank in 2009 as part of the global recession. Growth has been under two percent annually since 2009. Although El Salvador was the first country to sign the Dominican

Republic-Central America-United States Free Trade Agreement (CAFTA-DR)¹¹¹¹, which took effect in 2006 and boosted exports of local products, one-third of all households in 2013 still depended on remittances, and the unemployment rate remained at 6.3 percent.²²

- (U) Historically, Honduras has been dependent on its agricultural exports, but in recent years has expanded all exports to now account for nearly 30 percent of GDP. It remains the second poores tocunity in Central America, with high income inequality and underemployment. The CAFTA-DR has helped to further foreign investment, but political and physical insecurity and crime inhib it potential investment. Nearly 65 percent of the population remains in poverty. In 2013, while the unemployment rate was 4.5 percent, nearly one-third of the population was underemployed.³⁹
- (U) While Guatemala is the most populous country in Central America, over one-half of the population lives in poverty, including one-half of children under age five. Similarly to Honduras, the CAFTA-DR increased foreign investment and diversification of exports, but concerns about security, lack of skilled workers, and poor infrastructure hinder direct investments. Guatemala is the top recipient of overseas remittances in Central America due to the large expatriate community in the United States. 40

(U) Remittances

- (U) Remittances from those in the United States to El Salvador, Guatemala, and Honduras have a significant impaction these countries' economies. These remittances increased from 2010 through 2013 and make up at least 10 percent of each country's GDP. 41,42,43,44
 - (U) Remittances to EIS alvador from people in the United States rose from \$3 billion in 2010 to \$3.2 billion in 2011 and \$3.5 billion in 2012 (90 percent of total remittances).⁴⁵
 Total remittances in 2013 are estimated to be \$4.2 billion (16 percent of GDP).^{46,47}
 - (U) Remittances to Guatemala from people in the United States rose from \$3.7 billion in 2010 to \$4 billion in 2011 and \$4.4 billion in 2012 (89 percent of total remittances). 45,49 Guatemala is the top remittance recipient in Central America as a result of a large expatriate community in the United States. These remittances are a primary source of income, equivalent to one-half of the country's exports or one-tenth of its GDP. 30
 - (U) Remittances to Honduras from people in the United States rose from \$2.3 billion in 2010, to \$2.49 billion in 2011, and \$2.57 billion in 2012 (87 percent of total remittances). Total remittances in 2013 are estimated to be \$3.2 billion. Nearly one-half of Honduras's economic activity is directly tied to the United States, with exports to the United States accounting for 30 percent of GDP and remittances for another 20 percent of GDP.

(U//FOUO) HSI-Intel assesses with high confidence that these remittances are a deterrent to government leaders in El Salvador, Guatemala, and Honduras taking steps to stem the flow of their nationals from their countries to the United States.

(U) Violence in Northern Triangle Countries

(U//FOUO) Violence continues to be a significant factor faced by the governments of El Salvador, Honduras, and Guatemala, and is one factor that drives UC migration to the United States.

- (U) In ElSalvador, the homicide rate decreased in 2012 and 2013, but has been steadily increasing since August 2013. Assaults against police officers have risen, public shootouts are not uncommon, and the majority of serious crimes are rarely solved. The Government of El Salvador lacks sufficient resources to properly investigate and prosecute cases and deter violent crime. Salvador lacks sufficient resources to properly investigate and prosecute cases and deter violent crime. Salvador lacks sufficient resources to properly investigate and prosecute cases and deter violent crime.
 - (U//FOUO) Between 1 January 2014 and 6 April 2014, 849 homicides were registered by the Salvadoran police compared to 574 in the same period in 2013.⁵⁵
 - (U//FOUO) In 2013, the number of people reported missing in El Salvador increased 93 percent.⁵⁶
- (U//FOUO) El Salvador also has thousands of gang members from several violent gangs, including Mara Salvatrucha and Eighteenth Street, who are quick to engage in violence and have acquired weapons and trained members on their use. 57
- (U) In 2013, the murder rate in Honduras was the highest in the world. Perpetrators of killings and other violent crimes are rarely brought to justice because institutions responsible for providing public security are largely ineffective, and are marred by corruption and abuse. So Gangs are also active in Honduras and, in April 2014, suspected Salvadoran gang members were arrested and accused of recruiting children and adolescents to commit criminal activities.
- (U) Guatemala has one of the highest violent crime rates in Central America. While murders have decreased since 2009, missing persons cases have increased 156 percent from 2009-2012. Guatemala's firearm homicide rate is almost twice the global average, with 82 percent of homicides linked to firearms.
- (U/LES) Analyst Note: While violence is one driver of UC migration, it is important to note that Belize has a higher murder rate than that of Guatemala; however, the number of UCs from Belize apprehended at the U.S. SWB is small (approximately 20 to date in FY14). 62,63

(U) Perceptions of Temporary Protective Status and Potential U.S. Immigration Reform

(U) TPS is an immigration status granted to eligible nationals of designated countries. TPS beneficiaries are not required to leave the United States and may obtain work authorization for the initial TPS period and extensions. When the Secretary of Homeland Security terminates TPS

designation, beneficiaries return to the immigration status held before DPS if it is still current, or to another status granted while in TPS. 6465

(U) Nearly 210,000 S alvadoran nationals and 66,000 Hondurans in the United States have TPS designation.^{66,67,68} El S alvador received DPS designation in March 2001, which will expire if not renewed in March 2015. Honduras received TPS designation in 1999, which will expire unless renewed in January 2015.

(U//FOUO) It is not known how TPS eligibility and the potential for U.S. comprehensive immigration reform are perceived/understood by nationals from El Salvador, Honduras, and Guatemala, nor how those perceptions affect decisions to attempt illegal entry to the United States.

(U) Covernment of Mexico UC-related Policies and Efforts

(U//FOUO) Most OTM UCs transit through Mexico to the United States. The Government of Mexico's (GoM) immigration policy is to apprehend and detain Central Americans who are illegally in Mexico, including minors. The GoM has limited bed space for detention, and removal proceedings can be lengthy. If detention bed space is full, the GoM will not arrest Central Americans unlawfully present until bed space is available. According to Mexican law, apprehended minors are released to the government's Desarrollo Ingegral de la Familia (Integral Development of the Family) to be detained pending removal to their home country. If bed space is full, GoM immigration authorities maintain custody of the minor until removal. 69

(U//FOUO) If a Central American apprehended in Mexico, adult or minor, has an identity document, the removal can be effected immediately. If a Central American, adult or minor, does not have an identity document, the person must first be presented to a Consular official to be declared a national of their country and provided a travel document. No

(U//FOUO) The Government of Guatemala permits repatriation buses with non-Guatemalan Central Americans to enter Guatmeala only via Tapachalu, for transit through Guatemala to their home countries.²¹

(U) Outlook, Implications, and Opportunities

(U/LES) HSI-Intel assesses with high confidence that the increase in UCs taken into custody at the US. SWB is driven primarily by those poor economies, instability and violence in their home countries, attempts to reunify with family members in the United States, being allowed to stay in the United States (that is, they are not immediately repatriated), and potential employment opportunities in the United States.

(U//LES) HSI Mexico has also participated in the GoM's "Save the Children Migration Forum" with an emphasis on strengthening the strategy of prevention and attention to UCs. Save the Children Mexico focuses on creating positive and lasting changes in the quality of life of marginalized families through the active participation of boys, girls, and adolescents in their own educational formation. Through this forum, HSI agents have spoken about the serious risks OTM UCs face as they could potentially become victims of human trafficking.

(U) Intelligence Gaps

- (U//FOUO) What is the breakdown in legal status of the family members, legal
 guardians, and spors ors into whose custody HHS discharges the UCs; specifically, how
 many UC sponsors are in the United States illegally, and how long have they been
 present in the United States.
- 2. (U//FOUO) Provide identifying information on family members, legal guardians, and sponsors who take custody of several UCs from HHS. Who are they, where do they live, and what is their alien number if any, and what UCs are they taking custody of?
- 3. (U//FOUO) Provide information on factors driving UC migration, including perceptions about temporary protective status and potential U.S. immigration reform. Why do UCs claim to leave their home countries to come to the United States?
- 4. (U//FOUO) Why are more younger females, and (anecdotally) those with physical and mental disabilities being apprehended at the U.S. SWB?
- (U//FOUO) Provide information on modes of transportation and facilitators used to smuggle UCs to the United States.

6. (U//FOUO) Provide all information on U.S.-based gangs and human traffickers involved in smuggling UCs. How and where do they operate? Do they target a particular UC demographic and why?

(U) This product responds to: KIQ-10-14; KIQ-11-14

(U) Tracked by: ICE-10000-14

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(U) Appendix - CBP Form 93 (03/09)

DEPARTMENT OF HOMELAND SECURITY U.S. Customs and Border Protection

UNACCOMPANIED ALIEN CHILD SCREENING ADDENDUM

Trafficking Victim Protection Act (8 U.S.C. 1232)

Alien's Name:	A NUMBER (Yany)	
	Α	

Credible Fear Determination

Why did you leave your home country or country of last residence?

Do you have any fear or concern about being returned to your home country or being removed from the United States?

Would you be harmed if you were returned to your home country or country of last residence?

Do you have any questions or is there anything else you would like to add?

Human Trafficking

Definition: Sex trafficking in which a commercial sex act is induced by force, fraud, or coercion or in which the person induced to perform such an act is under 18, or the recruitment, harboring, transporting, provision, or obtaining of a person to labor or services, through the use of force, traud or coercion, for the purpose of subjecting that person to involuntary servicule. peonage, debt bondage, or slavery.

Below are examples of trafficking indicators. If one or more of these indicators is present, the interviewer should pursue age appropriate questions that will help identify the key elements of a trafficting scenario. If required, ensure that follow up questions are asked based on the answers given. Answers from these questions will assist an interviewer in determining if the Unaccompanied Alien Child may be a victim of traffictorig. It all cases, use your training and experiences to be alert for indicators of human trafficking

Trefficking Indicators and Suggested Questions

- Lack of Possession/Control of Documents
- Unreasonable Fear/Anxiety/Nervousness
- Child Carrying Improper Items for Age.
- Behavior does not correspond to Age
- Debts to Smugglers/Traffickers
- Isolation from Others
- Restricted Movements
- Coached Responses

Is the child in possession of identification documents; if not, who has control of the documents?

Was the child coached on what to say to law enforcement and/or immigration officials?

Was the child recruited for one purpose and forced to engage in some other job?

Is the child engaged in any type of labor?

is the child earning a salary? If so, is the salary being gamished to pay off a debt? (Paying off a smuggling fee alone is not considered trafficking.)

Was the child forced to perform sexual acts for money or services?

Did the child have freedom of movement?

Has the child or family been threstened with harm if the victim(s) attempts to escape?

Has the child ever been threatened with deportation or law enforcement action for failing to comply with instructions?

Has the child been harmed or deprived of food, water, sleep, medical care or other life necessities?

Has the child been able to freely contact friends or family via phone, internet or mail?

If the child has signs of torture/malnourishment/frauma/fatigue/emotional abuse, ask and document how he/she received the injuries.

CBP Form 93 (03/09)

· Overfly submissive Forced Acts

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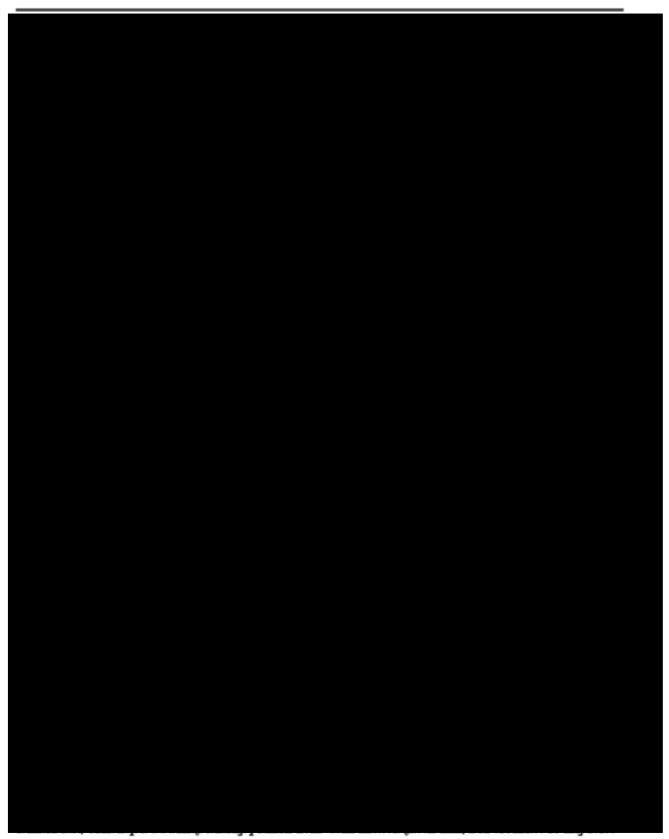
After interviewing the Unaccompanied Alien Child, reviewing the circumstances noted at time of apprehension and the information provided to me by the child, and based on my training and experience as a CBP Officer/Border Patrol Agent:

The Unaccompanied Allen Child <u>DOES</u> trafficking, has not expressed a fear of and has made an independent decision Allen Child will be processed according	to request withdrawal or voluntary r	nality or last habitual residence, return. This Unaccompanied
Name and Title of Interviewing Officer	Signature of Interviewing Officer	Date & Typic
Name and Title of Authorizing Officer	Signature of Authorizing Officer	Date & Time
expresses a fear of returning to his/her of make an independent decision to within determination could be made within 48 if Department of Health & Human Services Immediate notifications have been made Health and Human Services (All Cases) Date: Timo: Office Contacted: Name of Person Contacted: Telephone of Person Contacted: E-mail notification to:	aw his/her application for admission hours of apprehension. This child is a sper 8 U.S.C. 1232.	or for voluntary return; or no being referred to the
U.S. Immigration and Customs Enforcer Date: Time: Office Contacted: Name of Person Contacted: Telephone of Person Contacted: E-mail notification to:	nent (Office of Investigations)(Traffic	king):
U.S. Immigration and Customs Enforcer Date: Time: Office Contacted: Name of Person Contacted: Telephone of Person Contacted: E-mail polification to:	nent (Field Office Juvenile Coordinat	or)(All Cases):
This Unaccompanied Alien Child will be proc	sessed according to established CBP pol	loy and procedures for UAC.
Name and Title of Interviewing Officer	Signature of Interviewing Officer	Date & Time
Name and Title of Authorizing Officer	Signature of Authorizing Officer	Date & Time

CBP Form 93 (03/09)

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