The *Flores* Settlement & Family Separation at the Border
June 15, 2018

**What is the *Flores* Settlement?**

The 1997 *Flores* Settlement Agreement (*Flores*) was the result of over a decade of litigation responding to the U.S. government’s detention policy towards an influx of unaccompanied migrant children in the 1980s from Central America. At the time, children were being detained for long periods of time, including with unrelated adults, and in prison-like conditions. The agreement sets national standards regarding the detention, release, and treatment of all – both unaccompanied and accompanied – children in immigration detention and underscores the principle of family unity. It requires that:

1) Children be **released from custody without delay** and preferences release to a parent
2) Where they cannot be released because of significant public safety or flight risk concerns, children must be held in the **least restrictive and an appropriate setting**; generally, in a non-secure facility licensed by a child welfare entity.

**Does *Flores* require family separation?**

No.

*Flores* sets out requirements on how children who enter U.S. immigration custody should be treated and detained. *Flores* does not require separation from their parents or legal guardians.

**Is *Flores* a “loophole”? Does it create “loopholes”?**

No.

The Trump administration frequently references *Flores* as being a “loophole” or creating “loopholes” exploited by migrants. This is not true. The *Flores* requirement to generally release children is not a loophole; in fact, the entire settlement aims to ensure the appropriate treatment of children. This is consistent with numerous expert findings that it is not in the best interest of children to detain them.

**Does *Flores* permit the detention of families together?**

Under the Obama administration, immigration authorities dramatically increased the use of family detention facilities when more families and unaccompanied children began seeking asylum at the U.S. border. These family detention facilities – in Karnes County and Dilley, Texas, and in Berks County, Pennsylvania – detain children together with their parents but do not comply with *Flores* requirements for what custody for children must look like. A federal judge ruled that in times of influx or emergencies the government has some leeway with timeframe before children must be transferred to an appropriate facility or with children who cannot be promptly reunified. However, the government must not engage in the lengthy or unnecessary detention of children.
Because the government’s family detention facilities do not comply with Flores requirements, the
government must currently release children from these facilities within 20 days – the timeframe generally
permitted by the court for their detention in these facilities when the government is experiencing an
“influx.” Families released from custody are still in removal proceedings and still required to present their
case before an immigration judge. However, they may do so while living with a sponsor in the community,
and in some cases are electronically monitored or placed into another alternative to detention program.

**If Flores does not permit the long-term detention of children in family detention, does that mean it requires
separating them?**

No. The Trump administration and many Republicans are presenting a *false choice* between detaining
children with their parents – which Flores generally does not permit in unlicensed and secure facilities –
and separating them, while pointing to Flores as one justification for this false choice. The administration’s
current practices of widespread family separation are not required by any law or court settlement. The
administration can end this practice immediately.

The administration has a third choice that it refuses to acknowledge. Adults and families who present
themselves at a port of entry to seek asylum, or who are apprehended between ports of entry, can be
placed into removal proceedings *without being prosecuted and detained*, or in cases where they are first
detained, *should be released if found to have a credible fear of return*. In these cases, the family is still
placed into removal proceedings and will be required to appear before an immigration judge to make
their asylum or other claim. However, they will be released into the community – together as a family unit
– as they await their immigration court hearing.

**How does the government ensure that families comply with their immigration requirements?**

Releasing a family who is seeking asylum means that the family is much more likely to find an immigration
attorney as they go through their immigration case, which is critical not only to being able to successfully
make an asylum claim, but also helps to support appearance rates.

In some cases, the government can also place families into *alternative to detention (ATD) programs*. Unfortunately, the government eliminated one of its most promising and cost-effective ATD programs – the
Family Case Management Program (FCMP) – last year, despite the fact that it is far more appropriate for
families seeking asylum than either detention or separation. However, the government also has other ATD
programs, and often relies on more onerous electronic monitoring, for families and individuals it might
otherwise detain. These programs are incredibly cost-effective – costing only $4-$5 each day rather than
$120 - $300 each day of detention in adult or family detention, respectively. They also have high
compliance rates with court hearings, including final court hearings, and with removal.

For more information, please contact Katharina Obser at katharinao@wrcommission.org or Leah Chavla
at leahc@wrcommission.org.