# Catholic Charities Immigration Legal Services The James Cardinal Hickey Center 924 G Street NW Washington DC 20001 202-772-4342

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John E. McCarthy Assistant Field Office Director U.S. Immigration & Customs Enforcement Enforcement & Removal Office 31 Hopkins Plaza, 7<sup>th</sup> Floor Baltimore, MA 21201

March 23, 2017

#### VIA HAND DELIVERY

Re: <u>I-246 Application for a Stay of Deportation (Renewal)</u> Felipe X – AXXXXXXX

Dear Assistant Director McCarthy:

Catholic Charities of the Archdiocese of Washington represents Felipe X (hereinafter Mr. X), a citizen of Mexico, on his application to renew his stay of removal. Baltimore Immigration and Customs Enforcement (ICE) Enforcement and Removal Office (ERO) granted Mr. X a stay of removal on September 24, 2012. On September 30, 2013, Baltimore ICE ERO extended the stay of removal until March 29, 2014.

Mr. X requests that his removal be stayed again because removing him would be contrary to the public interest due to humanitarian concerns involving his three U.S. citizen children—in particular his permanently disabled nine (9) year-old son whose condition has not improved and requires specialized attention by doctors and teachers. Moreover, his two (2) year-old daughter is currently recovering from a recent surgery.

Since May 11, 2011, Mr. X has diligently reported to your office due to an outstanding order of removal. At his reporting date with Baltimore ICE ERO on September 25, 2013, Mr. X was taken into custody by Deportation Officer (DO) Watson. Mr. X' detention was not prompted by criminal issues, but rather by his status as a removal priority and a lack of new stay of removal application, according to DO Watson. After he was granted a stay on September 30, 2013, ICE ERO released Mr. X the next day. Following his release, Mr. X has continued to consistently report to your office, the most recent of which occurred on March 5, 2014.

In addition to the enclosed I-246 and a money order for the \$155 covering the application fee,

please find documentation in support of Mr. X' case. Baltimore ICE ERO is already in possession of Mr. X' valid passport. As such, please see attached a copy of his passport identification page.

#### **Statement of Law and Applicable Regulations**

Section 241.6 of the Regulations provide that an alien under a final order of removal may apply for a stay of that order. As required by the Regulations, this application for a stay of removal, along with required fee, is being filed with the district office having jurisdiction over Mr. X' case.

The Regulations state that in making a determination on the application for stay, ICE should take into account the humanitarian considerations found at Section 241(c) of the Immigration & Nationality Act and at Section 212.5 of the Regulations, which discusses the parole of aliens into the United States. Section 212.5(b)(5) of the Regulations applies to Mr. X' case because it addresses aliens whose removal is not in the public interest.

#### Argument

### I. MR. X' REMOVAL SHOULD BE STAYED BECAUSE HIS REMOVAL WOULD BE CONTRARY TO THE PUBLIC INTEREST

A. Mr. X merits a stay of removal because he is the father of three U.S. children and the sole source of financial support for his family.

On balance, Mr. X does not fall within ICE's enforcement priorities. He is the father of three U.S. citizen children, including one who is permanently hearing impaired in both ears, and provides sole financial support to his children and wife.

In his June 2011 memorandum on prosecutorial discretion, then Director John Morton stated that ICE officers should consider all relevant factors, such as having strong ties to the United States, having U.S. citizen children, and being a primary caretaker of a person with a mental or physical disability. Moreover, Acting Director John Sandweg issued a memorandum on parental interests and immigration enforcement on August 23, 2013 that asks ICE officers and personnel to pay close attention to enforcement actions that negatively affect the parental rights of alien parents with minor children and to safeguard these rights. That memo further states that if an ICE Field Office learns that an alien in custody is a parent or guardian of a minor child, that office "should reevaluate any custody determination to the extent permitted by law and in accordance with existing ICE policy."

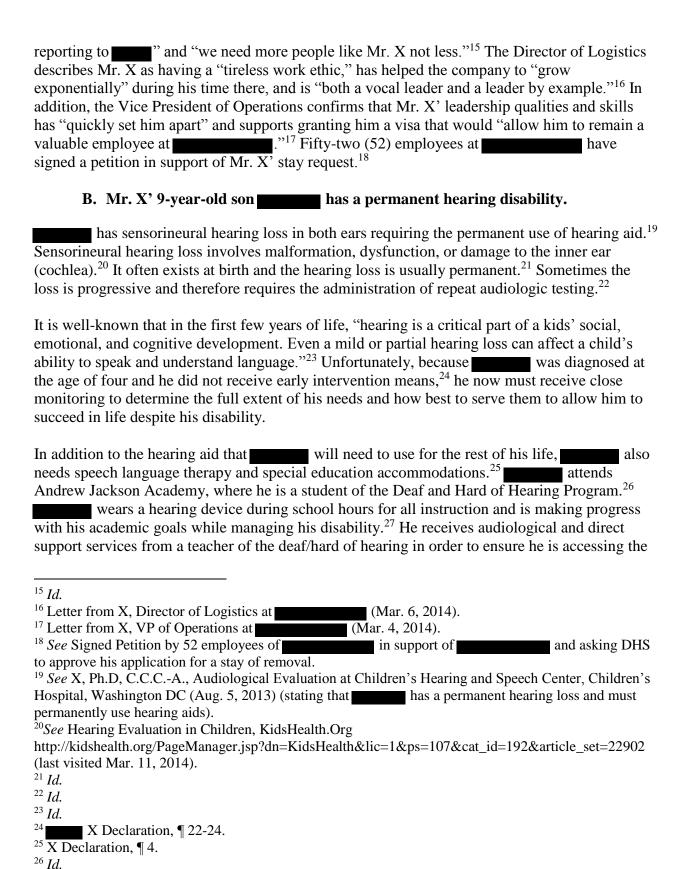
<sup>&</sup>lt;sup>1</sup> John Morton, ICE Director, *Memorandum on Exercising Prosecutorial Discretion Consistent with Civil Immigration Enforcement Priorities of the Agency for the Apprehension, Detention, & Removal of Aliens*, 4-5 (June 17, 2011) (hereinafter Morton Memo).

<sup>&</sup>lt;sup>2</sup> John Sandweg, ICE Acting Director, Memorandum 11064.1, Facilitating Parental Interests in the Course of Civil Immigration Enforcement Activities (Aug. 23, 2013).

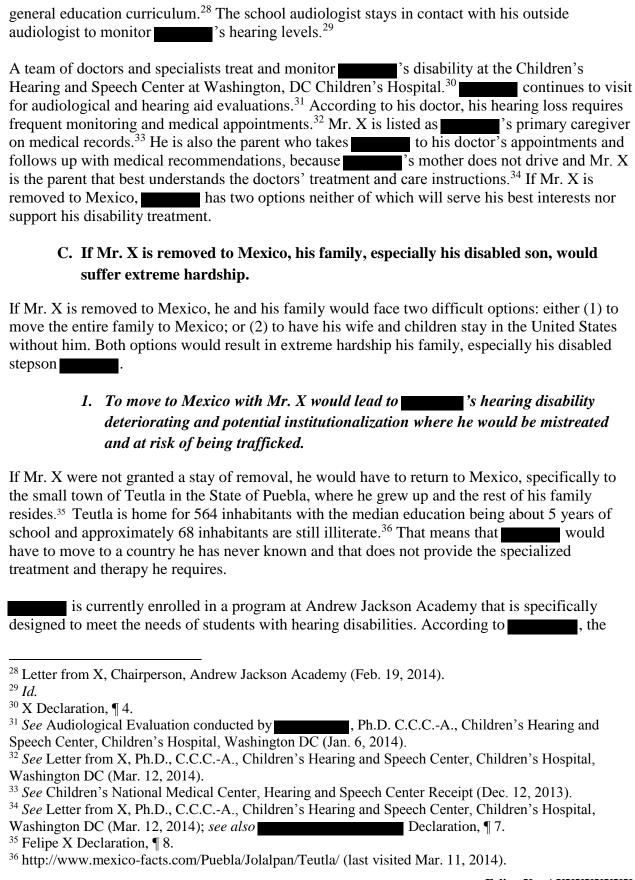
<sup>3</sup> Id. at ¶5.2(2).

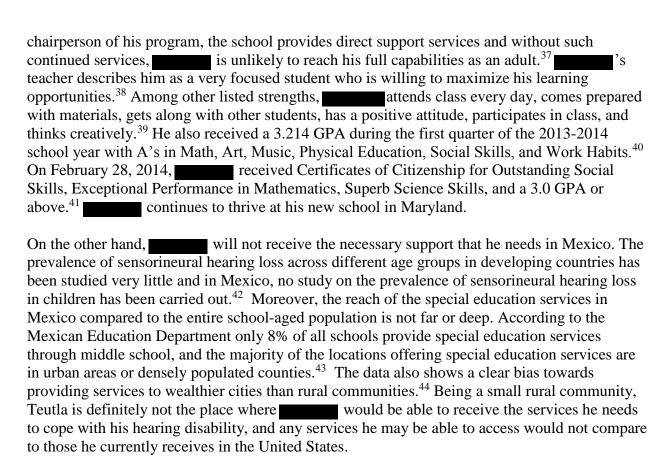
An exercise of prosecutorial discretion should be based on the totality of circumstances. Any decision should be in line with ICE's four enforcement priorities: (1) individuals who are a national security risk; (2) individuals with lengthy and/or serious criminal records; (3) known gang members or individual who are "a clear danger to public safety"; and (4) individuals with "egregious ... immigration violations, including those with a record of illegal re-entry and those who have engaged in immigration fraud."<sup>4</sup>

Though they have been a cohabitating couple for longer than they have been married, Mr. X married his wife X on March 15, 2011. Together they live with their two sons, and one daughter: nine (9) year-old X, four (4) year-old X, and two (2) year-old X, all born in the United States.<sup>5</sup> Mr. X is in fact seems 's stepfather. The Immigration and Nationality Act defines a stepchild as fitting the "parent" and "child" relationship "provided the child had not reached the age of eighteen years at the time the marriage creating the status of stepchild occurred." only four (4) years-old when Mr. X met his wife, when 's mother, and the two married when was six (6) years-old. 's biological father has been wholly absent from 's life. Since was 4-years-old, Mr. X has been the parent who put him to bed and fed him when he was hungry, and at times asked for Mr. X more than his mother.<sup>9</sup> Thus, Mr. X has been so so only father and so so reactions to Mr. X' detention by ICE reflect this sentiment. 10 During Mr. X' detention, has been the child most visibly affected by his father's absence.<sup>11</sup> In addition to his hearing-impaired son, Mr. X' infant daughter also significantly relies on her father's care and financial support. On January 8, 2014, she underwent surgery for hypertrophy of the tonsils and requires home care and follow-up appointments.<sup>12</sup> Since June 2012, Mr. X has been a Packing Supervisor at in Hyattsville MD, and because his wife is a stay at home mom, he is the sole breadwinner for his family. 13 X, the owner , attests that Mr. X is not only an invaluable employee who has earned a management position through hard work, but he is also a person of solid character. <sup>14</sup> According to him, without Mr. X, "the business at will suffer as will the many employees currently <sup>4</sup> Morton Memo 5. <sup>5</sup> X Declaration, ¶ 1. <sup>6</sup> INA § 101(b)(1)(B); See Matter of Morales, 25 I&N Dec. 186 (BIA 2010) (citing Matter of G-, 8 I&N Dec. 355, 359 (BIA 1959)). This reasoning has also been followed for purposes of determining hardship to family members in the context of considering eligibility for discretionary relief. X Declaration, ¶ 14.  $^{8}$  *Id.* at ¶ 16. <sup>9</sup> *Id.* at ¶ 17.  $^{10}$  *Id.* at ¶ 19. <sup>11</sup> *Id. at* ¶ 20; *see also* X Declaration, ¶ 6. <sup>12</sup> See Documents from Children's National Medical Center regarding "'s surgery for hypertrophy of tonsils (Jan. 8, 2014) and detailing care instructions (Jan. 22, 014). <sup>13</sup> X Declaration, ¶ 2; see also Letter from X, General Manager of (Sept. 25, 2013). <sup>14</sup> Letter from X, Owner of (Mar. 4, 2014).



<sup>&</sup>lt;sup>27</sup> See Maryland State Department of Education (MSDE), Individualized Education Program, Progress Report on IEP Goals (Apr. 16, 2013).





According to doctor, "it is in a set set medical and developmental interests to remain in the United States in his current family structure." requires frequent monitoring and Mexico may lack the pediatric audiologists and financial help that he currently receives in Maryland. Even if services are available in Mexico, Mr. X would not be able to have receive the specialized treatment, therapy, and special education he needs because

<sup>&</sup>lt;sup>37</sup> See Letter from X, Chairperson, Andrew Jackson Academy (Feb. 19, 2014).

<sup>&</sup>lt;sup>38</sup> See Comments from X, ESOL teacher, Parent/Teacher Conference Form (Nov. 11, 2013).

<sup>39</sup> See id

<sup>&</sup>lt;sup>40</sup> See Report Card from Prince George's County Public Schools, Andrew Jackson Academy (Nov. 4, 2013).

<sup>&</sup>lt;sup>41</sup> Dr. X, Principal, Andrew Jackson Academy, Certificates of Citizenship for Outstanding Social Skills, Exceptional Performance in Mathematics, Superb Science Skills, and a 3.0 GPA or above (Feb. 28, 2014).

<sup>&</sup>lt;sup>42</sup> Martinez-Wbaldo, MC, et al., *Sensorineural Hearing Loss in High School Tenagers in Mexico City and its Relationship with Recreational Noise*. Cad. Saúde Pública, Rio de Janeiro, 25(12):2553-2561, dez, 2009, available at http://www.ncbi.nlm.nih.gov/pubmed/20191147.

<sup>&</sup>lt;sup>43</sup> Mary Mount-Cors, *Special Education in Mexico*, LEARN INC., University of North Carolina at Chapel Hill, *available at* http://www.learnnc.org/lp/pages/1911 (last visited Mar. 11, 2014).

<sup>&</sup>lt;sup>44</sup> John P. Tuman et al., *Autism and Special Education in Mexico*, 2 GLOBAL HEALTH GOVERNANCE 7 (2008).

<sup>&</sup>lt;sup>45</sup> Letter from X, Ph.D., C.C.C.-A., Children's Hearing and Speech Center, Children's Hospital, Washington DC (Mar. 12, 2014).

<sup>&</sup>lt;sup>46</sup> See id.

those services are available in another part of the country—in urban areas— and Mr. X would not have the necessary economic resources to travel.<sup>47</sup> Mr. X will lack the resources because his age combined with his six years of schooling and previous work as a subsistence farm worker will subject him to few limited job opportunities.<sup>48</sup>

Furthermore, even in urban areas where these services are provided, they are far from adequate to attend to the needs of special education students. In Mexico, there are two methods of providing special education to children with disabilities: Unit of Support Services for Regular Education (USAER) and Center of Multiple Attention (CAM). <sup>49</sup> USAERs are multidisciplinary special education support groups for children with disabilities, who can be in regular classrooms, and these groups are supposed to work in coordination with the regular teachers. CAMs are centers for children with more severe disabilities, who cannot be integrated into the regular classrooms.<sup>50</sup>

At first, would presumably be placed in the general education classes with USAER support group. This system is far from even being adequate to meet the needs of all Mexican children with disabilities. Regular teachers do not have the necessary training, and as a result, they have no idea how to proceed with special needs children.<sup>51</sup> Each USAER team is responsible for five schools within their district and thus cannot provide the time or resources expected by the regular classroom teachers and their special needs students.<sup>52</sup>

Moreover, each school is assigned two-resource special education teachers, but they work on a different schedule than the regular teachers, and the specialists (i.e. psychologists, speech and language pathologist, and social worker) provide assistance only one day a week to each school in their sector.<sup>53</sup> This sporadic schedule does not allow these professionals to adequately coordinate the students' needs let alone provide the time to coordinate and educate parents on how best to work with the school in meeting the special needs of their child, which is crucial for these special needs students to become productive members of society. Finally, not every school is assigned a team due to shortage of prepared personnel.<sup>54</sup>

If \_\_\_\_\_\_\_\_\_'s condition deteriorates, as is expected, he would probably have to attend a CAM Center, particularly a Deaf/Hard of Hearing School. This does not present a better prospect for either. Owing to lack of personnel, teachers at the CAM who were trained in one special education discipline are required to work with children whose disability requires specific training that these teachers do not possess. Thus, specialists in visual impairment work with children with hearing impairment; teachers accustomed to working with children with mental

<sup>&</sup>lt;sup>47</sup> Teutla, Puebla is located 204 km from Mexico City, which requires three hours of travel by car.

<sup>&</sup>lt;sup>48</sup> Felipe X Declaration, ¶ 11.

<sup>&</sup>lt;sup>49</sup> Todd Fletcher et al., *The Changing Paradigm of Special Education in Mexico*, 27 BILINGUAL RES. J. 409, 411 (2003).

<sup>&</sup>lt;sup>50</sup> See id.

<sup>&</sup>lt;sup>51</sup> *Id.* at 424.

<sup>&</sup>lt;sup>52</sup> *Id.* at 420.

<sup>&</sup>lt;sup>53</sup> *Id*.

<sup>&</sup>lt;sup>54</sup> *Id.* at 421.

retardation suddenly face the need to give speech therapy.<sup>55</sup> Therefore, even if were able to attend one of these schools, it is unlikely that he will receive the services that he needs for his condition.

Finally, because he will not receive the educational and medical services he needs and his parents will not have the financial and community support to help him, may end up institutionalized. This is a common fate for children and adults with disabilities. Often "what is considered a 'severe' disability justifying institutionalization in Mexico may be an extremely minor disability that would require very limited support to families to enable them to keep their children in the community." However, in Mexico there is little to no community support to help persons with disabilities and their families solely manage the disability. 57

In its November 2011 report on Mexico's treatment of persons with disabilities, Disability Rights International (DRI) discovered that the institutionalized care of persons with disabilities was degrading, unsafe, unsanitary, and abusive. 58 Institutional staff frequently restrained noncompliant and/or aggressive patients; also lobotomies and psychosurgery are performed on patients even though these practices have been discredited in other developed countries.<sup>59</sup> Even more alarming, children with disabilities at these institutions were at a higher risk of being trafficked. Children have literally disappeared from these facilities, and the Mexican government could not give DRI the number of children, nor a simple list of the names of the disappeared children, placed in its institutions. 60 For example, one six-year-old girl was placed in an institution though her grandmother had custody. When her parents and grandmother went to look for her, the girl had disappeared from the institution; it is believed that she was trafficked.<sup>61</sup> If had to move to Teutla, Puebla, Mexico, his disability could deteriorate due to a lack of access to the necessary treatments and educational programs. This deterioration may cause him to be unable to function, and he may be placed in a notorious inhumane and degrading institution. Placement in such an institution puts him at risk of being trafficked, a tragic and preventable outcome.

In conclusion, the special education system in Mexico will not meet a special education needs, speech language therapy and medical monitoring that he requires to become a productive U.S. citizen. Furthermore, faces a significant risk that his disability will deteriorate, causing him to be place in an institution, where he will suffer inhumane and degrading treatment and may be possibly trafficked. If returns to the United States at some point in his future, it is in the United States' public interest to invest in while he is still young and his disability can be tempered. Otherwise, is likely to come back to the United States requiring more care and resources, perhaps even life-long psychological services, especially if he

<sup>&</sup>lt;sup>55</sup> *Id.* at 419.

<sup>&</sup>lt;sup>56</sup> Disability Rights International, *Abandoned & Disappeared: Mexico's Segregation & Abuse of Children & Adults with Disabilities* 20 (Nov. 30, 2011).

<sup>&</sup>lt;sup>57</sup> *Id*.

<sup>&</sup>lt;sup>58</sup> *Id.* at 7-10.

<sup>&</sup>lt;sup>59</sup> *Id.* at 10-13, 17.

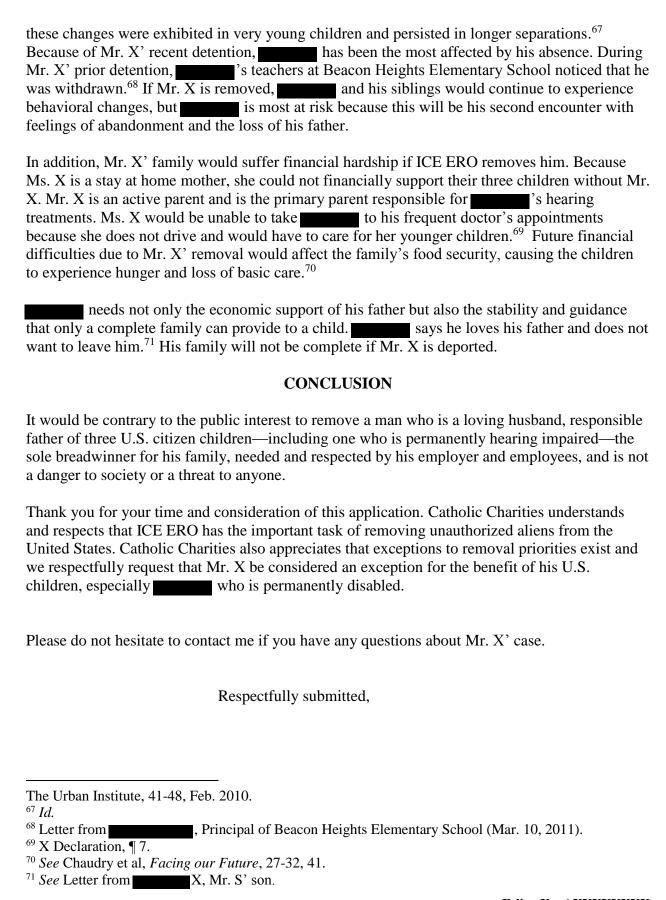
<sup>&</sup>lt;sup>60</sup> *Id.* at 18-19, 23-24.

<sup>&</sup>lt;sup>61</sup> No Progress for Disabled People, AMERICA, NAT'L CATH. REV., Jan. 3, 2011 available at http://americamagazine.org/issue/761/signs/no-progress-disabled-people.

is institutionalized in Mexico.

a single-parent family that lacks a source of income and someone to drive to his medical appointments. The only other option remaining for would be to stay in the United States with his mother and siblings and face a financially precarious future because Mr. X is the breadwinner of the family. Either option will be very detrimental to seven as a productive member of society in spite of his disability. His mother already has her hands full taking care of his 4-year-old brother and 2-year-old sister, who is currently recovering from surgery. His mother readily admits that she relies on Mr. X to help care for all the children and to take to his frequent doctors' appointments. 62 statements doctor describes Mr. X as primarily responsible for 's appointments and is very consistent with following through with medical recommendations. 63 Mr. X is also the primary contact for 's school matters, and according to the chairperson of sprogram, Mr. X has gone to the school many times over the past year to talk with the staff and find out how is doing.<sup>64</sup> According to her, it is obvious how attached is to his father and how essential Mr. X is to solving is to his father and how essential Mr. X is to solving is to his father and how essential Mr. X is to solving is to his father and how essential Mr. X is to solving is to his father and how essential Mr. X is to solving is to his father and how essential Mr. X is to solving is to his father and how essential Mr. X is to solving is to his father and how essential Mr. X is to solving is to his father and how essential Mr. X is to solving is to his father and how essential Mr. X is to solving is to his father and how essential Mr. X is to solve the horizontal Mr. X is to solve progress.65 Though 's school helps him with his learning and communication skills, it is largely his family who helps him not only adjust to the different hearing devices he will need as he grows into adulthood, but also to emotionally and psychologically accept his disability and to help him to cope with the social and emotional challenges he will face throughout his life. Removing 's father from the country would mean that his mother would have to focus on providing for the basic needs of her children, even though 's disability requires much more than just the provision of his basic needs. This lack of adequate care would negatively affect his well-being because he would have to mostly cope with his disability on his own; an unreasonable expectation of a 9-year-old boy. Furthermore, and his younger siblings, and and would suffer psychologically if Mr. X is removed to Mexico. As stated above, developed a close psychological and emotional bond with Mr. X early on in their relationship; he considers Mr. X his father perhaps because he was old enough to feel abandoned by his biological father. has a unique, special relationship with his father. even closer to his father because it has been Mr. X who has coordinated seven closer to his father because it has been Mr. X who has coordinated seven closer. A study by the Urban Institute found that children, especially young children, have behavioral problems after the separation from and the deportation of a parent due to immigration enforcement. 66 Emotional responses included increased anxiety, fear, anger, and withdrawal, and <sup>62</sup> X Declaration, ¶ 7. 63 See Letter from , Ph.D., C.C.C.-A., Children's Hearing and Speech Center, Children's Hospital, Washington DC (Mar. 12, 2014). <sup>64</sup> See Letter from Chairperson, Andrew Jackson Academy (Feb. 19, 2014). <sup>65</sup> *Id*. <sup>66</sup> See Ajay Chaudry et al., Facing Our Future: Children in the Aftermath of Immigration Enforcement,

2. Remaining in the United States without Mr. X, the sole breadwinner and family coordinator, will affect the family psychologically and transform the family into



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## EXHIBIT LIST FOR MR. X' STAY OF REMOVAL APPLICATION

EXH.	NAME	
Declarations & Biographic Documents		
Α.	Form G-28, Notice of Entry of Appearance as Attorney or Accredited Representative.	
В.	Form I-246, Application for a Stay of Deportation or Removal.	
C.	Copy of Felipe X' Mexican Passport.	
Evidence of Hardship to U.S. Citizen Family Members		
D.	Declaration of Felipe X.	
Е.	Declaration of X, Mr. X' Wife.	
F.	Proof of Family Relationships:  * Marriage Certificate for Felipe X and X  * Birth Certificate of X  * Birth Certificate of X  * Birth Certificate of X  * Family photos	
G.	Letter and Audiological Evaluation conducted by Ph.D, C.C.CA., Children's Hearing and Speech Center, Children's Hospital, Washington DC (Aug. 5, 2013), stating that has a permanent hearing loss and must permanently use hearing aids.	
Н.	Letter from X, Ph.D., C.C.CA., Children's Hearing and Speech Center, Children's Hospital, Washington DC (Mar. 12, 2014), stating that it is in's best medical and developmental interests to remain in the U.S. and describing Mr. X' responsibilities in's medical care.	
I.	Audiological Evaluation conducted by X, Ph.D. C.C.CA., Hearing and Speech Center, Children's Hospital, Washington DC (Jan. 6, 2014), stating that continues to be monitored for his sensorineural hearing loss and testing of hearing aids.	
J.	Progress Report on Individualized Education Program Goals from Maryland State  Department of Education (Apr. 16, 2013), showing must use his hearing devices during school hours and is making progress on his academic goals.	
K.	Children's National Medical Center, Hearing and Speech Center Receipt (Dec. 12, 2013), listing Mr. X as caregiver.	
L.	Letter from Andrew Jackson Academy, "'s Elementary School (Aug. 5, 2013), stating it has a new Deaf and Hard of Hearing Program.	

М.	Letter from X, Chairperson of the hearing impaired program, Andrew Jackson Academy, describing the educational support services that receives at the school and his attachment to Mr. X (Feb. 19, 2014).		
N.	Comments from Dr. X, ESOL teacher, Parent/Teacher Conference Form (Nov. 11, 2013), noting "'s many academic strengths and his strong focus in school.		
0.	Report Card from Prince George's County Public Schools, Andrew Jackson Academy (Nov. 4, 2013), showing 's GPA and grades.		
P.	Certificates of Citizenship for Outstanding Social Skills, Exceptional Performance in Mathematics, Superb Science Skills, and a 3.0 GPA or above earned by and signed by Dr. Principal, Andrew Jackson Academy (Feb. 28, 2014).		
Q.	Letter from X, Principal of Beacon Heights Elementary School (Mar. 10, 2011), which is 's prior elementary school and states that 's behavior changed during Mr. X' previous detention.		
R.	Letter from X, describing how he loves Mr. X and does not want him to go to Mexico		
S.	Photographs of X wearing his required hearing aids.		
T.	Documents from Children's National Medical Center regarding s surgery for hypertrophy of tonsils (Jan. 8, 2014) and detailing care instructions (Jan. 22, 014).		
	Documents of Support from Employers and Colleagues		
U.	Letter from X, General Manager of Sept. 25, 2013), stating that Mr. X has been employed by since June 6, 2012 and works there as a Packing Supervisor.		
V.	Letter from X, Owner of (Mar. 4, 2014), in support of Mr. X' request to stay in the U.S. and describing him as an invaluable employee with solid character.		
W.	Letter from X, Director of Logistics at (Mar. 6, 2014), in support of Mr. X and describing his work ethic, leadership skills, and dedication to his family.		
X.	Letter from X, VP of Operations at (Mar. 4, 2014), in support of Mr. X and describing his leadership qualities and importance to the business.		
Y.	Signed Petition by 52 employees of in support of X and asking DHS to approve his application for a stay of removal.		
	US ICE Policy Memos		
Z.	Acting Director John Sandweg, ICE Memo 11064.1, Facilitating Parental Interests in the Course of Civil Immigration Enforcement Activities (Aug. 23, 2013).		
AA.	Director John Morton, ICE Memo on Exercising Prosecutorial Discretion Consistent with Civil Immigration Enforcement Priorities of the Agency for the Apprehension, Detention, & Removal of Aliens (June 17, 2011).		
Updated Evidence on Lack of Special Education in Mexico & the Treatment of Persons with Disabilities			

BB.	John P. Tuman et al., <i>Autism and Special Education Policy in Mexico</i> , 2 GLOBAL HEALTH GOVERNANCE 7 (2008), <i>available at</i> http://www.ghgj.org/Tuman_Autism.pdf.
CC.	No Progress for Disabled People, AMERICA, NAT'L CATH. REV., Jan. 3, 2011 available at http://americamagazine.org/issue/761/signs/no-progress-disabled-people.
DD.	Disability Rights International, <i>Abandoned &amp; Disappeared: Mexico's Segregation &amp; Abuse of Children &amp; Adults with Disabilities</i> (June 2011) <i>available at</i> http://www.wcl.american.edu/humright/center/documents/DRIReport_English.pdf.
EE.	Ajay Chaudry et al., Facing Our Future: Children in the Aftermath of Immigration Enforcement, The Urban Institute, 41-48, Feb. 2010 available at http://www.urban.org/UploadedPDF/412020_FacingOurFuture_final.pdf.