Statement for the Record of

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Senate Judiciary Subcommittee on Immigration, Citizenship, and Border Safety
Hearing on Immigration and Higher Education hearing on

“Strengthening our Workforce and Economy through Higher Education and Immigration”

Tuesday, June 14, 2022

2:30 p.m ET

Dirksen Senate Office Building Room 226
I. ABOUT THE PRESIDENTS’ ALLIANCE
The nonpartisan, nonprofit Presidents’ Alliance on Higher Education and Immigration brings college and university presidents and chancellors together on the immigration issues that impact higher education, our students, campuses, communities, and the nation. We work to advance just, forward-looking immigration policies and practices at the federal, state, and campus levels that are consistent with our heritage as a nation of immigrants and the academic values of equity and openness. The Alliance is composed of over 550 presidents and chancellors of public and private colleges and universities, enrolling over five million students in 43 states, D.C., and Puerto Rico.

II. HIGHER EDUCATION AND IMMIGRATION
For generations, U.S. colleges and universities have been engines of opportunity and innovation where individuals of every background, foreign and domestic, receive the education they need to rise as high as their talents will take them. Yet today undocumented, international, and refugee students face daunting obstacles in pursuit of higher education, a career, and a stable life in the United States.

This is an enormous loss for all involved—students, their families, higher education, the economy, and society at large. The United States advances when we remain true to our heritage as a land of opportunity for those who dream of a better life for themselves and their families. Today’s undocumented, international, and refugee students are resilient and talented. They are ambitious—for themselves and the world—and they deserve fair, forward-looking, and common sense immigration practices and pathways. Their futures depend on it, and so does ours.

Indeed, U.S. higher education and our national economy need the contributions and talents of all three of these student groups and their families, especially with the 2020 census showing U.S. population growth at its slowest in generations, with more projected declines. Expanding efforts to increase access and equity for immigrant and refugee students and attract and retain international students will serve multiple purposes: meeting equity and diversity commitments, addressing the global demand for high-quality education, and filling critical human resource and labor market needs.

In addition to the Congressional recommendations below, we call on Congress to exercise its constitutional power of oversight and hold the administration accountable for administrative and regulatory changes to open higher education and career paths to students regardless of immigration status. To that end, the Presidents’ Alliance has created a comprehensive Administrative Agenda of concrete policy changes.¹ We urge Congress members to not only vocally support these policies, but engage with their executive counterparts to support their implementation.

III. DACA RECIPIENTS, TPS HOLDERS, AND OTHER UNDOCUMENTED IMMIGRANTS
Undocumented immigrants (including DACA recipients and TPS holders) are essential community members, both on and off campus. These students and their families pay taxes and graduate to start businesses and build careers in key industries. According to census data, over 427,000 students in higher education are undocumented, or approximately two percent of all


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higher education students in the United States. Students with DACA or who are DACA-eligible constitute a subset of approximately 181,000 students, or 0.8 percent of all students in higher education. In a report commissioned by the Presidents’ Alliance, the Migration Policy Institute estimates that 98,000 undocumented students graduate from high school each year. Additionally, there are an estimated 200,000 children living in the United States as dependents of long-term visa holders who face self-deportation or becoming undocumented when they age out of their dependent status. Sometimes referred to as “documented Dreamers,” these young people cannot access programs such as DACA and suffer from the green card backlogs afflicting their guardians.

Improving the lives and education of these students is a boon for the U.S. economy and innovation. There are significant opportunities for change to make a meaningful and positive impact on the lives and education of undocumented students and scholars.

All students deserve access to affordable higher education.

In general, no student should be denied access to higher education or financial aid based on their immigration status alone. Congress has the ability to make statutory changes to clear the way for any student to pursue higher education and a later career.

A. **Repeal the PRWORA prohibition on postsecondary benefits.** The Personal Responsibility and Work Opportunity Reconciliation Act (PRWORA) of 1996 bars the provision of “state and local public benefits” for non-qualified “aliens” unless the state passes an affirmative law making them explicitly eligible, including “postsecondary benefits.” Under PRWORA, some courts view in-state tuition, financial aid, and even admission as public benefits. Federally, a court may read this ban to supersede any subsequent legislation that does not “affirmatively provide” for the eligibility of undocumented people. On a state level, the requirement that a state pass an “affirmative” law or policy makes it much harder for states to offer these benefits to immigrant students. Any expansion of federal or state aid would have to be coupled with the elimination of this prohibition.

B. **Repeal IIRIRA’s Section 505 prohibition on in-state tuition based on residency.** Section 505 of the Illegal Immigration Reform and Immigrant Responsibility Act (IIRIRA) bars states from providing “postsecondary education benefits” to those who are “not lawfully present” based on in-state residency unless all

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3 Ibid.


8 U.S. Department of Education, Office of Postsecondary Education, “Higher Education Emergency Relief Fund Litigation Updates,” June 17, 2020, [https://www2.ed.gov/about/offices/list/ope/heerfupdates.html](https://www2.ed.gov/about/offices/list/ope/heerfupdates.html).
citizens of the United States are eligible for those benefits regardless of state residency. Many states have circumvented this prohibition by basing in-state tuition on high school attendance and graduation in the state, but § 505 still presents a burden to states, often being cited in litigation challenging in-state tuition laws. There is also the possibility that the courts will strike down state in-state tuition laws based on a novel reading of § 505. Repeal of this law would allow states to affirmatively offer in-state tuition through residency status, and it would protect those states that have currently expanded in-state tuition to undocumented immigrants. Currently, 18 states and Washington, D.C. provide comprehensive in-state tuition and financial aid access to all eligible undocumented students, while an additional four states provide in-state tuition to all eligible undocumented students. In addition to these 22 states, another twelve states provide more limited access to in-state tuition and state financial aid, including seven states where in-state tuition access is limited to DACA recipients.

**C. Ensure federal financial aid for individuals who obtain relief via legislation.** Congress should enact legislation that prohibits the denial of federal financial aid, including federal loans, Pell and other grants, and work-study-based programs for immigrant youth and adult learners (including DACA recipients, TPS holders, and undocumented students) who obtain relief through legislation. Individuals under a Dream Act-like bill may either have “conditional permanent resident” (CPR) status or an “interim” status, which would not generally qualify them for federal financial aid (as this would make them “non-qualified aliens”). In the former situation, affirmative language would not be needed, as conditional permanent residents will generally be eligible for most benefits as lawful permanent residents, including federal financial aid and Pell grants.

**All graduates need access to professional and occupational licensing in their field.** Professional, commercial, and business licenses (also known as “occupational licenses”) are required for an individual working in a specific field or career. These are the credentials that a federal, state, or local government issues to those seeking employment in certain fields, and they usually require that person to satisfy state-specific educational, training, testing, and other requirements. Nearly one in four jobs require some sort of license to practice. Over 1,100 different occupations require a license, and approximately 25 percent of all workers nationwide are required to obtain a license in order to work in their occupations. There are a variety of federal prohibitions on licensure that lock undocumented graduates out of careers in their field of study, despite meeting all other requirements. Currently, 17 states have any level of inclusive licensure policies in place. By eliminating these barriers and leveling the playing field, Congress can open sectors in dire need of support to additional educated, qualified applicants.

**A. Repeal the PRWORA federal and state prohibition on federal professional and occupational licensing.** Congress should enact legislation rescinding the federal and state prohibition on professional and commercial licenses to “non-qualified” immigrants.

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11 Ibid.
B. **Prohibit the denial of federal and state licenses based on immigration status.** Congress, through its constitutional authority to regulate immigration, should enact legislation that prohibits both the federal government and states from denying licensure based on immigration status to an immigrant who is otherwise qualified.

C. **Pass licensing and legislative protections for immigrant youth, TPS, and DED recipients.** Many forms of immigration relief legislation grant conditional permanent resident (CPR) status to applicants, a qualified immigrant status that enables individuals to apply for and receive professional and occupational licenses. There is a pressing need for potential applicants and applicants with pending applications to access licensing before obtaining CPR status, including those with Deferred Action for Childhood Arrivals (DACA), Temporary Protected Status (TPS), or Deferred Enforced Departure (DED). Specifically, these individuals need to fully utilize their work permits and participate in licensed fields to save up funds to apply for relief.

IV. **INTERNATIONAL STUDENTS**

Due to the absence of a clearly articulated U.S. policy to attract and retain international students to the United States amidst increasing competition from other countries, the United States is losing its edge in the global competition for talent. The latest State Department/IIE Open Doors report shows a decline in new international student enrollment for the fifth straight year, endangering a vital pipeline of talent for our knowledge economy. This is an issue of bipartisan concern, as international students not only make our classrooms more global and diverse, helping to prepare our own students to meet global challenges, but also represent a vital component of our research enterprise, economic well-being, and America’s reputation around the globe.

**International students contribute to our campuses, communities, and country.**

The exchange of people and ideas is essential to ensure we have the knowledge needed to address both local and global threats. International students are vital contributors to our knowledge and innovation agenda, and our graduate science programs are particularly dependent on international students and scholars. Both of the COVID-19 vaccines first approved for use in the United States were developed with internationally collaborative science and the help of foreign students and immigrants. We can also thank foreign students for our ability to remain connected, even as COVID-19 has required us to stay physically distanced. The video conferencing technology that allowed us to connect virtually was made possible through the scientific breakthrough led by a former foreign student who studied in the United States. International students also help us build relationships with other countries. U.S. national security and foreign policy leaders have often referred to these students as our greatest foreign policy asset. Our ability to attract top international students in the past has meant that the U.S. educates more world leaders than any other country; in 2020, 62 leaders from 58 countries studied in the United States earlier in their careers.

In addition to the immeasurable foreign policy and academic benefits of welcoming international students to our institutions, these students also bring significant economic

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benefits. International students create jobs and help us grow our economy. For every eight international students we welcome, an estimated three U.S. jobs are created or supported. In the last academic year, these students and their dependents contributed $28.4 billion & more than 306,000 jobs to the U.S. economy annually, helping many of our institutions and communities to make up for lower state budgets for higher education and to offer lower tuition rates to domestic students.

The problem is, we can no longer assume that students will always come here. The United States is at a pivotal moment in the global competition for international students that may very well determine what happens for decades to come. Historically, the United States has been the top receiving country for international students drawn by the quality of a U.S. education, its value on the international labor market, and access to job opportunities in the United States after graduation. However, a recent report from the Migration Policy Institute shows a marked decrease of almost 20,000 international students in 2021 from the year before. To ensure we have the scientific expertise needed to fight the next global threat, strengthen our economy, and strengthen our relationships with other countries, we must out-compete other nations to welcome and retain the best and brightest from around the world.

Congress should articulate the value of international students and send a message that they are welcome to succeed here by enacting proactive policies that help us attract, welcome, and retain students.

We need explicit policies to welcome the best and brightest to the United States.

A. Establish a coordinated U.S. strategy to recruit, support, and retain international students and scholars. Universities and colleges have been working hard to stem the decline in international student enrollments, but without a national recruitment strategy and proactive policies, we are at a disadvantage with other competitor countries. A coordinated, national recruitment strategy should rely on active collaboration between government, higher education institutions, and international exchange organizations. These partners would craft a strategic plan to enhance global competitiveness to attract international students, scientists, and scholars from a wide variety of cultures, backgrounds, and perspectives to the United States. With a combination of concurrent resolutions, appropriations, and oversight, Congress should articulate an international education policy to enhance national security, further U.S. foreign policy and economic competitiveness, and promote mutual understanding and cooperation among nations. Policy objectives should include: (1) producing citizens with international experience and expertise through exposure to international students and scholars in the classroom and research labs, as well as study abroad; (2) supporting visa, immigration, and employment policies that promote a greater diversity of international students in the United States; and (3) facilitating partnerships among government, business, and educational institutions and organizations to provide adequate resources to implement this policy.

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17 Ibid.

B. **Expand dual intent to include foreign student visa applicants.** The United States should modernize immigration law by expanding dual intent to include international students applying for F-1 visas attending U.S. colleges and universities, a concept that is currently available in other nonimmigrant categories such as specialty workers (H-1B) and intracompany transferees (L-1). Such a change would remove archaic “non-immigrant” language that requires students to maintain a residence abroad and instead permit individuals who are being screened for a visa or when entering the United States to communicate an interest in transferring to another legal status after the completion of their degree.

Once students are here, support and retain their talent in the United States.

A. **Adjust immigration law to permit a smoother entry to work for skilled graduates of U.S. higher education institutions.** Our nation would do well to allow those educated by our institutions to stay and contribute their knowledge and skills to our economy. There is broad, bipartisan support for “stapling a green card” to the diploma of international students graduating from U.S. colleges and universities. Congress should create a direct path to green cards for foreign student alumni, eliminate the green card backlogs, including those caused by per-country caps, and prevent future backlogs. Those with PhDs, master’s, bachelors, and associate's degrees from U.S. higher education institutions should receive priority and represent the wide range of fields of study needed in our economy.

B. **Enact family-friendly policies for students and scholars by providing limited work authorization for spouses of individuals with F status.** Earning a U.S. degree, especially a master's degree or PhD, often requires many years of study. Providing the option of work authorization for spouses will help to attract and retain these talented international students who contribute to U.S. innovation and competitiveness.

In addition to these legislative changes, Congress should exercise oversight to ensure the U.S. State Department, U.S. Department of Homeland Security, and other agencies provide supportive regulatory and administrative processes.\(^\text{19}\)

V. **REFUGEE STUDENTS**

As the United States works to rebuild its refugee resettlement program, there is an urgent need to expand access to higher education to refugee students and other students on temporary statuses. This includes establishing university sponsorship of refugee students through a new category (P-4) in refugee admissions.\(^\text{20}\) Expanding access to higher education for refugee students (1) creates a complementary education pathway, increasing the number of refugee students overall, (2) leverages the skills and talents of refugees both in the United States and abroad, and (3) enriches the diversity of campuses, expanding the perspectives of all students.

Since the creation of the federal refugee resettlement program in 1980, there has not been a systematic mechanism for universities to sponsor refugees. Currently, small numbers of refugee students make their way to the United States to study, enriching U.S. college and university campuses with their resilience, skills, and diverse perspectives and backgrounds.

\(^{19}\) Presidents’ Alliance, “Administrative Agenda.”

Current U.S. immigration policy actively excludes refugees from accessing higher education.

Globally, only about five percent of college-aged refugees in the world are able to access higher education.\(^{21}\) In the United States, F-1 visa requirements make these visas inaccessible to most refugees and displaced students.\(^{22}\) Refugee students generally cannot demonstrate an intent not to abandon their foreign residence, which is a requirement for non-immigrant visas. By definition, refugees have fled their country of origin and cannot return due to fear of persecution.\(^{23}\) As detailed above, the lack of dual intent for international students can present a significant hurdle to prospective students to qualify for visas. Additionally, refugee students may face difficulties proving that they have sufficient funds to support themselves and find the work policies for F-1 visa holders to be too restrictive.\(^{24}\) This has a negative impact on campuses’ ability to recruit and retain top talent.\(^{25}\)

In February 2022, the U.S. Department of State helpfully issued guidance for F-1 and M-1 students to help clarify the intent to depart and residence abroad requirements for the visas.\(^{26}\) The guidance states that student visa applicants must possess a present intent to depart the United States at the conclusion of their approved activities. However, the guidance also states that such intentions may change, and this is not a sufficient reason to deny a visa. Further, the present intent to depart does not imply a need to return to the country from which they hold a passport; it only means that they must intend to leave the United States upon completion of studies. A legislative change is also needed to modernize immigration law to accommodate not only the possibility but indeed the intention for international students, including those who are forcibly displaced, to remain permanently in the United States after graduation.

There also is a pressing need to lower the barriers for forcibly displaced and refugee students to access in-state tuition and financial assistance. Currently, only eight states have passed legislation and three have implemented policies to expand access to in-state tuition to individuals with refugee and other humanitarian statuses.\(^{27}\)

Congress and the administration should advance policies that are inclusive, equitable, and durable. These policies include visas for displaced international students and scholars who qualify to come here and regulatory processes to support them during their stay. **Supported by Congress, the administration must move quickly to launch a broader scale private sponsorship of refugees, including university sponsorship of refugee students, by using the new P-4 category in refugee admissions.** The university sponsorship of refugee students will allow U.S. higher education institutions to access a part of the global talent pool that is currently challenging to reach due to a lack of viable immigration pathways. The crisis in Afghanistan and Ukraine illuminated the vast will of higher education to welcome and enroll

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23 INA 101(a)(42).
26 9 FAM 402.5-5(E)(1), available at [https://fam.state.gov/fam/09FAM/09FAM040205.html](https://fam.state.gov/fam/09FAM/09FAM040205.html).
students facing displacement, but also the policy barriers that disincentivize both institutions and refugee students from enrollment. Finally, by updating immigration law to allow those on F-1 visas to have dual intent, as recommended above, Congress can increase access for those forcibly displaced students who may not have access to the P4 program but would like to pursue a U.S. higher education degree.

VI. CLOSING

Immigrants, including undocumented and other Dreamer students, international students, and refugees are key to the vitality of higher education in the United States, our national economy, and future innovation. It is imperative that Congress open educational and career pathways for all students. Currently, legislative barriers prevent many undocumented, international, and refugee students from pursuing their education and career goals. By eliminating these barriers, Congress can ensure the future academic and career success of these student populations, the future vibrancy and sustainability of the colleges and universities that educate them, and the future prosperity and vitality of the communities across our nation that benefit from their contributions and dedication.

VII. APPENDIX

A. DACA and Undocumented Students

![ON THE 10-YEAR ANNIVERSARY OF THE DEFERRED ACTION FOR CHILDHOOD ARRIVALS (DACA) PROGRAM, REMEMBER:](image-url)
B. International Students

THE U.S. IS LOSING ITS GLOBAL COMPETITIVE EDGE: NEW INTERNATIONAL STUDENT ENROLLMENT HAS DECLINED

When we fall behind in international talent, we lose our edge in science and innovation, our economy, and our security, with a ripple effect in all of our communities.
C. Refugee Students

## WHY WE NEED A NEW COLLEGE AND UNIVERSITY PATHWAY FOR REFUGEES

### EXISTING PATHWAY

<table>
<thead>
<tr>
<th>F-1 VISA</th>
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<tbody>
<tr>
<td><strong>F-1 Visa Barriers:</strong></td>
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<tr>
<td>Need to show financial support for length of program</td>
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<tr>
<td>Not a durable solution for protection - student must show intention to return to their home country</td>
</tr>
<tr>
<td>Limited access to permanent residences and work authorization</td>
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Refugees are admitted to the U.S. through existing refugee definitions, vulnerability-based resettlement criteria and vetting. Resettled refugees who arrive via these categories may seek to access higher education after they have arrived in the U.S.

- **P-1** (Priority 1): Individuals referred by the UNHCR, a U.S. embassy, or certain NGOs
- **P-2** (Priority 2): Groups of special humanitarian parole
- **P-3** (Priority 3): Family reunification cases

### PROPOSED NEW COLLEGE AND UNIVERSITY PATHWAY

Refugee students would enter the U.S. through a UNIVERSITY SPONSORSHIP PROGRAM.

Selection criteria would be based on academic qualifications and potential. To be eligible, students would need to meet the refugee definition.

The RESPONSE Campaign: College and University Sponsorship of Refugee Students
Learn more at www.higheredimmigrationportal.org/response-campaign

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