

INSIDE THE BIDEN-HARRIS ADMINISTRATION'S OPEN-BORDERS ALLIANCE WITH UNITED NATIONS BUREAUCRATS

Interim Staff Report of the

Committee on the Judiciary and Subcommittee on Immigration Integrity, Security, and Enforcement

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EXECUTIVE SUMMARY

In less than four years, President Joe Biden and border czar Vice President Kamala Harris have released into the United States nearly 5.8 million illegal aliens. At least 1.9 million additional illegal aliens entered the country as "gotaways" by evading apprehension entirely. With the Biden-Harris Administration allowing nearly eight million illegal aliens to enter the United States since January 2021, the American people have watched as the Administration erased any semblance of border security and made a mockery of immigration enforcement. As Americans rightly objected to the Administration's open-borders policies, the images of mass illegal immigration and chaos at the southwest border became a political liability for President Biden and Vice President Harris. But rather than fix the actual problem of illegal immigration, the Biden-Harris Administration engaged in misdirection—teaming up with open-borders bureaucrats at the United Nations to allow aliens to bypass the southwest border altogether.

Under President Biden and Vice President Harris, in June 2023 the State Department announced its Safe Mobility Initiative,³ which allows aliens to sidestep the southwest border and, according to the United Nations High Commissioner for Refugees (UNHCR), "avoid the risks associated with onward movement." In other words, this new Biden-Harris program fast-tracks aliens into the United States out of sight of the American people and without the politically damaging optics at the border. The initiative's Safe Mobility Offices (SMOs) allow aliens outside the United States to consult with foreign national employees from UNHCR and the International Organization for Migration (IOM), who then provide the aliens with several options to resettle in the United States, including through family reunification parole, labor pathways, and additional expansions of the Biden-Harris Administration's illegal abuses of humanitarian parole. The U.S. taxpayer-funded SMOs are located in 13 cities across Guatemala, Costa Rica, Colombia, and Ecuador.

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¹ Info. provided to the H. Comm. on the Judiciary by U.S. Dep't of Homeland Sec., Table 1: Detention Histories of CBP Encounters, January 20, 2021 – March 31, 2024 (Aug. 16, 2024); U.S. Customs and Border Prot., *Custody and Transfer Statistics FY 2024*, U.S. DEP'T OF HOMELAND SEC. (last accessed Oct. 28, 2024); Camilo Montoya-Galvez, *Biden administration has admitted more than 1 million migrants into U.S. under parole policy Congress is considering restricting*, CBS NEWS (Jan. 22, 2024); *Latest UC Data, Total Monthly Discharges to Individual Sponsors Only*, U.S. DEP'T OF HEALTH AND HUMAN SERVS. (last accessed Mar. 22, 2024); Off. of Refugee Resettlement, *Unaccompanied Children Released to Sponsors by State*, U.S. DEP'T OF HEALTH AND HUMAN SERVS. (last accessed Oct. 28, 2024); U.S. Customs and Border Prot., *CBP Releases September 2024 Monthly Update*, U.S. DEP'T OF HOMELAND SEC. (Oct. 22, 2024); Immigr. and Customs Enf't, *Daily SWB Placemat*, U.S. DEP'T OF HOMELAND SEC. (May–Oct. 2024) (on file with Comm.); Off. of Homeland Sec. Statistics, *Immigr. Enf't and Legal Processes Monthly Tables – Apr. 2024*, U.S. DEP'T OF HOMELAND SEC. (last accessed Aug. 19, 2024); Casey Harper, *Border crisis creates national security threat for U.S., observers say*, WASH. EXAMINER (Aug. 7, 2023); Bill Melugin (@BillMelugin), X (June 20, 2024, 10:22 AM).

² Casey Harper, *Border crisis creates national security threat for U.S., observers say*, WASH. EXAMINER (Aug. 7, 2023); Bill Melugin (@BillMelugin_), X (June 20, 2024, 10:22 AM).

³ Bureau of Population, Refugees, and Migration, *Safe Mobility Initiative*, U.S. DEP'T OF STATE, https://www.state.gov/safe-mobility-initiative/ (last accessed Oct. 11, 2024).

⁴ Safe Mobility Initiative, UNHCR TRINIDAD AND TOBAGO, https://help.unhcr.org/trinidadandtobago/resettlement-and-alternative-pathways-to-safety-and-opportunity/safe-mobility-initiative/ (last accessed Oct. 11, 2024).

⁵ UNHCR Briefing with Comm. staff (Sept. 11, 2024).

⁶ *Id.*; IOM Briefing with Comm. staff (Sept. 25, 2024).

Since 2023, the Committee on the Judiciary and its Subcommittee on Immigration Integrity, Security, and Enforcement have conducted rigorous oversight of the Biden-Harris border crisis, including the Administration's abuses of immigration law. This oversight has uncovered the Biden-Harris Administration's open-borders alliance with United Nations bureaucrats to ensure that additional aliens are fast-tracked into the United States on the U.S. taxpayers' dime. For example:

- Under the Biden-Harris Administration, more than 18,000 aliens from Central and South America have departed for resettlement in the United States through the Safe Mobility Initiative, with nearly 67,000 total aliens referred to the U.S. Refugee Admissions Program for potential resettlement in the U.S. and at least 7,000 aliens identified by IOM as potentially eligible to enter the U.S. through other means.
- For aliens who are not eligible to resettle in the United States through the U.S. Refugee Admissions Program because they could not establish that they are refugees, IOM staffers at SMOs counsel the aliens on alternative avenues to enter the country. Only 14 percent of IOM employees devoted to the Safe Mobility Initiative are U.S. citizens, however, meaning that the Biden-Harris Administration uses U.S. taxpayer dollars to pay foreign national employees of the United Nations to counsel other foreign nationals on the best ways to enter the United States. 10
- UNHCR has spent \$67.1 million of U.S. taxpayer funding on SMOs, ¹¹ with IOM devoting another \$14.6 million of U.S. taxpayer funding to the initiative, totaling more than \$80 million between UNHCR and IOM. ¹²

This interim staff report highlights how the Biden-Harris Administration has directed U.S. taxpayer money to the open-borders United Nations to allow foreign national bureaucrats to expedite more alien arrivals into the United States. The Committee and the Subcommittee will continue to conduct aggressive oversight of the Biden-Harris Administration's open-borders policies to inform legislative reforms to end President Biden and Vice President Harris's open-borders policies.

⁷ Info. provided to Comm. staff by UNHCR (Oct. 21, 2024) (on file with Comm.).

⁸ Other Lawful Pathways data provided to Comm. staff by IOM (Sept. 27, 2024) (on file with Comm.).

⁹ IOM Briefing with Comm. staff (Sept. 25, 2024).

¹⁰ *Id*.

¹¹ UNHCR SMO Info. provided to Comm. staff (Sept. 12, 2024) (on file with Comm.).

¹² IOM Briefing with Comm. staff (Sept. 25, 2024).

THE BIDEN-HARRIS ADMINISTRATION'S ALLIANCE WITH UNITED NATIONS OPEN-BORDERS BUREAUCRATS

As soon as President Joe Biden and border czar Vice President Kamala Harris took office on January 20, 2021, their Administration worked to quickly dismantle President Trump's strong border policies. For the past 46 months, the American people have seen firsthand the disastrous effects of their open-border policies: communities overwhelmed, national security endangered, and public safety undermined as roughly eight million illegal aliens have been released or escaped into the United States since January 2021. 13 In June 2023, after 27 straight months of more than 150,000 monthly southwest border encounters, the Biden-Harris Administration took steps to mask the border chaos, announcing a new program called the Safe Mobility Initiative. 14 According to the Biden-Harris Administration, the program "is part of the U.S. government's holistic approach to promote safe, orderly, and humane migration management." In reality, through the program, the Biden-Harris Administration joined forces with the United Nations High Commissioner for Refugees (UNHCR) and the International Organization for Migration (IOM)—both United Nations entities—to ensure that tens of thousands of additional aliens can bypass the southwest border and enter the U.S. out of sight of the American people.



The Safe Mobility Initiative has served to fulfill the Biden-Harris Administration's openborders agenda. In its first 15 months, the initiative has allowed 256,259 aliens to register via an online portal, known as Movilidad Segura or "Safe Mobility," for potential entry into the United States. 16 Through the program's Safe Mobility Offices (SMOs)—physical locations in 13 cities

¹³ See supra notes 1 & 2.

¹⁴ U.S. Customs and Border Prot., Sw. Land Border Encounters, U.S. DEP'T OF HOMELAND SEC. (last accessed Oct.

¹⁵ Bureau of Population, Refugees, and Migration, Safe Mobility Initiative: Helping Those in Need and Reducing Irregular Migration in the Americas, U.S. DEP'T OF STATE, https://www.state.gov/safe-mobility-initiative/ (last accessed Oct. 15, 2024).

¹⁶ Info. provided to Comm. staff by UNHCR (Oct. 21, 2024) (on file with Comm.); see Movilidad Segura, https://movilidadsegura.org/.

in Guatemala, Costa Rica, Colombia, and Ecuador—UNHCR and IOM employees assist aliens with possible travel to the United States. Safe Mobility Offices are located in five cities in Guatemala—Tecun Uman, Quetzaltenango, Guatemala City, Esquipulas, and Puerto Barrios; two cities in Costa Rica—Upala and San Jose; three cities in Colombia—Cali, Bogota, and Medellin; and three cities in Ecuador—Quito, Manta, and Guayaquil.¹⁷ The initiative is open to nationals of Guatemala, Honduras, Nicaragua, El Salvador, Ecuador, Venezuela, Cuba, Haiti, and Colombia.¹⁸ During the annual Refugee Consultation with Congress, a Biden-Harris Administration official acknowledged the Administration is working to expand the program by opening SMOs in Mexico.¹⁹

The Biden-Harris Administration's State Department works with both IOM and UNHCR as the program's "implementing partners," which help facilitate the initiative. ²⁰ As part of its partnership with the U.S., UNHCR is "responsible for outreach in Colombia, Costa Rica, Guatemala, and Ecuador to adequately reach individuals who might be interested and eligible in registering" for the program through the initiative's website. 21 Aliens who are interested in resettling in the United States apply online and UNHCR employees in the SMOs then screen the aliens for eligibility for refugee resettlement through the U.S. Refugee Admissions Program (USRAP), a State Department program that "accepts referrals for refugees" for resettlement in the United States. ²² A refugee is an alien who is outside the alien's country of nationality who is unable or unwilling to return to that country because of past persecution or a fear of future persecution on account of the alien's race, religion, nationality, membership in a particular social group, or political opinion.²³ As the first step in the USRAP process, aliens seeking resettlement must "register with the United Nations High Commissioner for Refugees (UNHCR) in the country to which they had fled."24 If UNHCR determines that an alien meets the definition of a refugee, UNHCR may refer the refugee to the USRAP for potential resettlement in the United States.²⁵ The USRAP then processes and adjudicates an alien's case to determine whether the alien is approved for refugee resettlement.²⁶

Through Safe Mobility Offices, from June 2023 through October 14, 2024, UNHCR referred 66,758 total aliens to the USRAP for potential resettlement in the U.S.²⁷ Those numbers are broken down as follows:

• Through SMOs in Ecuador, UNHCR referred 10,414 aliens to the USRAP for potential resettlement in the U.S., with 86 percent of the referred aliens from

¹⁷ IOM Briefing with Comm. staff (Sept. 25, 2024).

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¹⁹ Refugee Consultation (Sept. 24, 2024) (statement of Biden-Harris Administration official).

²⁰ Briefing from U.S. Dep't of Homeland Sec. and U.S. Dep't of State to Comm. staff (Apr. 19, 2024).

²¹ Email from Bureau of Leg. Affs., U.S. Dep't of State, to Comm. staff (May 3, 2024) (on file with Comm.).

²² Bureau of Population, Refugees, and Migration, *Refugee Admissions*, U.S. DEP'T OF STATE, https://www.state.gov/refugee-admissions/ (last accessed Oct. 15, 2024).

²³ See 8 U.S.C. § 1101(a)(42).

²⁴ Bureau of Population, Refugees, and Migration, *About Refugee Admissions*, U.S. DEP'T OF STATE, https://www.state.gov/refugee-admissions/about/ (last accessed Oct. 15, 2024). ²⁵ *See id.*

²⁶ Bureau of Population, Refugees, and Migration, *Application and Case Processing*, U.S. DEP'T OF STATE, https://www.state.gov/refugee-admissions/application-and-case-processing/ (last accessed Oct. 15, 2024). ²⁷ Info. provided to Comm. staff by UNHCR (Oct. 21, 2024) (on file with Comm.).

Venezuela; 13 percent from Colombia; 1 percent from Cuba; and less than 1 percent from both Haiti and Nicaragua.²⁸

- Through SMOs in Colombia, UNHCR referred 32,427 aliens to the USRAP for potential resettlement in the U.S., with 98 percent of the referred aliens from Venezuela and 2 percent from Cuba.²⁹
- Through SMOs in Costa Rica, UNHCR referred 11,337 aliens to the USRAP for potential resettlement in the U.S., with 84 percent of the aliens from Nicaragua and 16 percent from Venezuela.³⁰
- Through SMOs in Guatemala, UNHCR referred 12,580 aliens to the USRAP for potential resettlement in the U.S., with 99 percent of the aliens from Guatemala and less than 1 percent from other countries.³¹



From the beginning of the Safe Mobility Initiative through October 14, 2024, of the tens of thousands of aliens referred for potential resettlement in the United States, 18,154 aliens had departed for the U.S. to be resettled in the country as part of the USRAP.³² These aliens, who likely would have traveled to the United States through Mexico had the Biden-Harris Administration not facilitated their arrival through SMOs, break down as follows:

²⁸ *Id*.

²⁹ *Id*.

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³⁰ *Id*.

³¹ *Id*.

³² *Id*.

- 2,340 aliens departed for resettlement in the U.S. through SMOs in Ecuador, with 78 percent of the aliens from Venezuela, 19 percent from Colombia, 2 percent from Cuba, and less than 1 percent from Haiti.³³
- 8,991 aliens departed for resettlement in the U.S. through SMOs in Colombia, with 98 percent of the aliens from Venezuela and 2 percent from Cuba.³⁴
- 3,169 aliens departed for resettlement in the U.S. through SMOs in Costa Rica, with 83 percent of the aliens from Nicaragua and 17 percent from Venezuela.³⁵
- 3,654 aliens departed for resettlement in the U.S. through SMOs in Guatemala, with 98 percent of the aliens from Guatemala and 2 percent from Honduras, El Salvador, and Nicaragua.³⁶

SMOs also refer aliens for resettlement in other countries, with Canada, New Zealand, and Spain all receiving resettled aliens through SMOs.³⁷ Nonetheless, whereas the United States has received tens of thousands of refugees, only 242 total aliens departed for resettlement in other countries through the Safe Mobility Initiative, with 61 departing for resettlement in Canada, 180 departing for Spain, and one departing for New Zealand.³⁸



³³ *Id*.

³⁴ *Id*

³⁵ *Id*.

³⁶ *Id*.

³⁷ *Id*.

³⁸ *Id*.

Aliens who enter the U.S. as refugees are immediately eligible for a buffet of taxpayer-funded benefits. Even before refugees arrive in the U.S., they receive taxpayer-provided travel loans to facilitate their travel to the United States.³⁹ Once in the country, refugees can receive the same federal public benefits as U.S. citizens, including Supplemental Security Income, Medicaid, and food assistance through Supplemental Nutrition Assistance Program (SNAP).⁴⁰ Refugees "may also be eligible for cash assistance, medical assistance, employment preparation, job placement, English language training, and other services offered through [the Office of Refugee Resettlement]."⁴¹ For up to one year, refugees may also receive Refugee Cash Assistance "to help meet their most basic needs, such as food, shelter, and transportation."⁴²

Although DHS claims that refugees undergo "rigorous security vetting," significant security vulnerabilities have allowed dangerous aliens to travel to the United States. According to a report from October 2024, "Kevin Grigsby, head of refugee operations at U.S. Citizenship and Immigration Services [(USCIS)], said several members of the vicious Tren de Aragua gang were approved and made it to the U.S. border before a different agency spotted the tattoos and blocked them from entering." Because "tattoos are a standard indicator of gang membership," experts "expressed shock that USCIS was missing those red flags." It is unclear whether the Tren de Aragua gang members interacted with SMOs in Central and South America.

For aliens who are not eligible for refugee resettlement in the U.S., IOM employees at SMOs counsel the aliens on additional avenues to enter the United States. Depending on the country in which the SMO is located, an alien may apply to travel to the United States through various parole programs, including through the Biden-Harris Administration's fraud-riddled Processes for Cubans, Haitians, Nicaraguans, and Venezuelans (CHNV) parole program. ⁴⁶ Although federal law limits parole to be used sparingly on a "case-by-case basis for urgent humanitarian reasons or significant public benefit," President Biden and Vice President Harris have abused parole to allow hundreds of thousands of aliens to enter the U.S., even though the aliens otherwise would have no legal means to travel to the country. ⁴⁸ Even worse, the Biden-Harris Administration's unlawful CHNV program is plagued by so much fraud that the

³⁹ United States Refugee Admissions Program (USRAP), USCIS.

https://www.uscis.gov/sites/default/files/document/charts/USRAP_FlowChart.pdf (last accessed Oct. 22, 2024).

⁴⁰ See Abigail F. Kolker, Cong. Research Serv., RL33809, Noncitizen Eligibility for Federal Public Assistance: Policy Overview (Dec. 12, 2016).

⁴¹ Off. of Refugee Resettlement, *Benefits for Refugees Fact Sheet*, U.S. DEP'T OF HEALTH AND HUMAN SERVS., https://www.acf.hhs.gov/orr/fact-sheet/refugee-benefits (last accessed Oct. 22, 2024).

⁴³ Bureau of Population, Refugees, and Migration, *About Refugee Admissions*, U.S. DEP'T OF STATE, https://www.state.gov/refugee-admissions/about/ (last accessed Oct. 25, 2024).

⁴⁴ Stephen Dinan, 'Stunning security failure': U.S. agents miss Venezuelan gang tattoos in scan for refugee approvals, WASH. TIMES (Oct. 23, 2024), https://www.washingtontimes.com/news/2024/oct/23/dhs-approved-trende-aragua-gang-members-refugees/.

⁴⁵ *Id*.

⁴⁶ IOM Briefing with Comm. staff (Sept. 25, 2024).

⁴⁷ 8 U.S.C. § 1182(d)(5)(A); see IOM Briefing with Comm. staff (Sept. 25, 2024).

⁴⁸ See generally U.S. Citizenship and Immigr. Servs., *Processes for Cubans, Haitians, Nicaraguans, and Venezuelans*, U.S. DEP'T OF HOMELAND SEC., https://www.uscis.gov/CHNV (last accessed Oct. 15, 2024).

Department of Homeland Security paused the program in July 2024.⁴⁹ An internal DHS report on the CHNV parole program "found that forms from those applying for the program included social security numbers, addresses[,] and phone numbers being used hundreds of times in some cases."⁵⁰ Nonetheless, the Biden-Harris Administration announced in late August 2024 that it would restart the program.⁵¹

Undeterred by that rampant fraud, IOM has worked to advise thousands of additional aliens on how to travel to the United States. As of September 16, 2024, IOM had identified 6,739 aliens as potentially eligible to enter the United States through other non-USRAP avenues, including 1,032 aliens through SMOs in Guatemala; 4,176 aliens through SMOs in Colombia; 539 aliens through SMOs in Costa Rica; and 992 aliens through SMOs in Ecuador. More than 80 percent of aliens identified by IOM were flagged as potentially eligible for the Biden-Harris Administration's unlawful CHNV parole program. S3

The Biden-Harris Administration's alliance with open-borders bureaucrats at the United Nations has come at the expense of American taxpayers. Together, UNHCR and IOM have devoted \$81.7 million of U.S. taxpayer funding to the Safe Mobility Initiative. ⁵⁴ UNHCR's budget for the Safe Mobility Initiative increased from \$16.6 million for calendar year 2023 to \$50.5 million for calendar year 2024. ⁵⁵ UNHCR deployed 465 temporary employees and 15



permanent employees to work with the Safe Mobility Initiative, with 162 positions in Colombia; 97 positions in Costa Rica; 97 positions in Ecuador; 113 positions in Guatemala; and 11 positions elsewhere.56 Since June 2023

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⁴⁹ See Julia Ainsley, *Biden administration to restart immigration program that was paused over fraud concerns*, NBC NEWS (Aug. 29, 2024, 2:00 PM), https://www.nbcnews.com/investigations/biden-admin-restart-chnv-immigration-program-paused-fraud-concern-rcna168838.

⁵⁰ See Adam Shaw, Biden admin freezes controversial migrant flight program after fraud revelations, FOX NEWS (Aug. 2, 2024, 10:55 AM), https://www.foxnews.com/politics/biden-admin-freezes-controversial-migrant-flight-program-after-fraud-revelations.

⁵¹ See Ainsley, supra note 49.

⁵² Other Lawful Pathways data provided to Comm. staff by IOM (Sept. 27, 2024) (on file with Comm.).

⁵³ See id

⁵⁴ UNHCR SMO Info. provided to Comm. staff (Sept. 12, 2024) (on file with Comm.); IOM Briefing with Comm. staff (Sept. 25, 2024).

⁵⁵ UNHCR SMO Info. provided to Comm. staff (Sept. 12, 2024) (on file with Comm.).

⁵⁶ UNHCR Briefing with Comm. staff (Sept. 11, 2024).

through the end of calendar year 2024, IOM has devoted \$14.6 million of U.S. taxpayer funding to the Safe Mobility Initiative, with \$5.5 million allocated to SMOs in Colombia and \$3 million to SMOs in each of the remaining three countries—Ecuador, Costa Rica, and Guatemala. ⁵⁷ IOM has 17 SMO-assigned staff members in Colombia; six in Costa Rica; 27 in Ecuador; and 33 in Guatemala.58

Despite the Safe Mobility Initiative's primary focus of resettling aliens in the U.S., most IOM employees who work with the initiative are foreign nationals. In fact, only 14 percent of the

83 IOM staffers dedicated to the Safe Mobility Initiative are U.S. citizens.⁵⁹ At the behest of the Biden-Harris Administration, therefore, U.S. taxpayers are paying for foreign nationals to advise other foreign nationals on the best means to travel to the United States. IOM and UNHCR have also used U.S. funding to produce videos and materials boasting about the ease of using the program. 60 To make it even easier for aliens to access the Safe Mobility Initiative, interested aliens can also use an SMO call center and a WhatsApp chat for



Above: A screenshot of a Safe Mobility Initiative video shared by both IOM and UNHCR to promote how easy it is for aliens to apply to the program.

assistance with their applications. 61 Meanwhile, as UNHCR works to ensure more aliens arrive in the United States, American taxpavers continue to fund the organization's work. Last year alone, for example, U.S. taxpayers gave UNHCR \$1.9 billion in overall funding, and U.S. taxpayers have provided more than \$6.3 billion in funding to UNHCR from the beginning of 2021 to the present.⁶²

⁵⁷ IOM Briefing with Comm. staff (Sept. 25, 2024).

⁵⁹ IOM Briefing with Comm. staff (Sept. 25, 2024).

⁶⁰ See, e.g., OIM Ecuador, What is the Safe Mobility program in Ecuador?, YOUTUBE (July 19, 2024), https://www.youtube.com/watch?v=aWTvfRBdv8g.

⁶¹ See id.

⁶² Donor Profiles: United States of America, UNHCR, https://reporting.unhcr.org/donors/donorprofiles?donor=GOV-US&year=2024 (last accessed Oct. 16, 2024).

CONCLUSION

Despite an unprecedented border crisis and the Biden-Harris Administration's release of millions of illegal aliens into the United States, the Administration continues to create additional unlawful avenues to expedite even more arrivals into the country. By devising the Safe Mobility Initiative and partnering with open-borders international organizations at the United Nations, the Biden-Harris Administration has only sought to mask the true magnitude of the border catastrophe. In the name of discouraging irregular migration, President Biden and Vice President Harris have used Safe Mobility Offices to allow aliens to circumvent the southwest border and enter the United States through various other means, including the USRAP and unlawful parole programs, away from the public scrutiny that would accompany their arrival at the border.

In the face of the historic border crisis, the Biden-Harris Administration and Senate Democrats also have chosen to ignore H.R. 2, the House-passed Secure the Border Act of 2023. It is beyond time for President Biden and Vice President Harris to end the border crisis and stop their myriad programs, including the Safe Mobility Initiative and illegal categorical parole programs, that only ensure additional aliens can enter the United States and remain in the country indefinitely. To secure the border and protect Americans, the Senate must pass, and President Biden must sign into law, H.R. 2. In the meantime, the Committee and Subcommittee will continue to conduct oversight of the Biden-Harris Administration's open-borders policies that prioritize United Nations bureaucrats and aliens over American citizens.