INTL 190: International Refugee Law and Policy
Spring 2017
Thursdays 9:30 AM – 12:20 PM
1401 Robinson Bldg. Complex

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Overview

International refugee policy determines the fate of more than 24 million displaced people and how the global community treats some of our most vulnerable members. In this course, we research the historical context, legal issues, and current policies impacting refugees around the world. In so doing, students will gain in-depth and interdisciplinary knowledge of: (1) refugee and asylum law, (2) the interaction of domestic and international institutions, and (3) the interplay between federal law, policy, and administration. This course also provides a foundation of legal studies through court case analysis and argument.

This course highlights a significant global topic at the intersection of political and historical issues, armed conflict, immigration policy, human rights law, state sovereignty, and national security. Students will explore current international refugee situations and analyze policy questions in the context of binding international obligations regarding protection and national political concerns. To understand the legal framework that has developed in response to forced migration, students will examine legal terms derived from international agreements, statutes, administrative decisions, and interpretations by federal courts.

The course will lay out the international origins of refugee law, including the history and development of the United Nations 1951 Refugee Convention, the 1967 Protocol, and the U.S. Refugee Act of 1980. Students will become familiar with key actors including the UN High Commissioner for Refugees (UNHCR), the U.S. Congress, the Department of Homeland Security (DHS) and Department of Justice (DOJ), and the U.S. federal courts, and will examine the refugee definition as interpreted by the United States. Students will also explore the complexities of U.S. asylum law and procedure in relation to the practical realities of people fleeing persecution across borders, and policymakers’ needs to meet obligations under international conventions, while maintaining national security and addressing the challenges of fraud, terrorism, and transnational crime. We will be grappling with morally and politically complicated issues to which the world has yet to find perfect solutions.

Requirements and Evaluation

As a capstone research seminar, this course is designed to support you in producing a high-quality analytical paper. My objectives are for you to (1) explore a topic that deeply interests you, and (2) develop practical skills that will help you succeed in your post-graduate endeavors. Research paper assignments therefore are scaffolded throughout the semester to give you time and support to dig deep into your sources, formulate an original and manageable thesis, get
meaningful feedback and assistance from me and your peers, and rewrite multiple drafts into a professional final report.

While your final paper is a substantial learning component, this seminar is designed to give you interdisciplinary background knowledge of refugee issues and analytical tools for engaging in significant legal and policy analysis. It is critical that you show up to each class having done all the reading, thought about the issues, and are prepared to participate with questions and comments.

The grading breakdown is as follows:

Class participation: 20%
Paper topic & outline: 10%
Paper draft and peer feedback: 10%
Research presentation: 10%
Final research paper: 50%

**Important Due Dates**

1-page description of research topic: April 20th
Paper outline: May 4th
Draft paper for peer review: May 18th
Peer review: May 25th
Research presentation: June 8th
Final paper: June 12th

**Class Attendance and Participation**

Prompt attendance to each class session is mandatory. Participation will be graded according to the degree you contribute regularly to class discussions in a way that demonstrates you have read the material and have thoughtfully considered the issues presented. Authorized absences from class sessions may be provided on a case-by-case basis; this will happen rarely and must be approved by me in writing.

**Research Paper Requirements**

My goal is for you to research a specific topic in detail and compose a comprehensive paper. In the process, you will polish your writing skills by organizing a vast amount of information into a clear and concise thesis supported by a thorough and logical analysis of credible sources. The paper should not be a recitation of facts, nor a sermon of your opinion. Rather, you are expected to produce an argument that is both empirical and analytical.

The final product for this class is a research paper of approximately 20-25 double-spaced pages in length, with this document’s fonts and margins, and must include a cover page, introduction, conclusion, complete citations (footnotes), and a bibliography. You may use any academically recognized bibliographic style (Chicago, MLA, APA, Bluebook, etc.), as long as you consistently use the same style throughout your research paper. The due date for the final paper is **Monday, June 12th**. You are required to turn in both a hard copy to my mailbox and an exact
copy in Word (DOC or DOCX) or Adobe Portable Document (PDF) format to Turnitin via Ted/Blackboard by 11:59 p.m. PST that evening.

The topic of your research paper must touch on some aspect of international refugee law and policy. Attached to this syllabus are suggested paper topics. Once you have selected your topic, you will likely want to research and analyze its historical context, relevant legal arguments and court cases, policy considerations and implications, and ultimately formulate recommendations.

**Scaffolded Research Paper Assignments:**

*Description of research topic:* In a single-spaced page, describe the topic you are planning to explore for your final paper and explain why you chose this topic. Submit an electronic copy to Turnitin before class and bring a hard copy to class. This assignment is due the third week of the course (April 20th).

*Paper outline:* You are expected to have a clear and concise thesis with a full outline of your research paper. This assignment is designed to help you organize your research, construct a successful argument, and draw your attention to areas where you will need to do more research. I am interested in seeing how you are laying out your claim and integrating primary and secondary source materials. I will review your outline, and provide comments and suggestions. Submit an electronic copy to Turnitin before class and bring a hard copy to class. This assignment is due the fifth week of the course (May 4th).

*Draft paper for peer review:* Submit an electronic copy of a 10 – 12-page draft of your research paper to Turnitin before class and bring two copies to our seventh week of class (May 18th). One copy will be for me and the other will be exchanged with a classmate for peer review. You will take home your classmate’s draft and are expected to provide detailed and constructive feedback. Your review is then due by the following class session (May 25th). You may provide feedback on the written copy or directly into a Word document using tracked changes. Email your feedback to your classmate and submit an electronic copy to Turnitin before class. You will have an opportunity in class to discuss your feedback with your classmate.

*Research presentation:* During our final class session, you will have the opportunity to share your research with your classmates and get any last minute feedback. Presentations should be about 8 minutes in length. The goals here are to: (1) share and learn about everyone’s research and interests, (2) cultivate oral presentation skills, (3) provide a final opportunity for peer feedback prior to turning in the final paper, and (4) advance our collective understanding about the interplay of various issues in international refugee law and policy. During each student’s presentation, classmates will be expected to fill out a google document form online with questions and constructive feedback. These feedback forms will be accessible to the presenter and can be discussed as a class if time permits. Please make sure you bring your laptops to this last class session.

*Final paper:* Due by 11:59 p.m. PST on **Monday, June 12, 2017**. See above for requirements and guidance.
**Academic Integrity Policy**

From UCSD’s [Policy on Integrity of Scholarship](http://academicintegrity.ucsd.edu/files/Sanctioning-Guidelines.pdf): “Integrity of scholarship is essential for an academic community. The University expects that both faculty and students will honor this principle and in so doing protect the validity of University intellectual work. For students, this means that all academic work will be done by the individual to whom it is assigned, without unauthorized aid of any kind.”

If you violate this policy, you will automatically fail the class. Also, I am professionally and ethically obligated to report integrity violations to the Academic Integrity Office. Students found to have violated academic integrity will face administrative sanctions imposed by the University. See the University Sanctioning Guidelines here:


To avoid any possible integrity violation, remember that your written work must be entirely your own and you must cite all material taken from an outside source, including direct quotations, paraphrased or summarized text, and information that is not common knowledge. The Policy on Integrity of Scholarship has additional standards by which you are expected to complete your academic work, but I also expect you to use good ethical judgment as these lists do not include everything that could violate the spirit of academic integrity. If you have any questions about specifics, please discuss your concerns with me for clarification.

**Course Materials**

Textbook purchases can be expensive, so I have made course materials available to you in the most affordable way possible. There is a course reader you are required to purchase from the campus bookstore for $28.50. It can be purchased at the bookstore or online:


Not all required readings are included in the reader, however, because you can access some of them on the Internet at no cost. I have explained on the syllabus how to access them, or, when possible, will make them available on our course TED/Blackboard page. Note that some of the readings can only be accessed for free when you are logged into the UCSD system, because they are from academic journals that would otherwise require a subscription. In addition to the readings, students are required to view relevant audio-visual materials (documentaries, video clips, news stories).

This syllabus is subject to modification during the semester as appropriate.

**Structure of Class**

This is a 4-unit seminar and we are scheduled to meet for nearly three hours every Thursday from 9:30 am – 12:20 pm. We will take a 15-minute break about half way through each class session. Classes will include brief lectures to introduce key material and concepts, and class discussions based on the assigned readings. When cases have been assigned, we will discuss the facts, procedural posture, holding, analysis, and key take-away points for each case.
Class Sessions by Week (subject to change)

Week 1 (April 6th)  Course overview + Introduction to forced migration: concept, history, and international institutions

I will provide an overview of the course that includes going over the syllabus and course requirements. I will also introduce key concepts and themes that we will revisit throughout the quarter. In addition, the lecture will address the following questions: How are refugees different from other types of migrants? What is forced migration? How many forced migrants are there? Who is a refugee? Who is an asylum seeker? Who are internally displaced persons? What are the main source countries of refugees and asylum seekers? Where do forced migrants go after they leave their home? What are possible long-term solutions for forced migrants? What economic considerations come into play when analyzing forced migration?

I will present the historical development of the institutional and legal framework of refugee protection that developed in response to the horrifying experience of World War II and its aftermath. This will include a detailed discussion of the 1951 Refugee Convention and 1967 Protocol Relating to the Status of Refugees.

Assigned readings: Syllabus

Week 2 (April 13th)  Protection in the US: non-refoulment, asylum, and procedures + Law School 101

We will shift from the broad international perspective to focus more on U.S. law and policy. We will examine the substance and scope of the United States’ international obligations to provide refugee protection, the passage and implementation of the Refugee Act of 1980, the obligations of non-refoulment, and the different procedures for obtaining protection in the U.S. as an asylum seeker or refugee eligible for resettlement. We will explore how refugees are resettled within the global system and specifically how the U.S. Refugee Admissions Program (USRAP) operates.

I will present a mini- Law School 101 that will equip you with the knowledge and basic tools you will need to understand administrative law, as well as how to dissect and brief a case. Specifically, I will explain how acts of Congress are ultimately implemented by the executive agencies, how this plays out in the asylum system, what agencies are involved in asylum adjudications, how the appeals process works, and why we will be looking at administrative and judicial opinions to determine the legal framework for refugee determinations.

Assigned media:

Assigned readings:

Optional readings and media:

Week 3 (April 20th) Who is a refugee? Persecution: harm, past persecution, future persecution, degrees of risk

Reminder: 1-page description of research topic is DUE today.

Central to the definition of a refugee is that a person has a well-founded fear of persecution. The term persecution, however, is not defined in the 1951 Refugee Convention, nor the U.S. Refugee Act. How have adjudicators developed standards to determine what sorts of harm amount to persecution? What types of economic harm rise to the level of persecution? Must the persecutor have an intent to harm? What about uniform national policies? What about prosecution for acts that violate a country’s criminal laws? When should another country make the judgment that another country’s criminal laws or application of these laws do not serve a legitimate purpose? How do foreign policy considerations play into adjudication of individual asylum claims? What if a person fears harm at the hands of nongovernmental actors? How can a person establish that the government is unwilling or unable to protect against specific harm? How does a finding that a person has suffered past persecution guide the analysis of whether there is a well-founded fear of future persecution? What degree of threat of future persecution or level of risk of harm is required to demonstrate an applicant qualifies for protection? What different levels of protection
might an asylum seeker be eligible for (asylum v. withholding of removal)? What level of risk of persecution is required for these different levels of protection?

Assigned readings:

Optional readings (to skim):

Week 4 (April 27th) Who is a refugee? Nexus and protected grounds

Refugee status is not provided to everyone who can establish a well-founded fear of persecution. Rather, refugee status is reserved for a subset of the persecuted: those who can establish the persecution feared is *on account of* a protected ground. This is known as the “nexus” requirement. The five statutorily protected grounds are race, religion, nationality, membership of a particular social group, or political opinion. What type of connection is necessary between the persecutory acts and the protected ground? What if there appears to be multiple reasons for the persecution? How are applicants expected to demonstrate their persecutor’s motives? What constitutes a political opinion? What if the persecutor believes the asylum seeker has a political opinion he does not actually hold? How did the REAL ID Act of 2005 change an applicant’s burden to prove a persecutor’s motives for causing harm?

Of the five grounds, “membership in a particular social group” is the most difficult to interpret and apply. How has this concept been applied in U.S. asylum law? How has it been used to win protection for persons fearing harm for reasons that were not traditionally covered by the refugee legal framework?

Assigned readings:

Optional readings (to skim):
We will synthesize what we have learned so far by exploring gender-based asylum claims. You will notice that neither sex nor gender are enumerated grounds triggering protection. What particular types of harm against women rise to the level of persecution? What if the persecution comes from private individuals? What is the distinguishing line between an ordinary criminal act and persecution that triggers refugee protection? When should a court deem a cultural practice (for example, female genital cutting or repressive social norms) as amounting to persecution? What challenges arise in framing gender to fit within the protected grounds? What are obstacles in asylum procedures that gender roles can generate?

Ultimately, it is the applicant who must prove eligibility for asylum. What special challenges arise in asylum cases, where events occurred thousands of miles away, repressive governments rarely advertise that they persecute their people, and often times people must quickly flee their homes leaving behind documents that could prove their claims? When is a person’s credible testimony enough to prove a claim? What is reasonable to require of asylum applicants? How do the unique circumstances of an asylum seeker, such as coming from different cultures, often not speaking English, and frequently suffering from psychological trauma related to the persecution they witnessed or suffered, affect issues of credibility? Simultaneously, how does the system protect against fraudulent asylum claims?

**Assigned readings:**

**Optional readings:**
Building on last week’s material regarding the challenges of fact-finding, this class session will explore the experience of a refugee seeking protection. To this end, we will participate in an intense simulation of a refugee’s experience fleeing persecution and seeking protection from the international community.

The assigned readings and documentary expose you to the procedural experiences of refugees seeking protection by reviewing old topics and introducing new ones related to detention, deterrence, and restrictions on access to asylum. The goal is to get you thinking about what conditions and procedures ensure a fair refugee determination. What due process rights do asylum seekers have? How does legal representation affect an applicant’s chances of being awarded asylum? Does the current system provide for independent and unbiased adjudication?

**Assigned readings:**

**Assigned media:**
- Watch the PBS: Point of View Documentary: *Well-Founded Fear* (2000). Available at the Library (FLDV 4552-1) – Media Desk, Geisel Floor 1 West, or here at these 3 links: [https://vimeo.com/46476690](https://vimeo.com/46476690), [https://vimeo.com/46242686](https://vimeo.com/46242686), [https://vimeo.com/44549743](https://vimeo.com/44549743) (Make sure you watch all 3 parts.) (This documentary follows several asylum seekers’ cases and provides an excellent glimpse behind the scenes at the lives of the asylum applicants, their attorneys, and the USCIS asylum officers.)

**Optional readings:**


**Week 7 (May 18th) Limitations upon protection: one-year filing deadline, safe-third country and firm resettlement, persecutors, criminals, security + The Convention Against Torture (CAT)**

*Reminder: First draft of research paper is DUE today.*

I want you to spend all your outside class time prior to this session producing a solid draft of your research paper. Consequently, I have not assigned any reading and this class will primarily be lecture-based with discussion questions posed to the class that encourage you to synthesize information from the lecture and what you have learned thus far.

We have examined in great detail the legal framework for considering who meets the refugee eligibility requirements. But even after establishing eligibility, an applicant could be excluded from protection for various reasons. With limited exception, an asylum applicant must file a claim within one year of arrival in the United States. Why does this requirement exist? What challenges does this pose to otherwise meritorious claims? Is there any protection available to a person who faces harm but is otherwise barred from asylum and withholding of removal? What types of previous bad acts would make an applicant unworthy of asylum or withholding of removal? What if an applicant assisted a terrorist organization under duress? What about applicants who pose a danger to national security? What if an applicant has an opportunity to live in another country where he would not face persecution?

**Week 8 (May 25th) Writing workshop: peer review of first draft + Special topic: refugee issues under the Trump Administration**

*Reminder: Peer-reviewed draft is DUE today.*

The first part of class will be a writing workshop in which you will have the opportunity to discuss your research papers with your classmates.

The second part of class will be devoted to examining the Trump Administration’s various approaches to immigration and their impact on refugees and asylum seekers. The content of this class and assigned readings may change depending on current events.
Assigned readings:

- Additional readings to be announced.

Optional readings:


**Week 9 (June 1st) Special topics on current refugee issues: Syrian refugee crisis**

The content of this class may change depending on current events.

Since March 2011, the Syrian Civil War has killed nearly 500,000 people and displaced an estimated 11 million from their homes (about half of Syria’s prewar population). Nearly 5 million have sought refuge in neighboring countries. As the conflict dragged on and conditions deteriorated in neighboring host countries, large numbers of Syrians and other refugees began to make the hazardous trip to Europe. From January to August 2016, more than 2.3 million asylum seekers made their way to Europe. This unprecedented surge drew worldwide attention to the situation of Syrian refugees.

During this class, we will synthesize many of the course’s themes by examining the causes of the current Syrian refugee crisis and the international community’s response to it. Further, we will discuss shortcomings in the current international refugee system and consider possible solutions for moving forward.

**Assigned media:**

- Alexander Betts, *Our refugee system is failing. Here’s how we can fix it* (TED 2016), available at https://www.ted.com/talks/alexander_betts_our_refugee_system_is_failing_here_s_how_we_can_fix_it.

**Assigned readings:**

themes/employment-and-growth/a-road-map-for-integrating-europes-refugees (Read pp. 8-13 of the pdf full report, skim the rest of the report)


Optional readings and media:


**Week 10 (June 8th) Research Presentations**

*Reminder: Final paper is DUE on Monday, June 12th.*
Suggested Research Paper Topics

The topic of your research paper must touch on some aspect of international refugee law and policy. I want you to pick a topic that deeply interests you. Think about what drew you to this capstone course over all the others.

To get your mind brainstorming on a topic, I have listed possible areas of inquiry here. This list is not exhaustive and is intended only to help you think about what issue you are excited to explore. I have divided the suggested topics into seven categories.

Refugee populations: You could investigate certain aspects of the history and challenges facing particular refugee populations. Examples include: the Syrian refugee movement into Europe, the unique status of Palestinians in the international refugee framework, asylum case law and policy relating to Chinese Christians or Falun Gong, the rise in child asylum seekers entering the U.S. from Central America, refugees fleeing the Democratic Republic of Congo (the largest resettled refugee population in the United States in 2016).

Types of asylum claims: You could examine the legal complexities and policy implications of certain types of asylum claims. Examples include: a neutral political opinion, gang retaliation, resistance to coercive population control in China, sexual orientation, HIV/AIDS status, gender-related claims of domestic violence, repressive social norms, female genital cutting.

Procedural issues: You could delve into issues related to the process by which asylum seekers and refugees secure protection. Examples include: bias in the adjudicatory system, cross-cultural misunderstandings in asylum adjudication, expedited removal, legal representation, detention, the one-year bar to applying for asylum, requirements for corroborating evidence, credibility determinations.

Resettlement: You could investigate topics related to the resettlement of refugees. Examples include: the Trump Administration’s attempts to suspend refugee resettlement in the U.S., changes in border procedures affecting asylum seekers, international resettlement programs, challenges refugees face once resettled.

International issues: You could research the intersection and interplay of refugee law and international humanitarian law, or the asylum systems and current challenges faced by the European Union, Canada, Australia (and its offshore detention centers), Germany, South Africa, the United Kingdom, or another country of interest.

Economic aspects: You could research the economic impact of forced migration, how refugees are integrated into the labor market in different countries, refugee and asylum seekers’ consumption patterns, the economic costs and contributions of refugees in host countries, how the resource allocation systems of refugees and asylum seekers impact their consumption, production, exchange, and finances.
Original fieldwork: I also welcome you to write a paper based on original fieldwork. Perhaps you are interested to learn more about resettlement issues faced by Syrian and Chaldean/Iraqi refugees in San Diego County, or mental health concerns affecting the San Diego refugee community.

To start, a basic google search will provide more information about these various topics. For a comprehensive scholarly resource list that will help you dig deep into refugee legal and policy issues, check out the UC Berkeley Law Library’s guide here: https://www.law.berkeley.edu/library/dynamic/guide.php?id=64