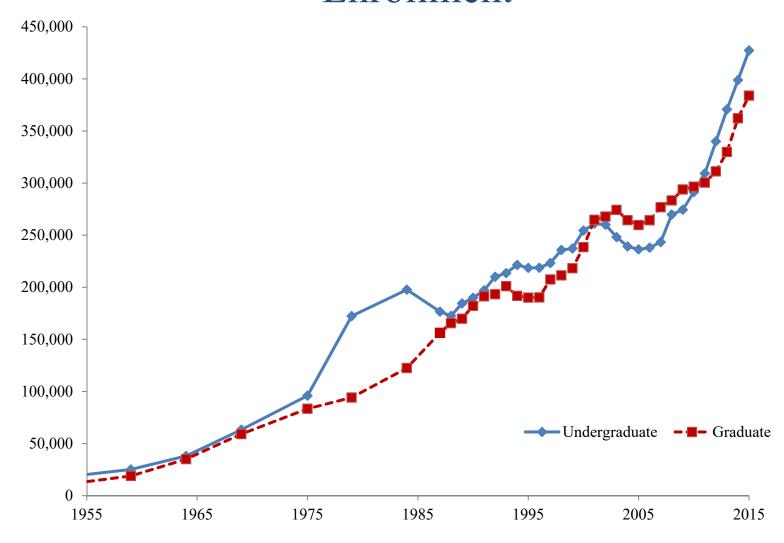
Student Visa Policy and the Scientific Workforce

Sarah Turner University of Virginia & NBER

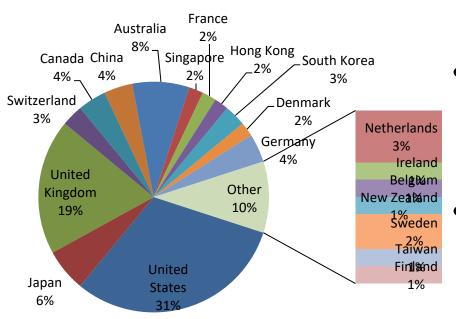
NAS, SciSIP January 2018

Growth of Foreign Undergraduate and Graduate Enrollment



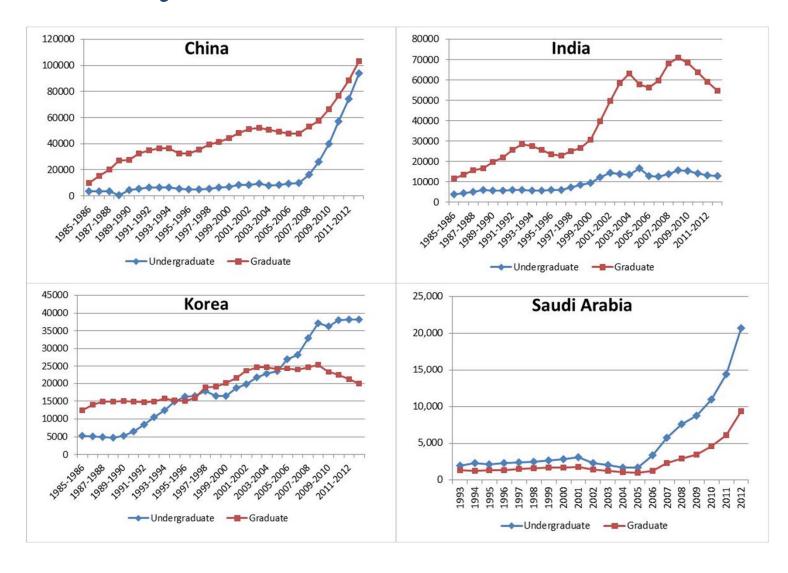
Why study in the U.S?

Top 100 Universities by Country



- "Supply constraints" in home country
- Potential access to the U.S. labor market
- U.S. & home country factors affect flows
 - Differences by degree level and country

Country and Level of Enrollment



U.S. Higher Education: Significant Gateway Among Foreign-Born HS Workers (Bound & Turner 2013)

	American HS	HS Abroad and American BA		HS and BA Abroad	
All BA	0.3	0.15		0.55	
Engineers, BA	0.3	0.22		0.48	
CS and Math, BA	0.31	0.16	0.53		
	American HS	HS Abroad American BA & Highest Degree	HS and BA Abroad and American Highest Degree	HS, BA, and Highest Degree Abroad	
All MA	0.24	0.18	0.35	0.23	
Engineers, MA	0.19	0.19	0.45	0.17	
CS and Math, MA	0.13	0.12	0.51	0.24	
All Phd Engineers, PhD CS and Math, PhD	0.12 0.09 0.06	0.13 0.08 0.07	0.47 0.63 0.62	0.28 0.2 0.25	

Student Visa Policy

Higher Education Visa Policy Parameters -

- F-1 Visas are temporary non-immigrant visas, primary visa for academic study at U.S. colleges and universities
 - Visiting scholars use J-1

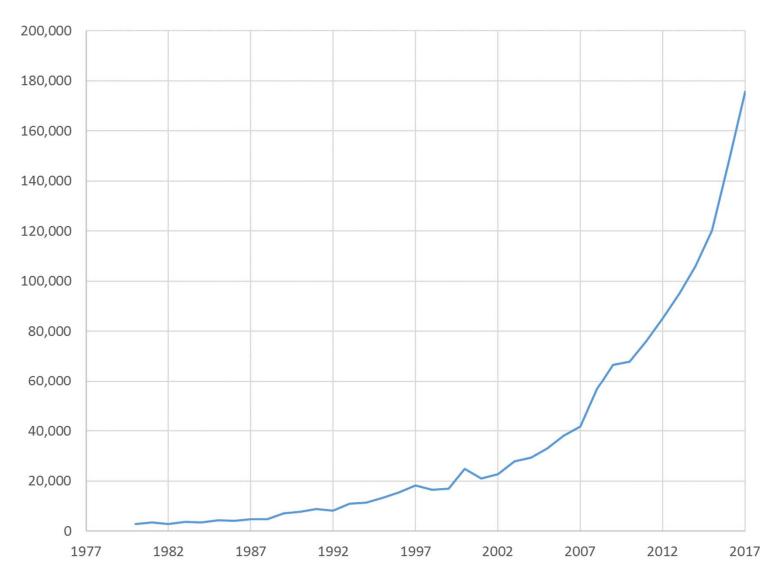
No numerical limits

- Process: Receive offer of admission, university provides I-20, student applies through SEVP
- Differences across countries in renewal and application terms

Moving from U.S. Enrollment to the U.S. Labor Market

- Traditional work visas (H-1B): Numerically limited outside of academia / nonprofit employment (65k+20k US Degree)
- "Short" term extensions via OPT (Optional Practical Training)
 - 1 year
 - 17 month extension for STEM (2008), extended to 24 month (2016) for a total of 3 years

OPT Utilization



Measuring the Impact of Foreign Student Flows

A. Effects on Domestic Students' Outcomes

B. Persistence and Employment in the U.S.

C. Labor Market Outcomes

Policy Frontier

- Policy lacks articulation between education and labor market policies;
 - With the vast (and growing) coverage of F-1 student visas, need to distinguish among degree programs and individuals to better identify individuals with exceptional skills in awarding (renewing) work visas.
- Policy design requires better access to administrative data on transitions to work visas and OPT, persistence in the U.S. S&E labor market and employment outcomes.
 - Such data "exist" but are not available to either policy makers or researchers.
- Using data to identify abuse will strengthen the integrity of the student visa mechanism and enhance the benefits associated with foreign student persistence in the U.S. labor market.

USCIS, ICE, SEVP, LCA Lots of Data! Just not connected

Department of Homeland Security J.S. Immigration and Customs Enforcement	-20, Certificate of Eligibility for Nonimmigrant Student Status DMB NO. 1653-0038							
SEVIS ID: N0004705859								
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PREFERRED NAME	PASSPORT NAME	-					OMB N	No. 1615-0001; Expires 02/29/201
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NITED KINGDOM	UNITED KINGDOM	$\mathbf{T}_{i} - \mathbf{T}_{i}$						for Allen France(e
DATE OF BIRTH IS FEBRUARY 1957	ADMISSION NUMBER	ACADEMIC AND			Do not write in these blocks. Case ID #	Action Block	Use Only Fee Stamp	
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CHOOL NAME SEVP School for Advanced SEVIS Studies	U.S. Criments and Intelgration Services Do not write in this block.		Employment Authorization		The petition is approved for status			
EVP School for Advanced SEVIS Studies					under Section 101(a)(5)(k). It is valid for four months from the date		_	w Previously Forwarded
CHOOL OFFICIAL TO CONTACT UPON ARRIVAL	honis	Action Kinds	Perilla	mp.	of action.		Document Check	Field Investigation
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have read and agreed to comply with the terms and conditions of my admission ar efers specifically to me and is true and correct to the best of my knowledge. I certi	Yes Complete for following 36 a Binocol in Employery (C-Vestiya Company Messilkovina Manufor or a milat E-Vestin unrefere) Ocerlies (C.) Client Company Messilkovina Number					12. If your fiancé(e) is currently	y in the U.S., complete the	
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Potential to Improve Oversight

THE CHRONICLE

School Name	# of foreign students				
Academy of Art University	6,953				
Nobel University	2,893				
Pensacola Christian College, Inc.	1,859				
Full Sail University	1,457				
Northwestern Polytechnic University	1,241				
World Christian	1,208				
Miami Internati Unmatched	in IPFDS 1,199				
American Inter(1,150				
American Colleg File	996				
Shepherd Unive	986				
Mountain State University	985				
California College of the Arts	977				
Horizon Institute	962				
Johnson & Wales University, Florida	933				
California International Business University	927				
New York Film Academy	925				
Prodee University	902				
Washington Baptist University	816				
Bethesda University	811				
Everest University	804				
La Sierra University	776				
DigiPen Institute of Technology	756				
Georgia Christian University	685				
Virginia International University	675				
Houston Community College System	673				
North American University	624				
Strayer University	620				
Lincoln University	597				
Ezra University	587				
California State University Monterey	585				
Soka University of America	565				
Davenport University, Grand Rapids	534				
EFAP New York. Ecole Française des At	519				

Little-Known Colleges Exploit Visa Loopholes to Make **Millions Off Foreign Students**



A federal raid on Tri-Valley U., which investigators say took foreign students' money in exchange for enabling them to work, has put the university's 1,500 students in limbo. Above, four students wait to be interrogated by immigration agents at an office in Northern Virginia.

By Tom Bartlett, Karin Fischer, and Josh Keller | MARCH 20, 2011

Early on a Friday morning, four college students stand shivering in the parking lot of an office complex in Sterling, Va. The building itself is unremarkable, red brick and dark glass, but security cameras are bolted to the walls, cement posts line the perimeter, and coils of concertina wire surround the trash bins. This is a branch of U.S. Immigration and Customs Enforcement, the investigative arm of the U.S. Department of Homeland Security.

The students arrived more than an hour early for their appointment. They haven't slept or eaten in two days, passing time instead by obsessively organizing their documents and drinking cup after cup of strong black tea. Their eyelids are at half- mast, their hands shoved in jacket pockets. They are all Indian, all from the city of Hyderabad, and all possibly in deep trouble.

These students, like roughly 1,500 others from India, were enrolled at Tri-Valley University, a California institution that was raided by federal agents in January. The government seized property, threatened to deport students, and in legal filings called Tri-Valley a "sham university" that admitted and collected tuition from foreign students but didn't require them to attend class. (The president of Tri-Valley, Susan Xiao-Ping Su, denies the charges.) Many students allegedly worked full-time, low-level retail jobs—in one case, at a 7-Eleven in New Jersey—that were passed off as career training so they could be employed while on student visas. The university listed 553 students as living in a single two-bedroom apartment near the college; in fact, students were spread out across the country, from Texas to Illinois to Maryland.

Research and Policy Opportunity

Develop opportunities for researchers and policymakers to make use of administrative data

Benefits:

- Better evidence on persistence of who stays
- Measurement of impacts on economy and domestic workers
- Potential for improved policy design and implementation