H. R. 375

To provide for asylum reform, prohibition of Federal benefits to certain aliens, and for other purposes.

IN THE HOUSE OF REPRESENTATIVES

JANUARY 4, 1995

Mr. Stump (for himself and Mr. Callahan) introduced the following bill; which was referred to the Committee on the Judiciary and, in addition, to the Committees on Ways and Means, Agriculture, Banking and Financial Services, and Commerce for a period to be subsequently determined by the Speaker, in each case for consideration of such provisions as fall within the jurisdiction of the committee concerned

A BILL

To provide for asylum reform, prohibition of Federal benefits to certain aliens, and for other purposes.

- 1 Be it enacted by the Senate and House of Representa-
- 2 tives of the United States of America in Congress assembled,
- 3 **SECTION 1. SHORT TITLE.**
- 4 This Act may be cited as the "Immigration Account-
- 5 ability Act of 1995".

1 TITLE I—ASYLUM

2	SEC. 101. EXAMINATION AND EXCLUSION.
3	(a) Examinations.—Section 235(b) of the Immigra-
4	tion and Nationality Act (8 U.S.C. 1225(b)) is amended
5	to read as follows:
6	"(b) Examination and Exclusion by Immigra-
7	TION OFFICERS.—
8	"(1) An immigration officer shall examine every
9	person seeking to come into the United States from
10	a foreign port or place, and every such person shall
11	present himself for examination by an immigration
12	officer upon arrival at a port of entry or land border
13	of the United States.
14	"(2)(A) If an examining immigration officer de-
15	termines that an alien seeking entry—
16	"(i) does not present any document re-
17	quired by this Act or by regulations prescribed
18	thereunder to obtain entry to the United States;
19	and
20	"(ii) does not express either an intention to
21	apply for asylum or a fear of persecution if ex-
22	cluded,
23	the officer shall order the alien excluded from the
24	United States without further hearing or review.

- "(B) An examining immigration officer shall refer for immediate examination by an asylum officer any alien who has expressed an intention to apply for asylum or a fear of persecution if excluded.
- "(C) The asylum officer to whom an alien is referred under subparagraph (B) shall determine whether the alien has a credible fear of persecution if excluded. If the officer determines that the alien has a credible fear of persecution if excluded, the alien shall be permitted to apply for asylum under section 208. If the officer determines that the alien does not have a credible fear of persecution if excluded, the officer shall order the alien excluded from the United States without further hearing or review.
- "(3)(A) Except as provided in subparagraph
 (B) and subsection (c), if an examining immigration
 officer determines that an alien seeking entry is not
 clearly and beyond a doubt entitled to enter, the
 alien shall be detained for further inquiry by a special inquiry officer.
- "(B) The provisions of subparagraph (A) shall not apply—
- 24 "(i) to an alien crewman, or

- 1 "(ii) to an alien described in paragraph 2 (2)(A) or paragraph (2)(B).
 - "(4) The decision of an examining immigration officer to admit any alien shall be subject to challenge by any other immigration officer, and such challenge shall operate to take the alien before a special inquiry officer for further inquiry.
 - "(5)(A) Subject to subparagraph (B), an alien has not entered the United States for purposes of this Act unless and until such alien has been examined and admitted by an immigration officer pursuant to this subsection.
 - "(B) An alien who has not been examined and admitted by an immigration officer shall, upon the completion of 365 days of continuous physical presence in the United States, be deemed to have entered the United States without inspection on the first day of such presence.
 - "(6) Interior repatriation.—The Secretary of State shall undertake to enter into, on behalf of the United States, arrangements with the governments of countries contiguous to the United States that any excludable or deportable alien who is to depart the United States to such country under an order of deportation, under a grant of voluntary de-

- 1 parture with safeguards, or at a time when the alien
- 2 is in Federal custody shall be transported to a point
- in the contiguous country that, to the extent prac-
- 4 ticable, is not less than 500 kilometers from the bor-
- 5 der of the United States.
- 6 "(7) PERSECUTION DEFINED.—For purposes of 7 this subsection, the term 'persecution' shall have the 8 same meaning as under section 208 of the Immigra-
- 9 tion and Nationality Act.".
- 10 (b) Grounds for Exclusion.—Section 212(a)(6)
- 11 of the Immigration and Nationality Act (8 U.S.C.
- 12 1182(a)(6)) is amended by adding at the end the follow-
- 13 ing:
- 14 "(G) Any alien who, in seeking entry to the
- 15 United States or boarding a common carrier for the
- purpose of coming to the United States, presents
- any document that is forged, counterfeit, altered,
- falsely made, stolen, or inapplicable to the alien pre-
- senting the document, or otherwise contains a mis-
- representation of material fact, is excludable.
- 21 "(H) Any alien who, in boarding a common car-
- rier for the purpose of coming to the United States,
- presents a document that relates or purports to re-
- late to the alien's eligibility to enter the United
- 25 States, and fails to present such document to an im-

- 1 migration officer upon arrival at a port of entry or
- 2 land border of the United States, is excludable.".
- 3 (c) Conforming Amendments.—Section 235(a) of
- 4 the Immigration and Nationality Act (8 U.S.C. 1225a) is
- 5 amended by striking the second sentence.
- 6 SEC. 102. ASYLUM.
- 7 (a) ASYLUM OFFICER DEFINED.—Section 101(a) of
- 8 the Immigration and Nationality Act (8 U.S.C. 1101(a))
- 9 is amended by adding the following new paragraph:
- 10 "(47) The term 'asylum officer' means an offi-
- cer of the Service who has been designated by the
- 12 Commissioner as having special training in the ap-
- plication of the provisions of this Act pertaining to
- asylum and special knowledge of pertinent conditions
- outside the United States.".
- 16 (b) Granting and Termination of Asylum.—
- 17 Section 208 of the Immigration and Nationality Act (8
- 18 U.S.C. 1158) is amended to read as follows:
- 19 "ASYLUM
- "Sec. 208. (a) Granting and Terminating Asy-
- 21 LUM.—
- 22 "(1) APPLICATION.—An alien physically present
- in the United States or at a land border or port of
- entry may apply for asylum in accordance with this
- 25 section.
- 26 "(2) CONDITION FOR GRANTING.—

1	"(A) Grants by attorney general.—
2	The Attorney General may in the sole discretion
3	of the Attorney General grant asylum to an
4	alien if the alien applies for asylum in accord-
5	ance with this section and the alien establishes,
6	as a condition of being granted asylum, that it
7	is more probable than not that the government
8	of the country in which the alien last resided
9	before his arrival in the United States would
10	persecute the alien on account of the alien's
11	race, religion, nationality, or political opinion is
12	the alien came into that government's custody.
13	"(B) Exceptions.—Subparagraph (A)
14	shall not apply to an alien if the Attorney Gen-
15	eral determines that—
16	"(i) the alien ordered, incited, as-
17	sisted, or otherwise participated in the per-
18	secution of any person on account of race
19	religion, nationality, or political opinion;
20	"(ii) the alien was convicted of a fel-
21	ony in the United States or of an equiva-
22	lent nonpolitical crime outside the United
23	States;
24	"(iii) the alien poses a danger to the
25	security of the United States; or

1 "(iv) there is a country to which the
2 alien can be deported or returned and the
alien does not establish that it is more
4 probable than not that the government of
5 that country would persecute the alien on
6 account of the alien's race, religion, nation-
7 ality, or political opinion if the alien came
8 into that government's custody.
9 "(3) ASYLUM STATUS.—If an alien has been
granted asylum under paragraph (2) and such asy-
lum has not been terminated under paragraph (4),
the Attorney General—
"(A) shall not deport or return the alien;
"(B) may authorize the alien to engage in
employment in the United States; and
"(C) may permit the alien to depart the
United States for a purpose not inconsistent
with the grant of asylum and to enter the Unit-
ed States when the purpose for the departure
20 has been served.
"(4) TERMINATION.—The Attorney General
shall monitor the conditions outside the United
States that are the basis of outstanding grants of
24 asylum. Asylum granted to an alien under this sec-
tion shall be terminated if the Attorney General de-

- termines in the sole discretion of the Attorney General that—
- "(A) the condition described in paragraph
 (2)(A) no longer exists with respect to the alien;
 or
- 6 "(B) one of the exceptions described in 7 paragraph (2)(B) applies to the alien.
 - "(5) Annual AFFIRMATION.—Each alien granted asylum shall submit, not less than annually, and in accordance with regulations prescribed by the Attorney General, an affirmation under penalty of perjury whether the conditions upon which asylum was granted still exist. The Attorney General shall establish a procedure for review of such affirmations and shall terminate asylum for any alien that has failed to submit such affirmation. An affirmation that the condition on which asylum was granted no longer exists, but that a present condition warrants a continuation of asylum, shall be regarded as a new application for asylum, and asylum shall not be terminated on the basis of such an affirmation until a determination is reached on such new application.
 - "(6) PERSECUTION DEFINED.—For purposes of this section, the term 'persecution' refers exclusively to physical torture, maining, the taking of life, in-

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carceration for a period or periods of more than one year, or the return or deportation of an alien to a country the government of which would more probably than not persecute the alien on account of race, religion, nationality, or political opinion if the alien came into that government's custody.

"(b) Asylum Procedures.—

"(1) APPLICATIONS.—

"(A) TIME OF APPLICATION.—

"(i) If the condition on which an asylum application is based exists when an alien arrives in the United States, the alien must present himself or herself for examination to an immigration officer and give notice of his or her intention to apply for asylum and must apply for asylum before entry into the United States.

"(ii) If the condition on which an asylum application is based did not exist until after the alien's arrival in the United States, the alien must apply on or before the 60th day after such condition first arises, or the 60th day preceding the end of the alien's authorized stay in the United States, whichever day occurs later.

1	"(B) Identification requirements.—
2	An application for asylum shall not be consid-
3	ered unless the alien submits to the taking of
4	fingerprints, a photograph, and such other iden-
5	tification procedures as the Attorney General
6	may prescribe.
7	"(C) FEES.—The Attorney General may
8	provide for a reasonable fee for the consider-
9	ation of an application for asylum or for any
10	employment authorization under subsection
11	(a)(3)(B).
12	"(D) Notice of privilege of coun-
13	SEL.—Upon the earlier of an alien's application
14	for asylum or giving notice of intention to apply
15	for asylum, the alien shall be advised of the
16	privilege of being represented (at no expense to
17	the government) by such counsel, authorized to
18	practice in such proceedings, as the alien shall
19	choose.
20	"(2) Consideration of applications; hear-
21	INGS.—
22	"(A) ASYLUM OFFICERS.—Each applica-
23	tion for asylum shall be considered by an asy-
24	lum officer.
25	"(B) Scheduling of Hearings.—

1	"(i) In general.—Upon the receipt
2	of an application for asylum, an asylum of
3	ficer, at the earliest practicable time and
4	after consultation with the attorney for the
5	Government and the attorney (if any) for
6	the applicant, shall set the application for
7	hearing on a day certain or list it on a
8	weekly or other short-term calendar, so as
9	to assure a speedy hearing.
10	"(ii) Deadline.—Unless the appli-
11	cant (or an attorney for the applicant) con-
12	sents in writing to the contrary, the hear-
13	ing on the asylum application shall com-
14	mence not later than 45 days after the
15	date the application was made.
16	"(iii) Notice.—Written notice of the
17	time and place of the hearing and of any
18	change in the time or place of the hearing
19	shall be given to the applicant and to the
20	applicant's attorney (if any).
21	"(iv) Waiver.—An applicant for asy-
22	lum or his attorney may waive the oppor-
23	tunity of a hearing, in which case the asy-

lum officer shall not set the application for

hearing and shall proceed directly to a determination.

"(C) Public Hearings.—A hearing on an asylum application shall be open to the public unless the applicant requests that it be closed to the public or the Attorney General determines in the sole discretion of the Attorney General that an open hearing would endanger the security of the United States.

"(D) HEARING PROCEDURES.—The asylum officer shall, to the extent practicable, conduct the hearing in a nonadversarial manner. During such hearing, the applicant shall have the privilege of the assistance and participation of counsel and both the government and the applicant shall be entitled to present evidence and witnesses, to examine and object to evidence, and to cross-examine all witnesses.

"(E) COUNTRY CONDITIONS.—An asylum officer may request opinions regarding country conditions from the Secretary of State, but shall not request or consider recommendations from the Secretary of State as to whether a particular individual should or should not be granted asylum.

1	"(F) RECORD OF HEARINGS.—A complete
2	verbatim record of the hearing and of evidence
3	produced at the hearing shall be kept. Upon the
4	request of the applicant or his attorney, the
5	Service shall provide a copy of such record to
6	the applicant or the applicant's attorney.
7	"(G) Deadline for determinations.—
8	The asylum officer shall render a determination
9	on the application not later than 30 days after
10	the date of completion of the hearing. The de-
11	termination of the officer shall be based only on
12	the officer's knowledge of conditions outside the
13	United States and evidence produced at the
14	hearing.
15	"(H) No rights created.—Nothing in
16	this paragraph relating to scheduling or dead-
17	lines shall be construed as creating any right or
18	benefit, substantive or procedural, that is le-
19	gally enforceable by any party against the Unit-
20	ed States, its agencies, its officers, or any other
21	person.
22	"(I) SANCTIONS FOR FAILURE TO AP-
23	PEAR—
24	"(i) The application for asylum of an
25	alien who does not appear for a hearing on

15 such application shall be summarily dismissed unless the asylum officer, in the sole discretion of the asylum officer, determines that the alien's failure to appear was due to exceptional circumstances (as defined in section 242B(f)(2)). "(ii) An application summarily dismissed in accordance with clause (i) shall not be reopened or reconsidered, nor shall a new application for asylum from the applicant be entertained by the Attorney General at any time.

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"(J) FINALITY OF DETERMINATIONS.—

- "(i) IN GENERAL.—Except as provided in clause (ii), the decision of the asylum officer shall be the final administrative determination of a claim for asylum.
- "(ii) REVIEW BY ATTORNEY GEN-ERAL.—The Attorney General may reverse an asylum officer's determination to grant asylum if, in the sole discretion of the Attorney General, the Attorney General determines that the grant of asylum was not warranted or was not in the public interest.

- 1 "(c) Denial of Immigration Benefits for Friv-
- 2 OLOUS APPLICATIONS.—If the asylum officer determines
- 3 that an alien has made a frivolous or fraudulent applica-
- 4 tion for asylum under this section, the alien shall be per-
- 5 manently ineligible for any benefits under this Act, effec-
- 6 tive as of the date of a final determination on such appli-
- 7 cation.".
- 8 SEC. 103. FAILURE TO APPEAR FOR ASYLUM HEARING.
- 9 Section 242B(e)(4) (8 U.S.C. 1252b(e)(4)) is amend-
- 10 ed in subparagraph (A), by striking all after clause (iii)
- 11 and inserting "shall not be eligible for any benefits under
- 12 this Act.".
- 13 SEC. 104. JUDICIAL REVIEW.
- Section 235 of the Immigration and Nationality Act
- 15 (8 U.S.C. 1225) is amended by adding at the end the fol-
- 16 lowing:
- 17 "(d) Notwithstanding any other provision of law, no
- 18 court shall have jurisdiction to review, except by petition
- 19 for habeas corpus, any determination made with respect
- 20 to an alien found excludable pursuant to titles I or II of
- 21 this Act. In any such case, review by habeas corpus shall
- 22 be limited to examination of whether the petitioner (I) is
- 23 an alien, and (II) was ordered excluded from the United
- 24 States pursuant to the provisions of this Act. Regardless
- 25 of the nature of the suit or claim, no court shall have juris-

- 1 diction except as provided in this subsection to consider
- 2 the validity of any adjudication or determination of exclu-
- 3 sion, to certify a class in an action challenging the exclu-
- 4 sion provisions of this Act or any portion or implementa-
- 5 tion thereof, or to provide declaratory or injunctive relief
- 6 with respect to the exclusion of any alien.
- 7 "(e) In any action brought for the assessment of pen-
- 8 alties for improper entry or reentry of an alien under sec-
- 9 tions 275, 276, 277, or 278 of the Immigration and Na-
- 10 tionality Act, no court shall have jurisdiction to hear
- 11 claims collaterally attacking the validity of orders of exclu-
- 12 sion, or deportation entered under sections 235, 236, or
- 13 242 of that Act.".
- 14 SEC. 105. CONFORMING AMENDMENTS.
- 15 (a) Limitation on Deportation.—Section 243 (8)
- 16 U.S.C. 1253) is amended by striking subsection (h).
- 17 (b) Adjustment of Status.—Section 209(b) of the
- 18 Immigration and Nationality Act (8 U.S.C. 1159(b)) is
- 19 amended—
- 20 (1) in paragraph (2) by striking "one year" and
- inserting "5 years"; and
- 22 (2) by amending paragraph (3) to read as
- 23 follows:
- "(3) continues to be eligible for asylum under
- 25 section 208,".

- 1 (c) Aliens Ineligible for Temporary Pro-
- 2 TECTED STATUS.—Section 244A(c)(2)(B)(ii) of the Immi-
- 3 gration and Nationality Act (8 U.S.C. 1254a(c)(2)(B)(ii))
- 4 is amended by striking "section 243(h)(2)" and inserting
- 5 "clauses (i), (ii), or (iii) of section 208(a)(2)(B)".
- 6 (d) Eligibility for Naturalization.—Section
- 7 316(f)(1) of the Immigration and Nationality Act (8
- 8 U.S.C. 1427(f)(1)) is amended by striking "subpara-
- 9 graphs (A) through (D) of paragraph 243(h)(2)" and in-
- 10 serting "clauses (i), (ii) or (iii) of section 208(a)(2)(B)".
- 11 (e) Family Unity.—Section 301(e) of the Immigra-
- 12 tion Act of 1990 (Public Law 101-649) is amended by
- 13 striking "section 243(h)(2)" and inserting "clauses (i), (ii)
- 14 or (iii) of section 208(a)(2)(B)".
- 15 SEC. 106. EFFECTIVE DATE.
- 16 The amendments made by this title shall take effect
- 17 30 days after the date of the enactment of this Act.
- 18 TITLE II—PROHIBITION OF FED-
- 19 **ERAL BENEFITS FOR CER**-
- 20 TAIN ALIENS
- 21 SEC. 201. PROHIBITION OF DIRECT FEDERAL FINANCIAL
- 22 BENEFITS TO CERTAIN ALIENS.
- 23 (a) IN GENERAL.—Except as otherwise provided in
- 24 this section, notwithstanding any other provision of law,

1	no direct Federal financial or inkind benefit or social in-
2	surance benefit, including (but not limited to)—
3	(1) old age, survivors, and disability benefits
4	under title II of the Social Security Act;
5	(2) payments under the aid to families with de-
6	pendent children program under part A of title IV
7	of the Social Security Act;
8	(3) benefits under the supplemental security in-
9	come program under title XVI of the Social Security
10	Act;
11	(4) medical insurance for the elderly and dis-
12	abled under title XVIII of the Social Security Act;
13	(5) medical assistance for families, the elderly,
14	and disabled under title XIX of the Social Security
15	Act;
16	(6) food stamps under the Food Stamp Act of
17	1977;
18	(7) financial assistance as defined in section
19	214(b) of the Housing and Community Development
20	Act of 1980;
21	(8) legal services under the Legal Services Cor-
22	poration Act of 1974; and
23	(9) unemployment benefits under an unemploy-
24	ment compensation law of the United States or any
25	State·

- 1 may be paid or otherwise made available to any person
- 2 unless the requirements of subsection (e) are satisfied.
- 3 (b) Unemployment Benefits.—Notwithstanding
- 4 any other provision of law, no period of an alien's employ-
- 5 ment that is not authorized under the Immigration and
- 6 Nationality Act and no compensation paid with respect to
- 7 such employment shall be counted in determining either
- 8 eligibility for unemployment benefits or the amount of un-
- 9 employment benefits payable to any person under any un-
- 10 employment compensation law of the United States or any
- 11 State.
- 12 (c) SOCIAL SECURITY BENEFITS.—Notwithstanding
- 13 any other provision of law, wages paid with respect to em-
- 14 ployment of an alien that is not authorized under the Im-
- 15 migration and Nationality Act shall not be taken into ac-
- 16 count in crediting quarters of coverage for any person
- 17 under title II of the Social Security Act.
- 18 (d) EXCEPTION.—Subsection (a) shall not apply to
- 19 medical treatment for conditions that, if not treated
- 20 promptly, would endanger life, prolong severe pain, result
- 21 in permanent and severe physical disability, or pose a
- 22 grave public health risk.
- (e) In the case of any application by or on behalf of
- 24 any person for any direct Federal financial or in-kind ben-

1	efit or social insurance benefit, the requirements of this
2	subsection are satisfied only if—
3	(1) application for the benefit is made in writ-
4	ing to the agency or department authorized to pay
5	or make available the benefit;
6	(2) the application includes the name, sex, birth
7	date, birth place, social security number, and alien
8	identification number (if any) of such person (and of
9	any parent or guardian making application on behalf
10	of a minor or incompetent person);
11	(3) the application includes an affirmation
12	under penalty of perjury by such person, or by a
13	parent or guardian making application on behalf of
14	a minor or incompetent person, that—
15	(A) such person is a citizen of the United
16	States or an alien who is a grantee of asylum,
17	a lawfully admitted refugee, or other alien law-
18	fully admitted for permanent residence, and
19	(B) to the best of the affiant's knowledge,
20	all information in the application is true and
21	correct;
22	(4) the application is accompanied by a photo-
23	copy of such person's certificate of birth in the

United States, certificate of naturalization, or

- unexpired alien identification document issued by
 the Immigration and Naturalization Service;
 - (5) the application, if made on behalf of such person by a parent or guardian of such person, includes an affirmation under penalty of perjury by such parent or guardian that such parent or guardian is a citizen of the United States, an alien not present in the United States, an alien lawfully present in the United States, or an alien unlawfully present in the United States;
 - (6) the application, if made on behalf of such person by a parent or guardian of such person, is accompanied by—
 - (A) a photocopy of such parent's or guardian's certificate of birth in the United States, certificate of naturalization, or alien identification document, or
 - (B) a statement by such parent or guardian under penalty of perjury that such agent or guardian is an alien outside the United States who has not been issued an unexpired alien identification document by the Immigration and Naturalization Service; and
 - (7) the Social Security Administration has confirmed to such agency or department that the social

- security number of such person and the social security number of such parent or guardian, if any, is valid and existing and was issued to the person having the name, sex, birth date, and birth place given in the application;
 - (8) the registrar of births or equivalent official of each State that issued any birth certificate or certificates accompanying the application has confirmed the authenticity of each such certificate to such department or agency; and
 - (9) the Immigration and Naturalization Service has confirmed to such department or agency that—
 - (A) the alien identification number, if any, of such person and the alien identification number, if any, of such parent or guardian is valid and existing and was issued to the person having the name, sex, birth date, and birth place given in the application, and
 - (B) any certificate of naturalization or alien identification document accompanying the application is authentic and was issued to the person having the name, birth date, and birth place given in the application.

TITLE III—CITIZENSHIP

2 SEC. 301. BASIS OF CITIZENSHIP CLARIFIED.

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- In the exercise of its powers under section 5 of the
- 4 Fourteenth Article of Amendment to the Constitution of
- 5 the United States, the Congress has determined and here-
- 6 by declares that any person born after the date of enact-
- 7 ment of this title to a mother who is neither a citizen or
- 8 national of the United States nor admitted to the United
- 9 States as a lawful permanent resident, and which person
- 10 is a citizen or national of another country of which either
- 11 of his or her natural parents is a citizen or national, or
- 12 is entitled upon application to become a citizen or national
- 13 of such country, shall be considered as born subject to the
- 14 jurisdiction of that foreign country and not subject to the
- 15 jurisdiction of the United States within the meaning of
- 16 section 1 of such Article and shall therefore not be a citi-
- 17 zen of the United States or of any State solely by reason
- 18 of birth in the United States.

19 TITLE IV—BORDER PATROL

- 20 SEC. 401. BORDER PATROL PERSONNEL.
- The number of full-time officer positions in the Bor-
- 22 der Patrol of the United States shall be increased from
- 23 the number authorized in fiscal year 1995 by 1,000 in
- 24 each of the succeeding 5 fiscal years.

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