Calendar No. 74

109TH CONGRESS 1ST SESSION

S. 119

To provide for the protection of unaccompanied alien children, and for other purposes.

IN THE SENATE OF THE UNITED STATES

January 24, 2005

Mrs. Feinstein (for herself, Ms. Collins, Mr. Schumer, Mr. Hagel, Mr. Durbin, Mr. DeWine, Ms. Cantwell, Mr. Inouye, Mr. Feingold, Mr. Lugar, Mr. Bingaman, Ms. Murkowski, Mr. Kennedy, Mr. Brownback, Mr. Chafee, Mr. Akaka, Mr. Specter, Mr. Kohl, Mr. Leahy, and Mrs. Murray) introduced the following bill; which was read twice and referred to the Committee on the Judiciary

APRIL 14, 2005
Reported by Mr. Specter, with an amendment
[Insert the part printed in italic]

A BILL

To provide for the protection of unaccompanied alien children, 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; TABLE OF CONTENTS.
- 4 (a) Short Title.—This Act may be cited as the
- 5 "Unaccompanied Alien Child Protection Act of 2005".

1 (b) Table of Contents for

2 this Act is as follows:

Sec. 1. Short title; table of contents

Sec. 2. Definitions

TITLE I—CUSTODY, RELEASE, FAMILY REUNIFICATION, AND DETENTION

Sec. 101. Procedures when encountering unaccompanied alien children

Sec. 102. Family reunification for unaccompanied alien children with relatives in the United States

Sec. 103. Appropriate conditions for detention of unaccompanied alien children

Sec. 104. Repatriated unaccompanied alien children

Sec. 105. Establishing the age of an unaccompanied alien child

Sec. 106. Effective date

TITLE II—ACCESS BY UNACCOMPANIED ALIEN CHILDREN TO GUARDIANS AD LITEM AND COUNSEL

Sec. 201. Guardians ad litem

Sec. 202. Counsel

Sec. 203. Effective date; applicability

TITLE III—STRENGTHENING POLICIES FOR PERMANENT PROTECTION OF ALIEN CHILDREN

Sec. 301. Special immigrant juvenile visa

Sec. 302. Training for officials and certain private parties who come into contact with unaccompanied alien children

Sec. 303. Report

Sec. 304. Effective date

TITLE IV—CHILDREN REFUGEE AND ASYLUM SEEKERS

Sec. 401. Guidelines for children's asylum claims

Sec. 402. Unaccompanied refugee children

Sec. 403. Exceptions for unaccompanied alien children in asylum and refugeelike circumstances

TITLE V—AUTHORIZATION OF APPROPRIATIONS

Sec. 501. Authorization of appropriations

TITLE VI—AMENDMENTS TO THE HOMELAND SECURITY ACT OF $2002\,$

Sec. 601. Additional responsibilities and powers of the Office of Refugee Resettlement with respect to unaccompanied alien children

Sec. 602. Technical corrections

Sec. 603. Effective date

3 SEC. 2. DEFINITIONS.

4 (a) IN GENERAL.—In this Act:

1	(1) Competent.—The term "competent", in
2	reference to counsel, means an attorney who—
3	(A) complies with the duties set forth in
4	this Act;
5	(B) is a member in good standing of the
6	bar of the highest court of any State, posses-
7	sion, territory, Commonwealth, or the District
8	of Columbia;
9	(C) is not under any order of any court
10	suspending, enjoining, restraining, disbarring
11	or otherwise restricting the attorney in the
12	practice of law; and
13	(D) is properly qualified to handle matters
14	involving unaccompanied immigrant children or
15	is working under the auspices of a qualified
16	nonprofit organization that is experienced in
17	handling such matters.
18	(2) DIRECTOR.—The term "Director" means
19	the Director of the Office.
20	(3) DIRECTORATE.—The term "Directorate"
21	means the Directorate of Border and Transportation
22	Security established by section 401 of the Homeland
23	Security Act of 2002 (6 U.S.C. 201).
24	(4) Office.—The term "Office" means the Of-
25	fice of Refugee Resettlement established by section

1	411 of the Immigration and Nationality Act (8
2	U.S.C. 1521).
3	(5) Secretary.—The term "Secretary" means
4	the Secretary of Homeland Security.
5	(6) UNACCOMPANIED ALIEN CHILD.—The term
6	"unaccompanied alien child" has the meaning given
7	the term in section 462(g)(2) of the Homeland Secu-
8	rity Act of 2002 (6 U.S.C. 279(g)(2)).
9	(7) VOLUNTARY AGENCY.—The term "vol-
10	untary agency' means a private, nonprofit voluntary
11	agency with expertise in meeting the cultural, devel-
12	opmental, or psychological needs of unaccompanied
13	alien children, as certified by the Director.
14	(b) Amendments to the Immigration and Na-
15	TIONALITY ACT.—Section 101(a) of the Immigration and
16	Nationality Act (8 U.S.C. 1101(a)) is amended by adding
17	at the end the following:
18	"(51) The term 'unaccompanied alien child' means
19	a child who—
20	"(A) has no lawful immigration status in the
21	United States;
22	"(B) has not attained the age of 18; and
23	"(C) with respect to whom—
24	"(i) there is no parent or legal guardian in
25	the United States: or

1	"(ii) no parent or legal guardian in the
2	United States is able to provide care and phys-
3	ical custody.
4	"(52) The term 'unaccompanied refugee children'
5	means persons described in paragraph (42) who—
6	"(A) have not attained the age of 18; and
7	"(B) with respect to whom there are no parents
8	or legal guardians available to provide care and
9	physical custody.".
10	(c) Rule of Construction.—A department or
11	agency of a State, or an individual or entity appointed by
12	a State court or juvenile court located in the United
13	States, acting in loco parentis, shall not be considered a
14	legal guardian for purposes of section 462 of the Home-
15	land Security Act of 2002 (6 U.S.C. 279) or this Act.
16	TITLE I—CUSTODY, RELEASE,
17	FAMILY REUNIFICATION, AND
18	DETENTION
19	SEC. 101. PROCEDURES WHEN ENCOUNTERING UNACCOM-
20	PANIED ALIEN CHILDREN.
21	(a) Unaccompanied Children Found Along the
22	UNITED STATES BORDER OR AT UNITED STATES PORTS
23	of Entry.—
24	(1) In general.—Subject to paragraph (2), if
25	an immigration officer finds an unaccompanied alien

- child who is described in paragraph (2) at a land border or port of entry of the United States and determines that such child is inadmissible under the Immigration and Nationality Act (8 U.S.C. 1101 et seq.), the officer shall— (A) permit such child to withdraw the child's application for admission pursuant to section 235(a)(4) of the Immigration and Na-tionality Act (8 U.S.C. 1225(a)(4)); and (B) return such child to the child's country
 - (B) return such child to the child's country of nationality or country of last habitual residence.
 - (2) Special rule for contiguous countries.—

(A) In General.—Any child who is a national or habitual resident of a country that is contiguous with the United States and that has an agreement in writing with the United States providing for the safe return and orderly repatriation of unaccompanied alien children who are nationals or habitual residents of such country shall be treated in accordance with paragraph (1), if a determination is made on a case-by-case basis that—

1	(i) such child is a national or habitual
2	resident of a country described in this sub-
3	paragraph;
4	(ii) such child does not have a fear of
5	returning to the child's country of nation-
6	ality or country of last habitual residence
7	owing to a fear of persecution;
8	(iii) the return of such child to the
9	child's country of nationality or country of
10	last habitual residence would not endanger
11	the life or safety of such child; and
12	(iv) the child is able to make an inde-
13	pendent decision to withdraw the child's
14	application for admission due to age or
15	other lack of capacity.
16	(B) RIGHT OF CONSULTATION.—Any child
17	described in subparagraph (A) shall have the
18	right, and shall be informed of that right in the
19	child's native language—
20	(i) to consult with a consular officer
21	from the child's country of nationality or
22	country of last habitual residence prior to
23	repatriation; and
24	(ii) to consult, telephonically, with the
25	Office.

1	(3) Rule for apprehensions at the bor
2	DER.—The custody of unaccompanied alien children
3	not described in paragraph (2) who are apprehended
4	at the border of the United States or at a United
5	States port of entry shall be treated in accordance
6	with subsection (b).
7	(b) Care and Custody of Unaccompanied Alien
8	CHILDREN FOUND IN THE INTERIOR OF THE UNITED
9	STATES.—
10	(1) Establishment of Jurisdiction.—
11	(A) In general.—Except as otherwise
12	provided under subparagraphs (B) and (C) and
13	subsection (a), the care and custody of all unac
14	companied alien children, including responsi
15	bility for their detention, where appropriate
16	shall be under the jurisdiction of the Office.
17	(B) Exception for Children who have
18	COMMITTED CRIMES.—Notwithstanding sub
19	paragraph (A), the Directorate shall retain or
20	assume the custody and care of any unaccom
21	panied alien child who—
22	(i) has been charged with any felony
23	excluding offenses proscribed by the Immi
24	oration and Nationality Act (8 USC

1	1101 et seq.), while such charges are pend-
2	ing; or
3	(ii) has been convicted of any such fel-
4	ony.
5	(C) Exception for children who
6	THREATEN NATIONAL SECURITY.—Notwith-
7	standing subparagraph (A), the Directorate
8	shall retain or assume the custody and care of
9	an unaccompanied alien child if the Secretary
10	has substantial evidence, based on an individ-
11	ualized determination, that such child could
12	personally endanger the national security of the
13	United States.
14	(D) Trafficking victims.—For purposes
15	of section 462 of the Homeland Security Act of
16	2002 (6 U.S.C. 279) and this Act, an unaccom-
17	panied alien child who is eligible for services au-
18	thorized under the Victims of Trafficking and
19	Violence Protection Act of 2000 (Public Law
20	106–386), shall be considered to be in the cus-
21	tody of the Office.
22	(2) Notification.—
23	(A) In General.—The Secretary shall
24	promptly notify the Office upon—

1	(i) the apprehension of an unaccom-
2	panied alien child;
3	(ii) the discovery that an alien in the
4	custody of the Directorate is an unaccom-
5	panied alien child;
6	(iii) any claim by an alien in the cus-
7	tody of the Directorate that such alien is
8	under the age of 18; or
9	(iv) any suspicion that an alien in the
10	custody of the Directorate who has claimed
11	to be over the age of 18 is actually under
12	the age of 18.
13	(B) Special rule.—In the case of an
14	alien described in clause (iii) or (iv) of subpara-
15	graph (A), the Director shall make an age de-
16	termination in accordance with section 105 and
17	take whatever other steps are necessary to de-
18	termine whether such alien is eligible for treat-
19	ment under section 462 of the Homeland Secu-
20	rity Act of 2002 (6 U.S.C. 279) or this Act.
21	(3) Transfer of unaccompanied alien
22	CHILDREN.—
23	(A) Transfer to the office.—The care
24	and custody of an unaccompanied alien child
25	shall be transferred to the Office—

1	(i) in the case of a child not described
2	in subparagraph (B) or (C) of paragraph
3	(1), not later than 72 hours after a deter-
4	mination is made that such child is an un-
5	accompanied alien child;
6	(ii) in the case of a child whose cus-
7	tody and care has been retained or as-
8	sumed by the Directorate pursuant to sub-
9	paragraph (B) or (C) of paragraph (1),
10	immediately following a determination that
11	the child no longer meets the description
12	set forth in such subparagraphs; or
13	(iii) in the case of a child who was
14	previously released to an individual or enti-
15	ty described in section 102(a)(1), upon a
16	determination by the Director that such in-
17	dividual or entity is no longer able to care
18	for the child.
19	(B) Transfer to the directorate.—
20	Upon determining that a child in the custody of
21	the Office is described in subparagraph (B) or
22	(C) of paragraph (1), the Director shall trans-
23	fer the care and custody of such child to the

Directorate.

(C) Promptness of Transfer.—In the
event of a need to transfer a child under this
paragraph, the sending office shall make
prompt arrangements to transfer such child and
the receiving office shall make prompt arrange-
ments to receive such child.
(c) Age Determinations.—In any case in which
the age of an alien is in question and the resolution of
questions about the age of such alien would affect the
alien's eligibility for treatment under section 462 of the
Homeland Security Act of 2002 (6 U.S.C. 279) or this
Act, a determination of whether or not such alien meets
such age requirements shall be made by the Director in
accordance with section 105.
SEC. 102. FAMILY REUNIFICATION FOR UNACCOMPANIED
ALIEN CHILDREN WITH RELATIVES IN THE
UNITED STATES.
(a) Placement Authority.—
(1) Order of preference.—Subject to the
discretion of the Director under paragraph (4), sec-
tion 103(a)(2), and section 462(b)(2) of the Home-
land Security Act of 2002 (6 U.S.C. 279(b)(2)), an
unaccompanied alien child in the custody of the Of-

fice shall be promptly placed with 1 of the following

1	individuals or entities in the following order of pref-
2	erence:
3	(A) A parent who seeks to establish cus-
4	tody, as described in paragraph (3)(A).
5	(B) A legal guardian who seeks to estab-
6	lish custody, as described in paragraph (3)(A).
7	(C) An adult relative.
8	(D) An individual or entity designated by
9	the parent or legal guardian that is capable and
10	willing to care for the well-being of the child.
11	(E) A State-licensed juvenile shelter, group
12	home, or foster care program willing to accept
13	physical custody of the child.
14	(F) A qualified adult or entity seeking cus-
15	tody of the child when it appears that there is
16	no other likely alternative to long-term deten-
17	tion and family reunification does not appear to
18	be a reasonable alternative. For purposes of
19	this subparagraph, the Office shall decide who
20	is a qualified adult or entity and promulgate
21	regulations in accordance with such decision.
22	(2) Suitability assessment.—Notwith-
23	standing paragraph (1), no unaccompanied alien
24	child shall be placed with a person or entity unless
25	a valid suitability assessment conducted by an agen-

1	cy of the State of the child's proposed residence, by
2	an agency authorized by that State to conduct such
3	an assessment, or by an appropriate voluntary agen-
4	cy contracted with the Office to conduct such assess-
5	ments, has found that the person or entity is capable
6	of providing for the child's physical and mental well-
7	being.
8	(3) Right of parent or legal guardian to
9	CUSTODY OF UNACCOMPANIED ALIEN CHILD.—
10	(A) PLACEMENT WITH PARENT OR LEGAL
11	GUARDIAN.—If an unaccompanied alien child is
12	placed with any person or entity other than a
13	parent or legal guardian, and subsequent to
14	that placement a parent or legal guardian seeks
15	to establish custody, the Director shall—
16	(i) assess the suitability of placing the
17	child with the parent or legal guardian;
18	and
19	(ii) make a written determination on
20	the child's placement within 30 days.
21	(B) Rule of Construction.—Nothing in
22	this Act shall be construed to—
23	(i) supersede obligations under any
24	treaty or other international agreement to
25	which the United States is a party, includ-

1	ing The Hague Convention on the Civil As-
2	pects of International Child Abduction, the
3	Vienna Declaration and Program of Ac-
4	tion, and the Declaration of the Rights of
5	the Child; or
6	(ii) limit any right or remedy under
7	such international agreement.
8	(4) Protection from smugglers and traf-
9	FICKERS.—
10	(A) Policies and programs.—
11	(i) In General.—The Director shall
12	establish policies and programs to ensure
13	that unaccompanied alien children are pro-
14	tected from smugglers, traffickers, or other
15	persons seeking to victimize or otherwise
16	engage such children in criminal, harmful,
17	or exploitative activity.
18	(ii) Witness protection programs
19	included.—Programs established pursu-
20	ant to clause (i) may include witness pro-
21	tection programs.
22	(B) Criminal investigations and pros-
23	ECUTIONS.—Any officer or employee of the Of-
24	fice or the Department of Homeland Security,
25	and any grantee or contractor of the Office,

who suspects any individual of involvement in any activity described in subparagraph (A) shall report such individual to Federal or State prosecutors for criminal investigation and prosecution.

- (C) DISCIPLINARY ACTION.—Any officer or employee of the Office or the Department of Homeland Security, and any grantee or contractor of the Office, who suspects an attorney of involvement in any activity described in subparagraph (A) shall report the individual to the State bar association of which the attorney is a member, or to other appropriate disciplinary authorities, for appropriate disciplinary action, which may include private or public admonition or censure, suspension, or disbarment of the attorney from the practice of law.
- (5) Grants and contracts.—The Director may award grants to, and enter into contracts with, voluntary agencies to carry out this section or section 462 of the Homeland Security Act of 2002 (6 U.S.C. 279).
- (6) REIMBURSEMENT OF STATE EXPENSES.—
 The Director may reimburse States for any expenses they incur in providing assistance to unaccompanied

- 1 alien children who are served pursuant to this Act
- 2 or section 462 of the Homeland Security Act of
- 3 2002 (6 U.S.C. 279).
- 4 (b) Confidentiality.—All information obtained by
- 5 the Office relating to the immigration status of a person
- 6 described in subparagraphs (A), (B), and (C) of sub-
- 7 section (a)(1) shall remain confidential and may be used
- 8 only for the purposes of determining such person's quali-
- 9 fications under subsection (a)(1).
- 10 (c) REQUIRED DISCLOSURE.—The Secretary of
- 11 Health and Human Services or the Secretary of Homeland
- 12 Security shall provide the information furnished under
- 13 this section, and any other information derived from such
- 14 furnished information, to—
- 15 (1) a duly recognized law enforcement entity in
- 16 connection with an investigation or prosecution of an
- offense described in paragraph (2) or (3) of section
- 18 212(a) of the Immigration and Nationality Act (8
- 19 U.S.C. 1182(a)), when such information is requested
- in writing by such entity; or
- 21 (2) an official coroner for purposes of affirma-
- tively identifying a deceased individual (whether or
- 23 not such individual is deceased as a result of a
- crime).

1	(d) Penalty.—Whoever knowingly uses, publishes,
2	or permits information to be examined in violation of this
3	section shall be fined not more than \$10,000.
4	SEC. 103. APPROPRIATE CONDITIONS FOR DETENTION OF
5	UNACCOMPANIED ALIEN CHILDREN.
6	(a) Standards for Placement.—
7	(1) Prohibition of Detention in Certain
8	FACILITIES.—Except as provided in paragraph (2),
9	an unaccompanied alien child shall not be placed in
10	an adult detention facility or a facility housing delin-
11	quent children.
12	(2) Detention in appropriate facilities.—
13	An unaccompanied alien child who has exhibited a
14	violent or criminal behavior that endangers others
15	may be detained in conditions appropriate to such
16	behavior in a facility appropriate for delinquent chil-
17	dren.
18	(3) State licensure.—A child shall not be
19	placed with an entity described in section
20	102(a)(1)(E), unless the entity is licensed by an ap-
21	propriate State agency to provide residential, group,
22	child welfare, or foster care services for dependent
23	children.
24	(4) Conditions of Detention.—

1	(A) IN GENERAL.—The Director and the
2	Secretary of Homeland Security shall promul-
3	gate regulations incorporating standards for
4	conditions of detention in such placements that
5	provide for—
6	(i) educational services appropriate to
7	the child;
8	(ii) medical care;
9	(iii) mental health care, including
10	treatment of trauma, physical and sexual
11	violence, or abuse;
12	(iv) access to telephones;
13	(v) access to legal services;
14	(vi) access to interpreters;
15	(vii) supervision by professionals
16	trained in the care of children, taking into
17	account the special cultural, linguistic, and
18	experiential needs of children in immigra-
19	tion proceedings;
20	(viii) recreational programs and activi-
21	ties;
22	(ix) spiritual and religious needs; and
23	(x) dietary needs.
24	(B) Notification of Children.—Regu-
25	lations promulgated under subparagraph (A)

1	shall provide that all children are notified of
2	such standards orally and in writing in the
3	child's native language.
4	(b) Prohibition of Certain Practices.—The Di-
5	rector and the Secretary shall develop procedures prohib-
6	iting the unreasonable use of—
7	(1) shackling, handcuffing, or other restraints
8	on children;
9	(2) solitary confinement; or
10	(3) pat or strip searches.
11	(c) Rule of Construction.—Nothing in this sec-
12	tion shall be construed to supersede procedures favoring
13	release of children to appropriate adults or entities or
14	placement in the least secure setting possible, as defined
15	in the Stipulated Settlement Agreement under Flores v.
16	Reno.
17	SEC. 104. REPATRIATED UNACCOMPANIED ALIEN CHIL-
18	DREN.
19	(a) Country Conditions.—
20	(1) Sense of congress.—It is the sense of
21	Congress that, to the extent consistent with the trea-
22	ties and other international agreements to which the
23	United States is a party, and to the extent prac-
24	ticable, the United States Government should under-
25	take efforts to ensure that it does not renatriate

children in its custody into settings that would threaten the life and safety of such children.

(2) Assessment of conditions.—

- (A) IN GENERAL.—The annual Country
 Reports on Human Rights Practices published
 by the Department of State shall contain an assessment of the degree to which each country
 protects children from smugglers and traffickers.
- 10 (B) Factors for assessment.—The Di11 rectorate shall consult the Country Reports on
 12 Human Rights Practices and the Trafficking in
 13 Persons Report in assessing whether to repa14 triate an unaccompanied alien child to a par15 ticular country.
- 16 (b) Report on Repatriation of Unaccompanied17 Alien Children.—
- 18 (1) IN GENERAL.—Not later than 18 months
 19 after the date of enactment of this Act, and annually
 20 thereafter, the Secretary shall submit a report to the
 21 Committee on the Judiciary of the Senate and the
 22 Committee on the Judiciary of the House of Rep23 resentatives on efforts to repatriate unaccompanied
 24 alien children.

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1	(2) Contents.—The report submitted under
2	paragraph (1) shall include—
3	(A) the number of unaccompanied alien
4	children ordered removed and the number of
5	such children actually removed from the United
6	States;
7	(B) a description of the type of immigra-
8	tion relief sought and denied to such children;
9	(C) a statement of the nationalities, ages,
10	and gender of such children;
11	(D) a description of the procedures used to
12	effect the removal of such children from the
13	United States;
14	(E) a description of steps taken to ensure
15	that such children were safely and humanely re-
16	patriated to their country of origin; and
17	(F) any information gathered in assess-
18	ments of country and local conditions pursuant
19	to subsection $(a)(2)$.
20	SEC. 105. ESTABLISHING THE AGE OF AN UNACCOMPANIED
21	ALIEN CHILD.
22	(a) Procedures.—
23	(1) In general.—The Director shall develop
24	procedures to make a prompt determination of the
25	age of an alien in the custody of the Department of

- 1 Homeland Security or the Office, when the age of 2 the alien is at issue.
 - (2) EVIDENCE.—The procedures developed under paragraph (1) shall—
- (A) permit the presentation of multiple forms of evidence, including testimony of the child, to determine the age of the unaccompanied alien for purposes of placement, custody, parole, and detention; and
- 10 (B) allow the appeal of a determination to an immigration judge.
- 12 (3) Access to alien.—The Secretary of
 13 Homeland Security shall permit the Office to have
 14 reasonable access to aliens in the custody of the Sec15 retary so as to ensure a prompt determination of the
 16 age of such alien.
- 17 (b) Prohibition on Sole Means of Determining
- 18 Age.—Radiographs or the attestation of an alien shall not
- 19 be used as the sole means of determining age for the pur-
- 20 poses of determining an alien's eligibility for treatment
- 21 under this Act or section 462 of the Homeland Security
- 22 Act of 2002 (6 U.S.C. 279).
- 23 (c) Rule of Construction.—Nothing in this sec-
- 24 tion shall be construed to place the burden of proof in
- 25 determining the age of an alien on the government.

1	SEC. 106. EFFECTIVE DATE.
2	This title shall take effect on the date which is 90
3	days after the date of enactment of this Act.
4	TITLE II—ACCESS BY UNACCOM-
5	PANIED ALIEN CHILDREN TO
6	GUARDIANS AD LITEM AND
7	COUNSEL
8	SEC. 201. GUARDIANS AD LITEM.
9	(a) Establishment of Guardian Ad Litem Pro-
10	GRAM.—
11	(1) Appointment.—The Director may appoint
12	a guardian ad litem, who meets the qualifications
13	described in paragraph (2), for an unaccompanied
14	alien child. The Director is encouraged, wherever
15	practicable, to contract with a voluntary agency for
16	the selection of an individual to be appointed as a
17	guardian ad litem under this paragraph.
18	(2) QUALIFICATIONS OF GUARDIAN AD
19	LITEM.—
20	(A) In general.—No person shall serve
21	as a guardian ad litem unless such person—
22	(i) is a child welfare professional or
23	other individual who has received training
24	in child welfare matters; and

1	(ii) possesses special training on the
2	nature of problems encountered by unac-
3	companied alien children.
4	(B) Prohibition.—A guardian ad litem
5	shall not be an employee of the Directorate, the
6	Office, or the Executive Office for Immigration
7	Review.
8	(3) Duties.—The guardian ad litem shall—
9	(A) conduct interviews with the child in a
10	manner that is appropriate, taking into account
11	the child's age;
12	(B) investigate the facts and circumstances
13	relevant to the child's presence in the United
14	States, including facts and circumstances—
15	(i) arising in the country of the child's
16	nationality or last habitual residence; and
17	(ii) arising subsequent to the child's
18	departure from such country;
19	(C) work with counsel to identify the
20	child's eligibility for relief from removal or vol-
21	untary departure by sharing with counsel infor-
22	mation collected under subparagraph (B);
23	(D) develop recommendations on issues
24	relative to the child's custody, detention, re-
25	lease, and repatriation;

1	(E) take reasonable steps to ensure that—
2	(i) the best interests of the child are
3	promoted while the child participates in, or
4	is subject to, proceedings or matters under
5	the Immigration and Nationality Act (8
6	U.S.C. 1101 et seq.);
7	(ii) the child understands the nature
8	of the legal proceedings or matters and de-
9	terminations made by the court, and that
10	all information is conveyed to the child in
11	an age-appropriate manner; and
12	(F) report factual findings relating to—
13	(i) information collected under sub-
14	paragraph (B);
15	(ii) the care and placement of the
16	child during the pendency of the pro-
17	ceedings or matters; and
18	(iii) any other information collected
19	under subparagraph (D).
20	(4) TERMINATION OF APPOINTMENT.—The
21	guardian ad litem shall carry out the duties de-
22	scribed in paragraph (3) until the earliest of the
23	date on which—
24	(A) those duties are completed;
25	(B) the child departs the United States:

1	(C) the child is granted permanent resi-
2	dent status in the United States;
3	(D) the child attains the age of 18; or
4	(E) the child is placed in the custody of a
5	parent or legal guardian.
6	(5) Powers.—The guardian ad litem—
7	(A) shall have reasonable access to the
8	child, including access while such child is being
9	held in detention or in the care of a foster fam-
10	ily;
11	(B) shall be permitted to review all records
12	and information relating to such proceedings
13	that are not deemed privileged or classified;
14	(C) may seek independent evaluations of
15	the child;
16	(D) shall be notified in advance of all hear-
17	ings or interviews involving the child that are
18	held in connection with proceedings or matters
19	under the Immigration and Nationality Act (8
20	U.S.C. 1101 et seq.), and shall be given a rea-
21	sonable opportunity to be present at such hear-
22	ings or interviews;
23	(E) shall be permitted to consult with the
24	child during any hearing or interview involving
25	such child; and

1	(F) shall be provided at least 24 hours ad-
2	vance notice of a transfer of that child to a dif-
3	ferent placement, absent compelling and un-
4	usual circumstances warranting the transfer of
5	such child before such notification.
6	(b) Training.—
7	(1) In general.—The Director shall provide
8	professional training for all persons serving as
9	guardians ad litem under this section.
10	(2) Training topics.—The training provided
11	under paragraph (1) shall include training in—
12	(A) the circumstances and conditions that
13	unaccompanied alien children face; and
14	(B) various immigration benefits for which
15	such alien child might be eligible.
16	(c) Pilot Program.—
17	(1) In general.—Not later than 180 days
18	after the date of enactment of this Act, the Director
19	shall establish and begin to carry out a pilot pro-
20	gram to test the implementation of subsection (a).
21	(2) Purpose.—The purpose of the pilot pro-
22	gram established under paragraph (1) is to—
23	(A) study and assess the benefits of pro-
24	viding guardians ad litem to assist unaccom-

1	panied alien children involved in immigration
2	proceedings or matters;
3	(B) assess the most efficient and cost-ef-
4	fective means of implementing the guardian ad
5	litem provisions in this section; and
6	(C) assess the feasibility of implementing
7	such provisions on a nationwide basis for all un-
8	accompanied alien children in the care of the
9	Office.
10	(3) Scope of Program.—
11	(A) Selection of site.—The Director
12	shall select 3 sites in which to operate the pilot
13	program established under paragraph (1).
14	(B) Number of Children.—To the
15	greatest extent possible, each site selected
16	under subparagraph (A) should have at least 25
17	children held in immigration custody at any
18	given time.
19	(4) Report to congress.—Not later than 1
20	year after the date on which the first pilot program
21	site is established under paragraph (1), the Director
22	shall submit a report on the achievement of the pur-
23	poses described in paragraph (2) to the Committee
24	on the Judiciary of the Senate and the Committee

on the Judiciary of the House of Representatives.

1	SEC. 202. COUNSEL.
2	(a) Access to Counsel.—
3	(1) In general.—The Director should ensure
4	that all unaccompanied alien children in the custody
5	of the Office or the Directorate, who are not de
6	scribed in section 101(a)(2), have competent counse
7	to represent them in immigration proceedings of
8	matters.
9	(2) Pro bono representation.—To the max
10	imum extent practicable, the Director should—
11	(A) make every effort to utilize the services
12	of competent pro bono counsel who agree to
13	provide representation to such children without
14	charge; and
15	(B) ensure that placements made under
16	subparagraphs (D), (E), and (F) of section
17	102(a)(1) are in cities where there is a dem
18	onstrated capacity for competent pro bono rep
19	resentation.
20	(3) Development of Necessary Infra
21	STRUCTURES AND SYSTEMS.—In ensuring that legal
22	representation is provided to unaccompanied alier
23	children, the Director shall develop the necessary
24	mechanisms to identify entities available to provide

such legal assistance and representation and to re-

cruit such entities.

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1	(4)	CONTRACTING	AND	GRANT	MAKING	AU-
2	THORITY.—					

- (A) In General.—The Director shall enter into contracts with, or award grants to, nonprofit agencies with relevant expertise in the delivery of immigration-related legal services to children in order to carry out the responsibilities of this Act, including providing legal orientation, screening cases for referral, recruiting, training, and overseeing pro bono attorneys.
- (B) Subcontracting.—Nonprofit agencies may enter into subcontracts with, or award grants to, private voluntary agencies with relevant expertise in the delivery of immigration-related legal services to children in order to carry out this subsection.
- (C) Considerations regarding grants and entering into contracts with agencies under this paragraph, the Director shall take into consideration the capacity of the agencies in question to properly administer the services covered by such grants or contracts without an undue conflict of interest.

1	(5) Model guidelines on legal represen-
2	TATION OF CHILDREN.—

- (A) DEVELOPMENT OF GUIDELINES.—The Executive Office for Immigration Review, in consultation with voluntary agencies and national experts, shall develop model guidelines for the legal representation of alien children in immigration proceedings. Such guidelines shall be based on the children's asylum guidelines, the American Bar Association Model Rules of Professional Conduct, and other relevant domestic or international sources.
- (B) Purpose of Guidelines.—The guidelines developed under subparagraph (A) shall be designed to help protect each child from any individual suspected of involvement in any criminal, harmful, or exploitative activity associated with the smuggling or trafficking of children, while ensuring the fairness of the removal proceeding in which the child is involved.
- (C) Implementation.—The Executive Office for Immigration Review shall adopt the guidelines developed under subparagraph (A) and submit the guidelines for adoption by national, State, and local bar associations.

(b) Duties.—Counsel shall—

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- 2 (1) represent the unaccompanied alien child in 3 all proceedings and matters relating to the immigra-4 tion status of the child or other actions involving the 5 Directorate;
 - (2) appear in person for all individual merits hearings before the Executive Office for Immigration Review and interviews involving the Directorate; and
 - (3) owe the same duties of undivided loyalty, confidentiality, and competent representation to the child as is due an adult client.

(c) Access to Child.—

- (1) IN GENERAL.—Counsel shall have reasonable access to the unaccompanied alien child, including access while the child is being held in detention, in the care of a foster family, or in any other setting that has been determined by the Office.
- (2) RESTRICTION ON TRANSFERS.—Absent compelling and unusual circumstances, no child who is represented by counsel shall be transferred from the child's placement to another placement unless advance notice of at least 24 hours is made to counsel of such transfer.
- 24 (d) Notice to Counsel During Immigration 25 Proceedings.—

- 1 (1) In general.—Except when otherwise re2 quired in an emergency situation involving the phys3 ical safety of the child, counsel shall be given prompt
 4 and adequate notice of all immigration matters af5 feeting or involving an unaccompanied alien child,
 6 including adjudications, proceedings, and processing,
- 7 before such actions are taken.
- 8 (2) OPPORTUNITY TO CONSULT WITH COUN-9 SEL.—An unaccompanied alien child in the custody 10 of the Office may not give consent to any immigra-11 tion action, including consenting to voluntary depar-12 ture, unless first afforded an opportunity to consult 13 with counsel.
- (e) Access to Recommendations of Guardian
- 15 AD LITEM.—Counsel shall be given an opportunity to re-
- 16 view the recommendation by the guardian ad litem affect-
- 17 ing or involving a client who is an unaccompanied alien
- 18 child.
- 19 (f) Counsel for Unaccompanied Alien Chil-
- 20 Dren.—Nothing in this Act requires the United States to
- 21 pay for counsel to any unaccompanied alien child.
- 22 SEC. 203. EFFECTIVE DATE; APPLICABILITY.
- 23 (a) Effective Date.—This title shall take effect
- 24 180 days after the date of enactment of this Act.

1	(b) Applicability.—The provisions of this title shall
2	apply to all unaccompanied alien children in Federal cus-
3	tody on, before, or after the effective date of this title.
4	TITLE III—STRENGTHENING
5	POLICIES FOR PERMANENT
6	PROTECTION OF ALIEN CHIL-
7	DREN
8	SEC. 301. SPECIAL IMMIGRANT JUVENILE VISA.
9	(a) J VISA.—Section 101(a)(27)(J) of the Immigra-
10	tion and Nationality Act (8 U.S.C. 1101(a)(27)(J)) is
11	amended to read as follows:
12	"(J) an immigrant, who is 18 years of age or
13	younger on the date of application and who is
14	present in the United States—
15	"(i) who by a court order, which shall be
16	binding on the Secretary of Homeland Security
17	for purposes of adjudications under this sub-
18	paragraph, was declared dependent on a juve-
19	nile court located in the United States or whom
20	such a court has legally committed to, or placed
21	under the custody of, a department or agency
22	of a State, or an individual or entity appointed
23	by a State or juvenile court located in the
24	United States, due to abuse, neglect, abandon-
25	ment, or a similar basis found under State law;

"(ii) for whom it has been determined in 1 2 administrative or judicial proceedings that it would not be in the alien's best interest to be 3 4 returned to the alien's or parent's previous 5 country of nationality or country of last habit-6 ual residence; and "(iii) with respect to a child in Federal 7 8 custody, for whom the Office of Refugee Reset-9 tlement of the Department of Health and 10 Human Services has certified to the Director of 11 the Bureau of Citizenship and Immigration 12 Services that the classification of an alien as a 13 special immigrant under this subparagraph has 14 not been made solely to provide an immigration 15 benefit to that alien, 16 except that no natural parent or prior adoptive par-17 ent of any alien provided special immigrant status 18 under this subparagraph shall thereafter, by virtue 19 of such parentage, be accorded any right, privilege, 20 or status under this Act;". 21 (b) ADJUSTMENT OF STATUS.—Section 245(h)(2)(A) 22 of the Immigration and Nationality Act (8 U.S.C. 23 1255(h)(2)(A)) is amended to read as follows: "(A) paragraphs (4), (5)(A), (6)(A), and 24 (7) of section 212(a) shall not apply; and". 25

- 1 (c) Eligibility for Assistance.—A child who has
- 2 been granted relief under section 101(a)(27)(J) of the Im-
- 3 migration and Nationality Act (8 U.S.C. 1101(a)(27)(J)),
- 4 shall be eligible for all funds made available under section
- 5 412(d) of that Act (8 U.S.C. 1522(d)) until such time as
- 6 the child attains the age designated in section
- 7 412(d)(2)(B) of that Act (8 U.S.C. 1522(d)(2)(B)), or
- 8 until the child is placed in a permanent adoptive home,
- 9 whichever occurs first.
- 10 (d) Transition Rule.—Notwithstanding any other
- 11 provision of law, any child described in section
- 12 101(a)(27)(J) of the Immigration and Nationality Act (8
- 13 U.S.C. 1101(a)(27)(J)) who filed an application for a visa
- 14 before the date of enactment of this Act and who was 19,
- 15 20, or 21 years of age on the date such application was
- 16 filed shall not be denied a visa after the date of enactment
- 17 of this Act because of such alien's age.
- 18 SEC. 302. TRAINING FOR OFFICIALS AND CERTAIN PRIVATE
- 19 PARTIES WHO COME INTO CONTACT WITH
- 20 UNACCOMPANIED ALIEN CHILDREN.
- 21 (a) Training of State and Local Officials and
- 22 CERTAIN PRIVATE PARTIES.—
- 23 (1) IN GENERAL.—The Secretary of Health and
- 24 Human Services, acting jointly with the Secretary,
- shall provide appropriate training to State and coun-

- ty officials, child welfare specialists, teachers, public
 counsel, and juvenile judges who come into contact
 with unaccompanied alien children.
- 4 (2) CURRICULUM.—The training shall provide 5 education on the processes pertaining to unaccom-6 panied alien children with pending immigration sta-7 tus and on the forms of relief potentially available. 8 The Director shall be responsible for establishing a 9 core curriculum that can be incorporated into edu-10 cation, training, or orientation modules or formats 11 that are currently used by these professionals.
- 12 (b) Training of Directorate Personnel.—The Secretary, acting jointly with the Secretary of Health and Human Services, shall provide specialized training to all 14 15 personnel of the Directorate who come into contact with unaccompanied alien children. Training for Border Patrol 16 17 agents and immigration inspectors shall include specific training on identifying children at the United States bor-18 ders or at United States ports of entry who have been 19 victimized by smugglers or traffickers, and children for 21 whom asylum or special immigrant relief may be appropriate, including children described in section 101(a)(2).
- 23 **SEC. 303. REPORT.**
- Not later than 1 year after the date of enactment 25 of this Act, and annually thereafter, the Secretary of

1	Health and Human Services shall submit a report for the
2	previous fiscal year to the Committee on the Judiciary of
3	the Senate and the Committee on the Judiciary of the
4	House of Representatives that contains—
5	(1) data related to the implementation of sec-
6	tion 462 of the Homeland Security Act (6 U.S.C.
7	279);
8	(2) data regarding the care and placement of
9	children in accordance with this Act;
10	(3) data regarding the provision of guardian ad
11	litem and counsel services under this Act; and
12	(4) any other information that the Director or
13	the Secretary of Health and Human Services deter-
14	mines to be appropriate.
15	SEC. 304. EFFECTIVE DATE.
16	The amendment made by section 301 shall apply to
17	all aliens who were in the United States before, on, or
18	after the date of enactment of this Act.
19	TITLE IV—CHILDREN REFUGEE
20	AND ASYLUM SEEKERS
21	SEC. 401. GUIDELINES FOR CHILDREN'S ASYLUM CLAIMS.
22	(a) Sense of Congress.—Congress commends the
23	Immigration and Naturalization Service for its issuance
24	of its "Guidelines for Children's Asylum Claims", dated
25	December 1998, and encourages and supports the imple-

- 1 mentation of such guidelines by the Immigration and Nat-
- 2 uralization Service (and its successor entities) in an effort
- 3 to facilitate the handling of children's asylum claims. Con-
- 4 gress calls upon the Executive Office for Immigration Re-
- 5 view of the Department of Justice to adopt the "Guide-
- 6 lines for Children's Asylum Claims" in its handling of chil-
- 7 dren's asylum claims before immigration judges and the
- 8 Board of Immigration Appeals.
- 9 (b) Training.—The Secretary shall provide periodic
- 10 comprehensive training under the "Guidelines for Chil-
- 11 dren's Asylum Claims' to asylum officers, immigration
- 12 judges, members of the Board of Immigration Appeals,
- 13 and immigration officers who have contact with children
- 14 in order to familiarize and sensitize such officers to the
- 15 needs of children asylum seekers. Voluntary agencies shall
- 16 be allowed to assist in such training.
- 17 SEC. 402. UNACCOMPANIED REFUGEE CHILDREN.
- 18 (a) Identifying Unaccompanied Refugee Chil-
- 19 DREN.—Section 207(e) of the Immigration and Nation-
- 20 ality Act (8 U.S.C. 1157(e)) is amended—
- 21 (1) by redesignating paragraphs (3), (4), (5),
- 22 (6), and (7) as paragraphs (4), (5), (6), (7), and
- 23 (8), respectively; and
- 24 (2) by inserting after paragraph (2) the fol-
- lowing:

1	"(3) An analysis of the worldwide situation
2	faced by unaccompanied refugee children, by region,
3	which shall include an assessment of—
4	"(A) the number of unaccompanied refugee
5	children, by region;
6	"(B) the capacity of the Department of
7	State to identify such refugees;
8	"(C) the capacity of the international com-
9	munity to care for and protect such refugees;
10	"(D) the capacity of the voluntary agency
11	community to resettle such refugees in the
12	United States;
13	"(E) the degree to which the United States
14	plans to resettle such refugees in the United
15	States in the coming fiscal year; and
16	"(F) the fate that will befall such unac-
17	companied refugee children for whom resettle-
18	ment in the United States is not possible.".
19	(b) Training on the Needs of Unaccompanied
20	Refugee Children.—Section 207(f)(2) of the Immigra-
21	tion and Nationality Act (8 U.S.C. 1157(f)(2)) is amended
22	by—
23	(1) striking "and" after "countries,"; and

1	(2) inserting before the period at the end the
2	following: ", and instruction on the needs of unac-
3	companied refugee children".
4	SEC. 403. EXCEPTIONS FOR UNACCOMPANIED ALIEN CHIL-
5	DREN IN ASYLUM AND REFUGEE-LIKE CIR-
6	CUMSTANCES.
7	(a) Placement in Removal Proceedings.—Any
8	unaccompanied alien child apprehended by the Direc-
9	torate, except for an unaccompanied alien child subject to
10	exceptions under paragraph (1)(A) or (2) of section
11	(101)(a), shall be placed in removal proceedings under sec-
12	tion 240 of the Immigration and Nationality Act (8 U.S.C.
13	1229a).
14	(b) Exception From Time Limit for Filing Asy-
15	LUM APPLICATION.—Section 208(a)(2) of the Immigra-
16	tion and Nationality Act (8 U.S.C. 1158(a)(2)) is amend-
17	ed by adding at the end the following:
18	"(E) Applicability.—Subparagraphs (A)
19	and (B) shall not apply to an unaccompanied
20	alien child as defined in section 101(a)(51).".
21	TITLE V—AUTHORIZATION OF
22	APPROPRIATIONS
23	SEC. 501. AUTHORIZATION OF APPROPRIATIONS.
24	(a) In General.—There are authorized to be appro-
25	priated to the Department of Homeland Security, the De-

1	partment of Justice, and the Department of Health and
2	Human Services, such sums as may be necessary to carry
3	out—
4	(1) the provisions of section 462 of the Home-
5	land Security Act of 2002 (6 U.S.C. 279); and
6	(2) the provisions of this Act.
7	(b) Availability of Funds.—Amounts appro-
8	priated pursuant to subsection (a) shall remain available
9	until expended.
10	TITLE VI—AMENDMENTS TO THE
11	HOMELAND SECURITY ACT
12	OF 2002
13	SEC. 601. ADDITIONAL RESPONSIBILITIES AND POWERS OF
14	THE OFFICE OF REFUGEE RESETTLEMENT
15	WITH RESPECT TO UNACCOMPANIED ALIEN
16	CHILDREN.
17	(a) Additional Responsibilities of the Direc-
18	TOR.—Section 462(b)(1) of the Homeland Security Act of
19	2002 (6 U.S.C. 279(b)(1)) is amended—
20	(1) in subparagraph (K), by striking "and" at
21	the end;
22	(2) in subparagraph (L), by striking the period
23	at the end and inserting ", including regular follow-
24	up visits to such facilities, placements, and other en-

1	tities, to assess the continued suitability of such
2	placements; and"; and
3	(3) by adding at the end the following:
4	"(M) ensuring minimum standards of care
5	for all unaccompanied alien children—
6	"(i) for whom detention is necessary;
7	and
8	"(ii) who reside in settings that are
9	alternative to detention.".
10	(b) Additional Powers of the Director.—Sec-
11	tion 462(b) of the Homeland Security Act of 2002 (6
12	U.S.C. 279(b)) is amended by adding at the end the fol-
13	lowing:
14	"(4) Authority.—In carrying out the duties
15	under paragraph (3), the Director is authorized to—
16	"(A) contract with service providers to per-
17	form the services described in sections 102,
18	103, 201, and 202 of the Unaccompanied Alien
19	Child Protection Act of 2005; and
20	"(B) compel compliance with the terms
21	and conditions set forth in section 103 of the
22	Unaccompanied Alien Child Protection Act of
23	2005, including the power to—
24	"(i) declare providers to be in breach
25	and seek damages for noncompliance;

1	"(ii) terminate the contracts of pro-
2	viders that are not in compliance with such
3	conditions; and
4	"(iii) reassign any unaccompanied
5	alien child to a similar facility that is in
6	compliance with such section.".
7	SEC. 602. TECHNICAL CORRECTIONS.
8	Section 462(b) of the Homeland Security Act of 2002
9	(6 U.S.C. 279(b)), as amended by section 601, is amend-
10	ed—
11	(1) in paragraph (3), by striking "paragraph
12	(1)(G)" and inserting "paragraph (1)"; and
13	(2) by adding at the end the following:
14	"(5) Statutory Construction.—Nothing in
15	paragraph (2)(B) may be construed to require that
16	a bond be posted for unaccompanied alien children
17	who are released to a qualified sponsor.".
18	SEC. 603. EFFECTIVE DATE.
19	The amendments made by this title shall take effect
20	as if included in the Homeland Security Act of 2002 (6
21	U.S.C. 101 et seq.).

Calendar No. 74

109TH CONGRESS S. 119

A BILL

To provide for the protection of unaccompanied alien children, and for other purposes.

 $\begin{array}{c} \text{April } 14,\,2005 \\ \text{Reported with an amendment} \end{array}$