105TH CONGRESS 2D SESSION

H.R.3904

To amend the Immigration and Nationality Act to improve the administrative structure for carrying out the immigration laws in accordance with the recommendations of the United States Commission on Immigration Reform.

IN THE HOUSE OF REPRESENTATIVES

May 20, 1998

Mr. Rogers introduced the following bill; which was referred to the Committee on the Judiciary

A BILL

To amend the Immigration and Nationality Act to improve the administrative structure for carrying out the immigration laws in accordance with the recommendations of the United States Commission on Immigration Reform.

- 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 "Immigration Reform and Improvements Act of 1998".
- 6 (b) Table of Contents.—The table of contents of
- 7 this Act is as follows:

- Sec. 1. Short title; table of contents.
- Sec. 2. Activities within Department of Justice.
- Sec. 3. Activities within Department of State.
- Sec. 4. Activities within Department of Labor.
- Sec. 5. Consolidation of review activities within an independent Agency for Immigration Review.
- Sec. 6. Conforming provisions.
- Sec. 7. Effective date; transition.

1 SEC. 2. ACTIVITIES WITHIN DEPARTMENT OF JUSTICE.

- 2 (a) Abolition of INS.—The Immigration and Nat-
- 3 uralization Service and the office of Commissioner of Im-
- 4 migration and Naturalization are abolished.
- 5 (b) Consolidation of Border Patrol, Inspec-
- 6 TIONS, INVESTIGATIONS, AND REMOVAL AND RELATED
- 7 Enforcement Functions Within a Bureau of Immi-
- 8 GRATION ENFORCEMENT.—Title I of the Immigration and
- 9 Nationality Act is amended—
- 10 (1) by inserting the following after the heading
- 11 to the title:
- 12 "CHAPTER 1—DEFINITIONS AND GENERAL
- AUTHORITIES"; and
- 14 (2) by adding at the end the following new
- chapter:

1	"Chapter 2—Administration of Immigration
2	System
3	"IMMIGRATION ENFORCEMENT THROUGH A BUREAU FOR
4	IMMIGRATION ENFORCEMENT IN DEPARTMENT OF
5	JUSTICE
6	"Sec. 111. (a) Establishment of Bureau.—
7	There is hereby established in the Department of Justice
8	the Bureau for Immigration Enforcement.
9	"(b) Director.—
10	"(1) Appointment.—The head of such Bureau
11	shall be the Director for Immigration Enforcement,
12	who—
13	"(A) shall be appointed by the President,
14	by and with the advice and consent of the Sen-
15	ate, for a term of 5 years; and
16	"(B) shall report directly to the Attorney
17	General.
18	"(2) Compensation.—The Director shall be
19	paid at the rate of basic pay payable for level II of
20	the Executive Schedule.
21	"(c) Functions.—
22	"(1) In general.—The Bureau shall perform
23	functions under the immigration laws relating to the
24	following:
25	"(A) Prevention of illegal entry.

1	"(B) Inspection at ports of entry.
2	"(C) Apprehension and detention, includ-
3	ing programs of parole or supervised release.
4	"(D) Exclusion, deportation, and removal.
5	"(E) Investigations, including investiga-
6	tions of immigration-related smuggling oper-
7	ations and document fraud.
8	"(2) Delegation of Detention Author-
9	ITY.—Under regulations of the Attorney General,
10	the responsibilities of the Bureau relating to deten-
11	tion of aliens may be delegated to the United States
12	Marshal's Service, the Director of the Bureau of
13	Prisons, or both.
14	"(d) Classes of Officers.—The activities of the
15	Bureau shall be conducted through the following separate
16	units:
17	"(1) Uniformed enforcement unit.—A uni-
18	formed enforcement unit that has responsibility for
19	detection, apprehension, and removal activities at
20	land, sea, and air ports of entry, between land ports
21	of entry on the border, and in the interior (when
22	uniformed officers are needed).
23	"(2) Investigations unit.—An investigations
24	unit consisting of officers that has responsibility for
25	the apprehension and removal of aliens.

- 1 "(3) Intelligence unit.—An intelligence unit 2 that has responsibility for gathering intelligence, liai-3 son with other law enforcement agencies, providing 4 strategic assessments, providing training and exper-5 tise on fraud, information about smuggling networks 6 and tactical support to the uniformed enforcement 7 unit and the investigations unit.
 - "(4) Assets forfeiture unit that has responsibility for enforcing assets forfeiture.
 - "(5) Probation unit.—A probation unit that has responsibility for probation functions in the case of aliens in supervised release programs, both before and after removal proceedings.
 - "(6) Trial attorney unit.—A trial attorney that has responsibility for performing prosecutorial functions of the Bureau.
- "(e) FIELD OFFICES.—The Bureau shall conduct its enforcement activities through field offices. The location of such offices shall be determined based upon the enforcement priorities of the Bureau and without regard to the location of previous district offices of the Immigration and Naturalization Service or the location of service offices established to carry out section 112. Nothing in this sub-

section shall be construed as preventing the Bureau from

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- 1 continuing the use of regional offices for administrative
- 2 and managerial oversight of field offices.".

3 SEC. 3. ACTIVITIES WITHIN DEPARTMENT OF STATE.

- 4 (a) In General.—Chapter 2 of title I of the Immi-
- 5 gration and Nationality Act, as added by section 2(b), is
- 6 amended by adding at the end the following new section:
- 7 "PERFORMANCE OF FUNCTIONS RELATED TO IMMIGRA-
- 8 TION AND REFUGEE ADMISSIONS, ASYLUM AFFAIRS,
- 9 CITIZENSHIP, AND PASSPORT ACTIVITIES IN DE-
- 10 PARTMENT OF STATE
- 11 "Sec. 112. (a) Assistant Secretaries of
- 12 State.—There shall be appointed in the Department of
- 13 State an Assistant Secretary of State for Immigration Af-
- 14 fairs, an Assistant Secretary of State for Refugee Admis-
- 15 sions and Asylum Affairs, and an Assistant Secretary of
- 16 State for Citizenship and Passport Services. Such Assist-
- 17 ant Secretaries shall be in addition to such Assistant Sec-
- 18 retaries as are authorized under section 1(c) of the State
- 19 Department Basic Authorities Act of 1956.
- 20 "(b) Under Secretary for Citizenship, Immi-
- 21 GRATION, AND REFUGEE ADMISSIONS.—
- "(1) IN GENERAL.—Such Assistant Secretaries
- shall be under the supervision and direction of an
- 24 Under Secretary of State for Citizenship, Immigra-
- tion, and Refugee Admissions who—

1	"(A) shall be appointed by the President,
2	by and with the advice and consent of the Sen-
3	ate, for a term of 5 years; and
4	"(B) shall be compensated at the rate pro-
5	vided for at level III of the Executive Schedule
6	under section 5314 of title 5, United States
7	Code.
8	"(2) Relation to other authority.—Such
9	Under Secretary shall be in addition to such Under
10	Secretaries as are authorized under section 1(b) of
11	the State Department Basic Authorities Act of
12	1956.
13	"(c) Functions.—The Assistant Secretaries ap-
14	pointed under subsection (a) shall perform functions
15	under the immigration laws relating to adjudication of ap-
16	plications for citizenship, immigration, and refugee status,
17	and related benefits, both within the United States and
18	abroad, issuance of appropriate documentation, and over-
19	seas citizens services, and related anti-fraud activities.
20	"(d) Review of Decisions.—
21	"(1) IN GENERAL.—The Secretary of State
22	shall establish by regulation procedures for internal
23	review of decisions of consular and other officers in
24	granting, refusing, or revoking visas, adjustment or
25	change in immigration status, and naturalization.

1	"(2) Construction.—Paragraph (1) shall not
2	be construed as authorizing the Secretary of State
3	to reverse or modify decisions of the Agency for Im-
4	migration Review.".
5	(b) Funding.—Section 286 of such Act (8 U.S.C.
6	1356) is amended—
7	(1) in subsection (m)—
8	(A) by striking "as are designated by the
9	Attorney General" and inserting "as are des-
10	ignated by the Secretary of State",
11	(B) by striking "directly by the Attorney
12	General" and inserting "directly by the Sec-
13	retary of State, the Attorney General,", and
14	(C) by striking "by the Attorney General"
15	after "received";
16	(2) in subsection (n)—
17	(A) by striking "Attorney General" and in-
18	serting "Secretary of State", and
19	(B) by inserting "and other services de-
20	scribed in section 112(c)" after "naturalization
21	services''; and
22	(3) in subsection (o), by striking "Attorney
23	General" and inserting "Secretary of State"

1 SEC. 4. ACTIVITIES WITHIN DEPARTMENT OF LABOR.

- 2 Chapter 2 of title I of the Immigration and National-
- 3 ity Act, as added by section 2(b) and as amended by sec-
- 4 tion 3(a), is amended by adding at the end the following
- 5 new section:
- 6 "RESPONSIBILITIES OF DEPARTMENT OF LABOR
- 7 "Sec. 113. (a) Responsibility for Verification-
- 8 Related Enforcement.—
- 9 "(1) IN GENERAL.—The Secretary of Labor is
- 10 responsible for enforcement of provisions of the im-
- migration laws relating to verification of employment
- authorization under subsections (a)(1)(B), (a)(5),
- and (b) of section 274A.
- 14 "(2) Enforcement authority.—The Sec-
- 15 retary of Labor is authorized to impose penalties
- under section 274A(e)(5) for violations of section
- 17 274A(a)(1)(B).
- 18 "(3) NOTICE.—The Secretary of Labor shall
- 19 notify the Director of the Bureau for Immigration
- 20 Enforcement of any information discovered concern-
- ing a violation of section 274A(a)(1)(A).
- 22 "(b) Responsibility for Enforcement of
- 23 TERMS AND CONDITIONS OF EMPLOYMENT.—
- 24 "(1) IN GENERAL.—The Secretary of Labor
- shall monitor employers' fulfillment of terms and
- 26 conditions of attestations, labor certifications, and

- 1 other applications filed in compliance with employ-
- 2 ment-related requirements for the admission of
- aliens under the immigration laws, including under
- 4 subparagraphs (H), (L), (O), (P), and (Q) of section
- 5 101(a)(15) and under section 203(b).
- 6 "(2) Authority to impose administrative
- 7 Fines.—The Secretary of Labor may assess admin-
- 8 istrative fines against those found to have violated
- 9 the terms and conditions of such attestations, labor
- 10 certifications, and applications.
- 11 "(3) NOTICE.—The Secretary of Labor shall
- notify the Secretary of State of any finding of a sub-
- stantial failure to meet the terms and conditions of
- such attestations, labor certifications, and applica-
- tions.
- 16 "(c) Construction.—Nothing in this section shall
- 17 be construed as affecting the administration of section
- 18 274B (relating to unfair immigration-related employment
- 19 practices).".
- 20 SEC. 5. CONSOLIDATION OF REVIEW ACTIVITIES WITHIN
- 21 AN INDEPENDENT AGENCY FOR IMMIGRA-
- 22 TION REVIEW.
- 23 (a) In General.—Chapter 2 of title I of the Immi-
- 24 gration and Nationality Act, as added by section 2(b) and

- 1 as amended by sections 3(a) and 4(a), is amended by add-
- 2 ing at the end the following new section:
- 3 "AGENCY FOR IMMIGRATION REVIEW
- 4 "Sec. 114. (a) Establishment.—There is hereby
- 5 established as an independent agency the Agency for Im-
- 6 migration Review (in this section referred to as the 'Agen-
- 7 cy').
- 8 "(b) Administrative Organization.—
- 9 "(1) DIRECTOR.—There shall be a Director of
- the Agency who is appointed by the President, by
- and with the advice and consent of the Senate for
- a term of 5 years. Such Director shall be responsible
- for the general supervision and coordination of the
- work of the Agency.
- 15 "(2) Administrative structure.—The Agen-
- 16 cy shall consist of a trial division, an appellate
- board, and such other divisions or offices as may be
- 18 necessary to carry out its responsibilities.
- 19 "(c) Immigration Judges as Trial Division.—
- 20 Within the trial division of the Agency there shall be immi-
- 21 gration judges that have responsibility to conduct proceed-
- 22 ings and make determinations pursuant to subparagraphs
- 23 (A) and (E) of subsection (e)(1).
- 24 "(d) Board of Immigration Review as Appel-
- 25 LATE BOARD.—

1	"(1) In General.—Within the Agency there
2	shall be an appellate board to be known as the
3	Board of Immigration Review (in this section re-
4	ferred to as the 'Board').
5	"(2) Appointment of Chairman and Vice-
6	CHAIRMAN.—The Board shall be headed by a Chair-
7	man and a Vice-Chairman, each appointed by the
8	President for a term of 10 years. The Chairman
9	shall be responsible for activities of the Board and
10	the Vice-Chairman shall act in such cases as the
11	Chairman provides.
12	"(e) Jurisdiction.—
13	"(1) IN GENERAL.—The Agency shall hear and
14	make determinations in cases and appeals relating to
15	the following:
16	"(A) Bond, exclusion, deportation, and re-
17	moval of aliens, including relief available in
18	those proceedings.
19	"(B) Non-criminal fines and penalties im-
20	posed for violation of the immigration laws, in-
21	cluding mitigation of the fines and penalties.
22	"(C) Denials (or revocations) of immigrant
23	visas, immigrant petitions, waivers of inadmis-
24	sibility for immigrants, labor certifications, and

1	adjustment of status to legal permanent resi-
2	dent status.
3	"(D) Denials (or revocations) of non-
4	immigrant visas, nonimmigrant petitions, waiv-
5	ers relating to such visas or admission of non-
6	immigrants, and changes of status for non-
7	immigrants, but only in cases in which there is
8	a United States petitioner applying on behalf of
9	the alien or as otherwise provided by law or
10	regulation as in effect on the date of the enact-
11	ment of this chapter.
12	"(E) Applications for asylum under sec-
13	tions 208 and 235(b)(1)(B)(iii)(III) and with-
14	holding of removal under section 241(b)(3).
15	"(F) Denials of applications for naturaliza-
16	tion and revocations of naturalization.
17	"(2) Assumption of authority of certain
18	ENTITIES.—The Agency also shall hear and make
19	determinations concerning matters that (as of the
20	date of the enactment of this chapter) were the re-
21	sponsibility of any of the following:
22	"(A) The Executive Office of Immigration
23	Review, including the Board of Immigration
24	Appeals, Immigration Judges, and the Office of

1	the Chief Administrative Hearing Officer, with-
2	in the Department of Justice.
3	"(B) The Board of Alien Labor Certifi-
4	cation Appeals within the Department of Labor.
5	"(C) The Administrative Appeals Office
6	within the Immigration and Naturalization
7	Service.
8	"(D) The Board of Appellate Review with-
9	in the Office of the Legal Adviser in the De-
10	partment of State, but only with respect to de-
11	terminations of loss of nationality or expatria-
12	tion and to decisions denying, revoking, restrict-
13	ing, or invalidating a passport.
14	"(E) Immigration officers authorized to
15	hear denials of naturalization applications
16	under section 336.
17	"(3) Construction.—Nothing in this section
18	shall be construed as restricting, limiting, or expand-
19	ing the jurisdiction of the immigration judges, the
20	Board of Immigration Appeals, Federal courts, or
21	other review mechanisms as of the date of the enact-
22	ment of this chapter or as changing the process for
23	review of visa denials by consular officials.
24	"(4) Decisions of Agency.—Decisions of the
25	Agency shall not be subject to reversal or modifica-

- 1 tion by the Attorney General, Secretary of State,
- 2 Secretary of Labor, or otherwise except as a result
- 3 of judicial review by a Federal court or Act of Con-
- 4 gress.".

5 SEC. 6. CONFORMING PROVISIONS.

- 6 (a) IN GENERAL.—Notwithstanding any other provi-
- 7 sion of law, any reference in law or regulation to the Com-
- 8 missioner of Immigration and Naturalization, to the Im-
- 9 migration and Naturalization Service, or the Adminis-
- 10 trator described in section 104(b) of the Immigration and
- 11 Nationality Act with respect to a function or authority
- 12 shall be deemed a reference to the appropriate entity
- 13 which has such function or authority under chapter 2 of
- 14 title I of the Immigration and Nationality Act, as amended
- 15 by this Act.
- 16 (b) Superseding Other Provisions of Law.—
- 17 Chapter 2 of title I of the Immigration and Nationality
- 18 Act, as added by this Act, is amended by adding at the
- 19 end the following:
- 20 "RELATIONSHIP TO OTHER PROVISIONS
- 21 "Sec. 115. (a) In General.—The provisions of this
- 22 chapter supersede sections 103 and 104 and other provi-
- 23 sions of law to the extent such provisions are inconsistent
- 24 with the provisions of this chapter.

- 1 "(b) No Application to Administration of Ref-UGEE ASSISTANCE.—This chapter shall not affect the administration of title IV of this Act.". 3 4 (c) Submission of Legislative Proposal for TECHNICAL AND CONFORMING AMENDMENTS.—Not later than 90 days after the date of the enactment of this Act, the Attorney General, in consultation with the Secretaries 8 of State and Labor and, as appropriate, with the heads of other Federal agencies, shall submit to the Congress, a legislative proposal proposing such technical and conforming amendments to the Immigration and Nationality Act and other immigration-related laws as are necessary to bring the law into conformity with the policies embodied in this Act. 14 15 (d) CLERICAL AMENDMENTS.—The table of contents of the Immigration and Nationality Act is amended— 16 17 (1) by inserting before the item relating to sec-18 tion 101 the following: "Chapter 1—Definitions and General Authorities"; 19 (2) by amending the item relating to section 20 103 to read as follows: "Sec. 103. Powers and duties of the Attorney General."; 21 and 22 (3) by inserting after the item relating to sec-23
 - "Chapter 2—Administration of the Immigration System

tion 105 the following:

- "Sec. 111. Immigration enforcement through a bureau for immigration enforcement in Department of Justice.
- "Sec. 112. Performance of refugee admissions, asylum affairs, citizenship, and passport activities in Department of State.
- "Sec. 113. Responsibilities of Department of Labor.
- "Sec. 114. Agency for Immigration Review.
- "Sec. 115. Relationship to other provisions.".

SEC. 7. EFFECTIVE DATE; TRANSITION.

- 2 (a) Effective Date.—Except as provided in this
- 3 section, this Act, and the amendments made by this Act,
- 4 shall take effect on October 1, 1999.
- 5 (b) Transfer and Allocation of Appropria-
- 6 TIONS AND PERSONNEL.—
- 7 (1) In general.—The personnel of the De-
- 8 partment of Justice or other agency employed in
- 9 connection with the functions transferred by this
- 10 Act, and the assets, liabilities, contracts, property,
- 11 records, and unexpended balance of appropriations,
- authorizations, allocations, and other funds em-
- ployed, held, used, arising from, available to, or to
- be made available to such Department or agency in
- 15 connection with the functions transferred by this
- Act, subject to section 202 of the Budget and Ac-
- 17 counting Procedures Act of 1950, shall be trans-
- ferred to the entity to which such funds are so
- transferred for appropriate allocation by the head of
- such entity. Unexpended funds transferred pursuant
- 21 to this paragraph shall be used only for the purposes

for which the funds were originally authorized and
 appropriated.

(2) Effect on Personnel.—

- (A) IN GENERAL.—The transfer under this Act of full-time personnel (except special Government employees) and part-time personnel holding permanent positions shall not cause any such employee to be separated or reduced in grade or compensation, if at all, for 1 year after the date of the transfer.
- (B) EXECUTIVE SCHEDULE.—Any person who, on the day preceding the effective date of this Act, held a position compensated in accordance with the Executive Schedule prescribed in chapter 53 of title 5, United States Code, and who, without a break in service, is appointed in to an agency established under this Act to a position having duties comparable to the duties performed immediately preceding such appointment shall continue to be compensated in such new position at not less than the rate provided for such previous position, for the duration of the service of such person in such new position.
- 24 (c) Delegation and Assignment.—Except as oth-25 erwise expressly prohibited by law or otherwise provided

in this Act, an official to whom functions are transferred under this Act (including the head of any office to which 3 functions are transferred under this Act) may delegate 4 any of the functions so transferred to such officers and employees of the office of the official as the official may designate, and may authorize successive redelegations of 6 such functions as may be necessary or appropriate. No 8 delegation of functions under this section or under any other provision of this Act shall relieve the official to whom 10 a function is transferred under this Act of responsibility for the administration of the function. 12 (d) Savings Provisions.— 13 (1) Continuing legal force and effect.— 14 All orders, determinations, rules, regulations, per-15 mits, agreements, grants, contracts, certificates, li-16 censes, registrations, privileges, and other adminis-17 trative actions— 18 (A) that have been issued, made, granted, 19 or allowed to become effective by the President, 20 any Federal agency or official thereof, or by a 21 court of competent jurisdiction, in the perform-22 ance of functions that are transferred under 23 any amendment made by this Act; and 24 (B) that are in effect at the time such 25 transfer takes effect, or were final before the effective date of such transfer and are to become effective on or after the effective date of such transfer,

> shall continue in effect according to their terms until modified, terminated, superseded, set aside, or revoked in accordance with law by the President, or other authorized official, a court of competent jurisdiction, or by operation of law.

- (2) Pending proceedings.—(A) The provisions of any amendment made by this Act shall not affect any proceedings, including notices of proposed rulemaking, or any application for any license, permit, certificate, or financial assistance pending on the effective date of any provision before any department, agency, commission, or component thereof, functions of which are transferred by any amendment. Such proceedings and applications, to the extent that they relate to functions so transferred, shall be continued.
- (B) Orders shall be issued in such proceedings, appeals shall be taken therefrom, and payments shall be made pursuant to such orders, as if this Act had not been enacted. Orders issued in any such proceedings shall continue in effect until modified, terminated, superseded, or revoked by the authorized

- Federal official, by a court of competent jurisdiction, or by operation of law.

 (C) Nothing in this Act shall be deemed to pro-
 - (C) Nothing in this Act shall be deemed to prohibit the discontinuance or modification of any such proceeding under the same terms and conditions and to the same extent that such proceeding could have been discontinued or modified if this Act had not been enacted.
 - (D) The head of each of the Federal Departments is authorized to promulgate regulations providing for the orderly transfer of proceedings continued under this paragraph with respect to such Department.
 - (3) No effect on judicial proceedings.— Except as provided in paragraph (5)—
 - (A) the provisions of this Act shall not affect suits commenced prior to the effective date of this Act, and
 - (B) in all such suits, proceedings shall be had, appeals taken, and judgments rendered in the same manner and effect as if this Act had not been enacted.
- 23 (4) Nonabatement of proceedings.—No 24 suit, action, or other proceeding commenced by or 25 against any officer in the official capacity of such in-

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- dividual as an officer of any department or agency, functions of which are transferred by any amendment made by this Act, shall abate by reason of the enactment of this Act. No cause of action by or against any department or agency, functions of which are transferred by any such amendment, or by or against any officer thereof in the official capacity of such officer shall abate by reason of the enactment of this Act.
 - (5) Continuation of proceeding with substitution of parties.—If, before the date on which any amendment made by this Act takes effect, any department or agency, or officer thereof in the official capacity of such officer, is a party to a suit, and under this Act any function of such department, agency, or officer is transferred to another official, then such suit shall be continued with the other appropriate official substituted or added as a party.
 - (6) REVIEWABILITY OF ORDERS AND ACTIONS UNDER TRANSFERRED FUNCTIONS.—Orders and actions of the Attorney General or other Federal official Secretary in the exercise of functions transferred under any amendment made by this Act shall be subject to judicial review to the same extent and in the same manner as if such orders and actions had

been by the agency or office, or part thereof, exercising such functions immediately preceding their
transfer. Any statutory requirements relating to notice, hearings, action upon the record, or administrative review that apply to any function transferred by
any such amendment shall apply to the exercise of
such function by the appropriate Federal official.

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