

DETAILED TABLE OF CONTENTS

Chapter 1: Private Bills	5
What Is a Private Bill?.....	5
Controversy Surrounding Private Bills.....	6
Historical Overview of Private Bills.....	7
Quota Laws and the Preference System.....	8
Exclusion Laws.....	11
Naturalization.....	12
How Private Bills Are Made.....	14
How to Research Private Bills.....	16
Chapter 2: Congressional Rules Governing Private Bills	19
Evolution of House and Senate Rules.....	19
House Rules.....	21
House Policy on Private Bills.....	22
House Rules and Procedures.....	23
Stays of Removal and Reports.....	24
Special Requirements and Considerations in Certain Cases.....	25
Adoption Cases.....	25
Doctors and Nurses.....	25
Drug and Criminal Activity.....	26
Medical Cases.....	26
Waiver of Grounds of Inadmissibility.....	27
Naturalization Cases.....	27
Senate Rules.....	28
Senate Rules and Procedures.....	28
Chapter 3: Role of the Executive Branch in Private Bills	31
Department of Homeland Security.....	33
Introduction.....	33
Work Authorization.....	33
Role of ICE.....	34

Legacy INS Operations Instructions and Private Bills.....	34
Effect of Introduction of Private Bill on Immigration Status.....	35
Implementation of an Enacted Private Bill	36
Department of State	36
Grounds of Ineligibility	38
Adoption Cases	38
Enactment of a Private Bill	39
Chapter 4: Private Bill Precedents and Advocacy Strategies	41
Private Bill Precedents.....	41
Adoption, Children, and Age-Out Cases.....	43
Other Family Cases	48
Death of Sponsor.....	49
Criminal Issues.....	52
Medical Issues	54
Waiver of Naturalization and Citizenship Requirements.....	56
Mistake of Law.....	57
Political Cases	58
Practice Tips and Strategies.....	59
Chapter 5: Pardons.....	63
Full and Unconditional Pardon.....	65
Constitutionality of the Immigration Pardon Provision	67
Constitutional Arguments Before the BIA	70
Chapter 6: Obtaining a Pardon Under Federal Law	73
Historical Background and Statistics	75
Processing Federal Pardons.....	76
Role of the Office of the Pardon Attorney.....	76
Role of the U.S. Attorney	77
Standards for the Consideration of Pardon Petitions	78
Petition Procedures and Requirements	79
Preparing the Pardon Application.....	81

Chapter 7: Prosecutorial Discretion 85

 Deferred Action..... 85

 Background..... 85

 Current Procedures 87

 Prosecutorial Discretion 88

 Legacy INS Memoranda..... 88

 ICE Discretion—Detention and Removal Operations (DRO) Officers and Office of Investigations (OI) Officers..... 90

 ICE Discretion—Chief Counsel’s Offices..... 91

 Prosecutorial Discretion Prior to or in Lieu of Issuance of NTA 92

 Prosecutorial Discretion After Issuance and Filing of NTA..... 93

 Prosecutorial Discretion After Hearing 94

 After Issuance of Final Order—Motions to Reopen or Reconsider 94

 Conclusion..... 95

APPENDICES

Appendix A • Senate Rules of Procedure for Introducing a Private Relief Bill (Immigration)..... 99

Appendix B • House Rules of Procedure for Private Immigration Bills 101

Appendix C • INS Operations Instructions on Private Bills..... 109

Appendix D • Petition for Pardon After Completion of Sentence 117

Appendix E • State Pardon Information 141

Appendix F • Private Immigration and Nationality Bills Introduced and Laws Enacted, 77th Through 109th Congress 165

Appendix G • 9 FAM Appendix I..... 167

Bibliography 175