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(Original Signature of Member)

115TH CONGRESS  
2D SESSION

**H. R.** \_\_\_\_\_

To reunite families separated at or near ports of entry, and for other purposes.

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IN THE HOUSE OF REPRESENTATIVES

Mr. ESPAILLAT introduced the following bill; which was referred to the Committee on \_\_\_\_\_

\_\_\_\_\_  
**A BILL**

To reunite families separated at or near ports of entry,  
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 “Reunite Every Unac-  
5 companied Newborn Infant, Toddler and other children  
6 Expeditiously Act” or the “REUNITE Act”.

7 **SEC. 2. DEFINITIONS.**

8 In this Act:

1           (1) APPREHENDED PARENT OR LEGAL GUARD-  
2           IAN.—The term “apprehended parent or legal  
3           guardian” means an alien who—

4                   (A) is 18 years of age or older;

5                   (B) is the parent or legal guardian of an  
6           alien child; and

7                   (C) was apprehended by DHS, the Depart-  
8           ment of Justice, or any other entity authorized  
9           to enforce section 275 of the Immigration and  
10          Nationality Act (8 U.S.C. 1325).

11          (2) BORDER.—The term “border” means an  
12          international border of the United States.

13          (3) CHILD.—The term “child” means an alien  
14          who—

15                   (A) has not reached 18 years of age; and

16                   (B) has no permanent immigration status  
17          in the United States.

18          (4) DHS.—The term “DHS” means the De-  
19          partment of Homeland Security.

20          (5) HHS.—The term “HHS” means the De-  
21          partment of Health and Human Services.

22   **SEC. 3. REUNIFICATION OF SEPARATED FAMILIES.**

23          (a) RULEMAKING.—

24                  (1) RULE.—Not later than 10 days after the  
25          date of the enactment of this Act, the Secretary of

1 Homeland Security and the Secretary of Health and  
2 Human Services, after immediate consultation with  
3 humanitarian organizations, child welfare organiza-  
4 tions, State child welfare agencies, and States con-  
5 tiguous with the border with Mexico, shall promul-  
6 gate and publish a rule through a direct final rule  
7 that specifically describes the coordinated efforts  
8 that DHS and HHS will undertake to aid an appre-  
9 hended parent or legal guardian in locating and re-  
10 uniting with any children separated from them at or  
11 near the port of entry, or within 100 miles of the  
12 border, pursuant to applicable law.

13 (2) DEVELOPMENT; SERVICES; PUBLICATION.—

14 The rule promulgated pursuant to paragraph (1)  
15 shall—

16 (A) be developed to protect the best inter-  
17 ests of affected children;

18 (B) describe all pro bono or government-  
19 funded services, including immigration services,  
20 available for apprehended parents and legal  
21 guardians or affected children; and

22 (C) be made publicly available in writing  
23 and on the websites of DHS and HHS.

1 (b) COVERAGE OF JOINT RULE.—The rule published  
2 pursuant to subsection (a) shall outline the coordinated  
3 efforts of DHS and HHS, including efforts—

4 (1) to develop and conduct family tracing proce-  
5 dures, in cooperation with nongovernmental experts  
6 in child welfare best practices;

7 (2) to maintain a functional, accessible, fre-  
8 quent, and no-cost means for apprehended parents  
9 and legal guardians to contact their child through a  
10 telephone hotline or visual conferencing—

11 (A) to obtain daily-updated information  
12 about the location of their child and all sched-  
13 uled immigration proceedings for their child;  
14 and

15 (B) to set up opportunities to speak with  
16 their child not fewer than 3 times per week, in-  
17 cluding at least once by video;

18 (3) to facilitate substantial daily access of non-  
19 governmental case workers, child advocates, and  
20 legal counsel to children separated from their appre-  
21 hended parents and legal guardians to represent  
22 these children's best interests in custody decisions  
23 and immigration proceedings;

24 (4) to provide for humanitarian organizations  
25 and State and local child welfare agencies in the ju-

1 jurisdictions in which the children are located to con-  
2 duct unannounced, independent weekly inspections  
3 of all DHS and HHS facilities at which children  
4 who are separated from their apprehended parents  
5 or legal guardians are in custody;

6 (5) to coordinate with the Department of State  
7 and embassies and consulates of foreign govern-  
8 ments to locate apprehended parents and legal  
9 guardians of children who have departed from the  
10 United States;

11 (6) to provide clear notice to apprehended par-  
12 ents and legal guardians of their legal rights, includ-  
13 ing—

14 (A) their parental and guardianship rights  
15 with respect to their child who has been des-  
16 ignated as an unaccompanied alien child; and

17 (B) their right to designate another par-  
18 ent, legal guardian, or other qualified adult cus-  
19 todian to sponsor and care for such child;

20 (7) to facilitate information sharing by appre-  
21 hended parents and legal guardians about any ar-  
22 rangements to depart the United States with their  
23 consulate, their child, their child's case worker, legal  
24 counsel, child advocate, and other adult custodians  
25 in advance of their departure;

1           (8) to provide apprehended parents and legal  
2           guardians with order of deportation or removal ac-  
3           cess to nongovernmental organizations providing as-  
4           sistance with locating and reunifying with their  
5           child;

6           (9) to provide cost-free transportation of chil-  
7           dren separated from their apprehended parents or  
8           legal guardians to reunite with them or another par-  
9           ent, legal guardian, or other qualified adult custo-  
10          dian to which the children consent;

11          (10) to establish a recordkeeping system that  
12          will maintain information to aid the reunification of  
13          every child separated from an apprehended parent or  
14          legal guardian;

15          (11) to provide free telephone calls between ap-  
16          prehended parents or legal guardians and their  
17          child;

18          (12) to provide legal counsel to children sepa-  
19          rated from their apprehended parents or legal  
20          guardians and to ensure that every such child is rep-  
21          resented by a licensed attorney; and

22          (13) to otherwise assist with the reunification  
23          of separated families;

24          (c) WRITTEN NOTIFICATION.—Shortly after the rule  
25          is published pursuant to subsection (a), the Secretary of

1 Homeland Security, the Secretary of Health and Human  
2 Services, and the Attorney General shall provide each ap-  
3 prehended parent or legal guardian who has been sepa-  
4 rated from his or her child written notice, in English,  
5 Spanish, or another language understandable by the par-  
6 ent or legal guardian, upon request, of any rules or guid-  
7 ance that may assist them in their efforts to locate and  
8 reunify with their child.

9 (d) REUNIFICATION REQUIRED.—DHS and HHS  
10 shall ensure immediate reunification of children that re-  
11 main separated from their apprehended parent or legal  
12 guardian.

13 (e) OTHER REQUIREMENTS.—DHS and HHS  
14 shall—

15 (1) issue a privacy impact assessment related to  
16 the use of DNA testing under section 4; and

17 (2) establish a process for redressing violations  
18 of the requirements under this section.

19 (f) EXEMPTIONS.—DHS and HHS may not reunite  
20 an apprehended parent or legal guardian with their child  
21 under this section if—

22 (1) the child has been determined to be a victim  
23 of trafficking, or is at significant risk of becoming  
24 a victim of trafficking, by that apprehended parent  
25 or legal guardian, as determined by a Chief Border

1 Patrol Agent or Customs and Border Protection  
2 Area Port Director in their official and undelegated  
3 capacity;

4 (2) the child appears to be in danger of abuse  
5 or neglect at the hands of the apprehended parent  
6 or legal guardian;

7 (3) the child is a danger to himself, herself, or  
8 others, as determined by a State court or an official  
9 from a State or county child welfare agency in his  
10 or her official and undelegated capacity; or

11 (4) there is a strong likelihood that the adult is  
12 not the apprehended parent or legal guardian of the  
13 child.

14 **SEC. 4. DNA TESTING.**

15 (a) USE OF OTHER TECHNIQUES.—Before utilizing  
16 DNA testing to determine family relationships, DHS and  
17 HHS shall use other techniques commonly utilized by  
18 United States courts for determining family relationships,  
19 including official documents, representations from a wit-  
20 ness, parent, relative, or child, and observations of inter-  
21 actions between the adult and the child.

22 (b) DNA TESTING.—

23 (1) IN GENERAL.—DNA testing may not be re-  
24 quired as a condition of reunification if alternative  
25 means of demonstrating a familial relationship have



1       been established. If reasonable suspicions remain  
2       about a familial relationship after exhausting the  
3       techniques referred to in subsection (a), DNA test-  
4       ing may be used.

5           (2) PROTOCOLS.—DHS and HHS shall develop  
6       protocols for establishing a familial relationship if an  
7       individual does not want to consent to DNA testing  
8       or may not have a biological relationship with a  
9       child.

10          (3) TYPE OF TEST.—Whenever DNA testing is  
11       used, DHS and HHS shall use the least privacy-  
12       invasive type of DNA test available to confirm the  
13       claimed relationship and may not charge the child or  
14       apprehended parent or legal guardian for the costs  
15       of conducting such testing.

16          (4) CONSENT.—DHS and HHS shall—

17            (A) obtain the consent of any individual  
18       older than 18 years of age before conducting a  
19       DNA test;

20            (B) make every effort to obtain the con-  
21       sent of a legal guardian before conducting a  
22       DNA test on anyone younger than 18 years of  
23       age; and

24            (C) destroy DNA samples as soon as pos-  
25       sible and not later than 7 days after completing

1           the required DNA matching tests to minimize  
2           any potential misuse of genetic information col-  
3           lected under this subsection.

4           (c) PROTECTION OF INFORMATION.—

5           (1) IN GENERAL.—If DNA testing is used for  
6           the purposes of reunification, DHS and HHS shall  
7           ensure the protection of privacy, genetic data, and  
8           personal information of children, parents, all individ-  
9           uals being tested, and their relatives.

10          (2) OTHER USES PROHIBITED.—DHS, HHS,  
11          and private entities may only access, use, or store  
12          any personal DNA information collected under this  
13          subsection for family reunification purposes and are  
14          prohibited from sharing any such information with  
15          Federal agencies other than those carrying out the  
16          reunification process. Information collected under  
17          this section may not be used by the Federal govern-  
18          ment for any other purpose, including criminal or  
19          immigration enforcement.

20          (d) DNA MATCH.—

21          (1) REUNIFICATION.—As soon as a DNA  
22          match is identified, DHS and HHS shall reunite  
23          family members as expeditiously as possible.

24          (2) NO MATCH; NO CONSENT.—A refusal to  
25          consent to a DNA test or the failure to identify a

1 match between a child and an apprehended parent  
2 may not be used as a basis for concluding that there  
3 is no familial relationship between a such child and  
4 such parent if—

5 (A) the familial relationship is not biological;  
6 or

7 (B) the familial relationship may be established  
8 through alternative means.

9 **SEC. 5. ENHANCED PROTECTIONS FOR SEPARATE FAMILIES.**  
10 **LIES.**

11 (a) **IN GENERAL.**—The Secretary of Homeland Security shall establish secure alternatives programs that incorporate case management services in each field office of DHS to ensure appearances at immigration proceedings and public safety.

16 (b) **ALTERNATIVES TO DETENTION.**—

17 (1) **CONTRACT AUTHORITY.**—The Secretary of Homeland Security shall contract with nongovernmental, community-based organizations to conduct screening of detainees, provide appearance assistance services, and operate community-based supervision programs. Secure alternatives shall offer a continuum of supervision mechanisms and options, including community support, depending on an assessment of each individual's circumstances. The

1 Secretary may contract with nongovernmental orga-  
2 nizations to implement secure alternatives that  
3 maintain custody over the alien.

4 (2) ELIGIBILITY DETERMINATION.—

5 (A) RELEASE.—The Secretary of Home-  
6 land Security shall release each apprehended  
7 parent or legal guardian on recognizance, pa-  
8 role, or bond, or permit such parent or legal  
9 guardian to participate in an alternative to de-  
10 tention program, such as the Family Case Man-  
11 agement Program authorized under subsection  
12 (c), unless the Secretary demonstrates that  
13 such participation would create a substantial  
14 risk that the apprehended parent or legal  
15 guardian is likely to cause harm to himself, her-  
16 self, or others.

17 (B) BURDEN OF PROOF.—In order to dem-  
18 onstrate that continued detention is necessary,  
19 the Secretary shall produce clear and con-  
20 vincing evidence of risk factors, including cred-  
21 ible and individualized information.

22 (C) APPEAL.—Not later than 72 hours  
23 after the Secretary determines that an appre-  
24 hended parent or legal guardian is ineligible for  
25 an alternative to detention program under this

1 subsection, the parent or legal guardian shall be  
2 provided with an opportunity to appeal such de-  
3 termination in a hearing before an immigration  
4 judge.

5 (c) RESTORATION OF THE FAMILY CASE MANAGE-  
6 MENT PROGRAM.—

7 (1) IN GENERAL.—Not later than 7 days after  
8 the after the date of the enactment of this Act, the  
9 Secretary of Homeland Security shall restore the  
10 Family Case Management Program, which shall pro-  
11 vide community supervision and community support  
12 services, including case management services, ap-  
13 pearance services, and screening of aliens who have  
14 been detained, to be run through a contract with a  
15 not-for-profit entity.

16 (2) CONTRACT.—Any contract for programming  
17 or services described in paragraph (1) shall be  
18 awarded to a not-for-profit organization with dem-  
19 onstrated expertise in meeting the areas specified in  
20 paragraph (1).

21 (d) UNACCOMPANIED ALIEN CHILD DESIGNATION.—  
22 The Secretary of Homeland Security shall treat a child  
23 who has been separated from an apprehended parent or  
24 legal guardian and has been designated as unaccompanied

1 alien child as an unaccompanied alien child for the dura-  
2 tion of his or her immigration proceedings.

3 (e) AUTOMATIC STAY OF REMOVAL OF APPRE-  
4 HENDED PARENTS AND LEGAL GUARDIANS DURING  
5 CHILD'S IMMIGRATION PROCEEDINGS.—Until the earlier  
6 of the date on which the child's immigration proceedings  
7 are concluded or the date on which the child reaches 18  
8 years of age, the Secretary of Homeland Security may not  
9 remove an apprehended parent or legal guardian of such  
10 child from the United States unless the apprehended par-  
11 ent or legal guardian, after being afforded the opportunity  
12 for legal consultation, agrees to removal.

13 **SEC. 6. CONFIDENTIALITY.**

14 (a) IN GENERAL.—Except as provided in subsections  
15 (b), the Secretary of Homeland Security may not use in-  
16 formation obtained or recorded pursuant to this Act to  
17 assist in immigration enforcement actions taken against  
18 any sponsor, potential sponsor, custodian, potential custo-  
19 dian, or household member of a child or apprehended par-  
20 ent or legal guardian.

21 (b) EXCEPTION.—Subsection (a) does not apply to  
22 the use of information described in that subsection about  
23 a particular sponsor, potential sponsor, custodian, poten-  
24 tial custodian, or household member for purposes of a law  
25 enforcement investigation related to—

1 (1) forced labor or human trafficking under  
2 section 1589, 1590, or 1591 of title 18, United  
3 States Code; or

4 (2) child exploitation under section 2251,  
5 2251A, 2252, or 2252A of title 18, United States  
6 Code.

7 **SEC. 7. ESTABLISHMENT OF OFFICE FOR LOCATING AND**  
8 **REUNITING CHILDREN WITH APPREHENDED**  
9 **PARENTS OR LEGAL GUARDIANS.**

10 (a) IN GENERAL.—The Secretary of Homeland Secu-  
11 rity, the Attorney General, and the Secretary of Health  
12 and Human Services (referred to collectively in this sec-  
13 tion as the “Secretaries”) shall jointly establish an inter-  
14 agency office, which shall be known as the “Office for Lo-  
15 cating and Reuniting Children with Parents” (referred to  
16 in this section as the “Office”) and shall be responsible  
17 for expediting and facilitating the reunification of children  
18 and apprehended parents or legal guardians after entering  
19 the United States.

20 (b) DUTIES.—The Office shall—

21 (1) expeditiously implement guidance des-  
22 ignated for its jurisdiction;

23 (2) establish 24-hour priority data and informa-  
24 tion communication networks between HHS, DHS,  
25 and the Department of Justice; and

1           (3) identify and immediately inform Congress if  
2           the Office determines that insufficient appropria-  
3           tions, or any other statutory or regulatory condition  
4           hinders the safe and timely reunion of separated  
5           children with their apprehended parents or legal  
6           guardians.

7           (c) REPORT.—The Office shall submit a weekly re-  
8           port to Congress that includes—

9           (1) the number and location of children in the  
10          physical custody of DHS or HHS who have been  
11          separated from an apprehended parent or legal  
12          guardian;

13          (2) the number of such children who have been  
14          physically reunified with their apprehended parent  
15          or legal guardian;

16          (3) the physical location of apprehended par-  
17          ents and legal guardians who have yet to be reunited  
18          with their child, including the apprehended parents  
19          and legal guardians who have been deported without  
20          their child;

21          (4) the number of such children who have not  
22          yet been physically reunited with their apprehended  
23          parent or legal guardian; and

24          (5) an outline of the progress made in imple-  
25          menting the rule published pursuant to section 3(a).



1 **SEC. 8. SAVINGS PROVISIONS.**

2 (a) FEDERAL LAW.—Nothing in this Act may be con-  
3 strued to supersede or modify—

4 (1) the William Wilberforce Trafficking Victims  
5 Protection Act of 2008 (8 U.S.C. 1232 et seq.);

6 (2) the Stipulated Settlement Agreement filed  
7 in the United States District Court for the Central  
8 District of California on January 17, 1997 (CV 85-  
9 4544-RJK) (commonly known as the “Flores Settle-  
10 ment Agreement”);

11 (3) the Homeland Security Act of 2002 (Public  
12 Law 107–296); or

13 (4) any applicable Federal child welfare law, in-  
14 cluding the Adoption and Safe Families Act of 1997  
15 (Public Law 105–89).

16 (b) STATE LAW.—Nothing in this Act may be con-  
17 strued to supersede or modify any applicable State child  
18 welfare laws.

19 **SEC. 9. REALLOCATION OF DHS APPROPRIATIONS.**

20 (a) IN GENERAL.—Of the amount allocated to Immi-  
21 gration and Customs Enforcement for fiscal year 2018 for  
22 enforcement, detention, and removal operations,  
23 \$50,000,000 shall be reallocated to carry out sections 3  
24 and 5(a).

1 (b) REUNIFICATION.—Not less than \$15,000,000 of  
2 the amount reallocated under subsection (a) shall be made  
3 available to carry out section 3.

4 **SEC. 10. COUNSEL FOR CHILDREN AND VULNERABLE**  
5 **ALIENS.**

6 (a) CLARIFICATION REGARDING THE AUTHORITY OF  
7 THE ATTORNEY GENERAL TO APPOINT COUNSEL TO  
8 ALIENS IN IMMIGRATION PROCEEDINGS.—Section 292 of  
9 the Immigration and Nationality Act (8 U.S.C. 1362) is  
10 amended—

11 (1) by striking “In any removal proceedings be-  
12 fore an immigration judge and in any appeal pro-  
13 ceedings before the Attorney General from any such  
14 removal proceedings,” and inserting the following:

15 “(a) IN GENERAL.—In a proceeding conducted under  
16 any section of this Act,”;

17 (2) in subsection (a), as amended by paragraph  
18 (1)—

19 (A) by striking “(at no expense to the Gov-  
20 ernment)”;

21 (B) by striking “he shall” and inserting  
22 “the person shall”;

23 (3) by adding at the end the following:

24 “(b) ACCESS TO COUNSEL.—The Attorney General  
25 may appoint or provide counsel to aliens in any proceeding

1 conducted under any section of this Act. The Secretary  
2 of Homeland Security shall ensure that—

3 “(1) aliens have access to counsel inside all im-  
4 migration detention and border facilities;

5 “(2) children do not appear before an immigra-  
6 tion judge without counsel; and

7 “(3) children have their cases heard individ-  
8 ually.”.

9 (b) APPOINTMENT OF COUNSEL FOR CHILDREN AND  
10 VULNERABLE ALIENS.—

11 (1) IN GENERAL.—Section 292 of the Immigra-  
12 tion and Nationality Act (8 U.S.C. 1362), as amend-  
13 ed by subsection (a), is further amended by adding  
14 at the end the following:

15 “(c) CHILDREN AND VULNERABLE ALIENS.—Not-  
16 withstanding subsection (b), the Attorney General shall  
17 appoint counsel, at the expense of the Government if nec-  
18 essary, at the beginning of the proceedings or as expedi-  
19 tiously as possible, to represent in such proceedings any  
20 alien who has been determined by the Secretary of Home-  
21 land Security or the Attorney General to be—

22 “(1) a child (as defined in section 101(b)(1));

23 “(2) a particularly vulnerable individual, such  
24 as—

25 “(A) a person with a disability; or

1                   “(B) a victim of abuse, torture, or violence;

2                   or

3                   “(3) an individual whose circumstances are  
4                   such that the appointment of counsel is necessary to  
5                   help ensure fair resolution and efficient adjudication  
6                   of the proceedings.

7                   “(d) EXTENSION TO CONSOLIDATED CASES.—If the  
8                   Attorney General has consolidated the case of any alien  
9                   for whom counsel was appointed under subsection (c) with  
10                  that of any other alien, and that other alien does not have  
11                  counsel, then the counsel appointed under subsection (c)  
12                  shall be appointed to represent such other alien.

13                  “(e) AUTHORIZATION OF APPROPRIATIONS.—There  
14                  is authorized to be appropriated to the Executive Office  
15                  of Immigration Review of the Department of Justice such  
16                  sums as may be necessary to carry out this section.”.

17                  (2) RULEMAKING.—The Attorney General shall  
18                  promulgate regulations to implement section 292(c)  
19                  of the Immigration and Nationality Act, as added by  
20                  paragraph (1), in accordance with the requirements  
21                  set forth in section 3006A of title 18, United States  
22                  Code.

23   **SEC. 11. ESTABLISHMENT OF LIMIT ON BOND.**

24                  Section 236(a) of the Immigration and Nationality  
25                  Act (8 U.S.C. 1226(a)) is amended—

1           (1) in paragraph (2)(A), by striking “bond of at  
2           least \$1,500” and inserting “subject to paragraph  
3           (4), bond in an amount that is not more than  
4           \$1,500”; and

5           (2) by adding at the end the following:

6           “(4) The limit on the amount of bond in para-  
7           graph (2)(A) shall not apply with respect to an alien  
8           who has committed an aggravated felony.”