# **Removal Proceedings 101**

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## **Survey Questions**

#### **1**. Please select one of the following. I am a:

- Immigration attorney
- Non-immigration attorney
- Law student
- Paralegal or other legal advocate
- Other \_\_\_\_\_

2. How many removal defense cases have you done before?

- 0
- 1-3
- 5-10
- 10+

3. Are you representing someone in removal proceedings on a pro bono basis?

- Yes
- No
- 4. If you received your pro bono case from a non-profit organization, what organization did you receive it from?
  - Organization name: \_\_\_\_\_\_

## About CGRS

Expert Consultation & Training	Tracking & Decision Analysis	Impact Litigation	Policy Advocacy	International Human Rights Work
<ul> <li>One-on-one consultation in asylum cases</li> <li>Trainings on various topics, including refugee policy, asylum law, gender and child-based asylum claims, removal proceedings, and more</li> </ul>	<ul> <li>One of a kind database tracking outcomes in asylum cases at all levels of adjudication</li> <li>Analysis of decision-making trends</li> </ul>	<ul> <li>Domestic violence</li> <li>Femicide and gender-based violence</li> <li>Female genital cutting</li> <li>Sexual slavery and human trafficking</li> <li>Forced marriage</li> <li>Children</li> <li>LGBT</li> <li>Gang</li> </ul>	<ul> <li>Child migrants</li> <li>Refugee protection</li> <li>Comprehensive immigration reform</li> <li>Violence against women</li> </ul>	<ul> <li>Migration of children from Central America &amp; Mexico</li> <li>Femicide and gender-based violence in Central America</li> <li>Sexual and gender-based violence in Haiti</li> <li>Gender-based violence in Afghanistan and Tajikistan</li> </ul>

To request assistance in an asylum case, visit our website at: cgrs.uchastings.edu/assistance/request

## **Presentation Overview**

Overview and chronology of removal proceedings

Overview of the Notice to Appear and challenges before removal proceedings commence

What to expect at the Master Calendar Hearing

What to expect at the Merits Hearing

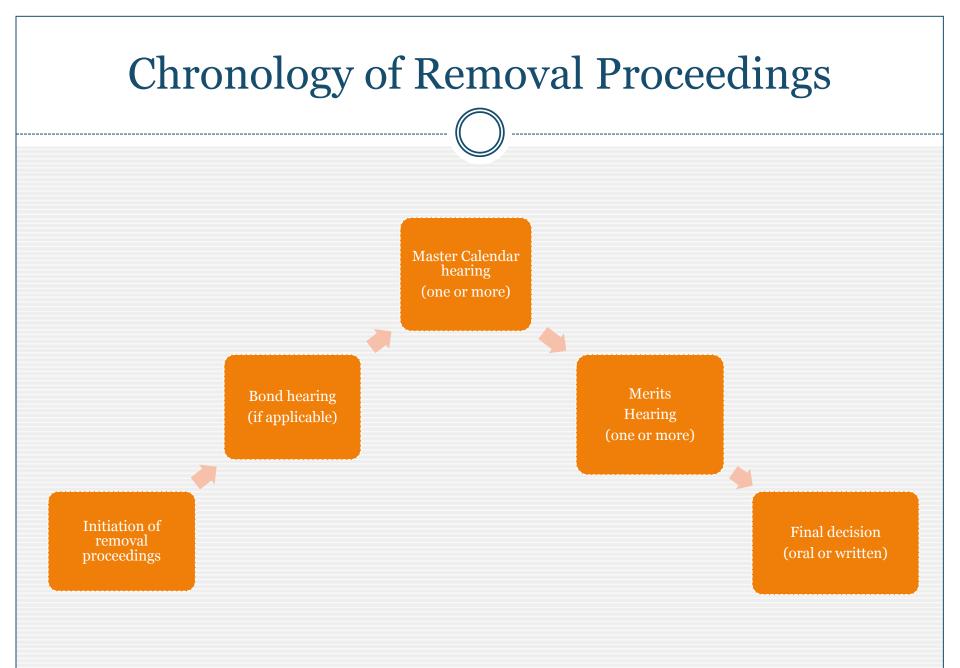
Other aspects of removal proceedings

## **Overview of Removal Proceedings**

- Any noncitizen can be subject to removal
- Government is represented by a trial attorney for the Assistant Chief Counsel of ICE
- Noncitizen ("respondent") has right to an attorney at her own expense
- Deportation/exclusion vs. removal proceedings
  - IIRIRA of 1996 effective April 1, 1997
  - o Order to Show Cause vs. Notice to Appear

## **Initiation of Removal Proceedings**

- Most common reasons a noncitizen is put into removal proceedings
  - Unsuccessfully applied for asylum, permanent residency, citizenship, or other immigration benefit
  - Apprehended at or near the border
  - Following criminal arrest or after individual has completed his or her sentence
  - Workplace raids
  - Permanent residents seeking admission at airports or other ports of entry
  - Post 9/11 security initiatives



## How to Become Attorney of Record

- Once retained by a client in removal proceedings, enter your appearance with the Immigration Court and notify DHS
- Step-By-Step:
  - 1. If you did not register as an attorney with EOIR after June 10, 2013 (when eRegistry began), you must complete the registry process online before you can enter an appearance in a specific case
    - × This includes online submission of contact information and Bar ID number
    - ▼ In-person appearance at any EOIR location to confirm your identity
  - 2. Enter appearance in your specific case by filing Form EOIR-28 (green paper) with the Immigration Court <u>OR</u> filing the EOIR-28 online using EOIR's eRegistry
  - 3. Serve Form G-28 on DHS, and file a copy of the G-28 with the Immigration Court

More info on eRegistry here: <u>http://www.justice.gov/eoir/engage/eRegistration.htm</u>

## **Two Stages of Proceedings**

#### 1. Removability

- Is the respondent removable?
- If not, proceedings must be terminated

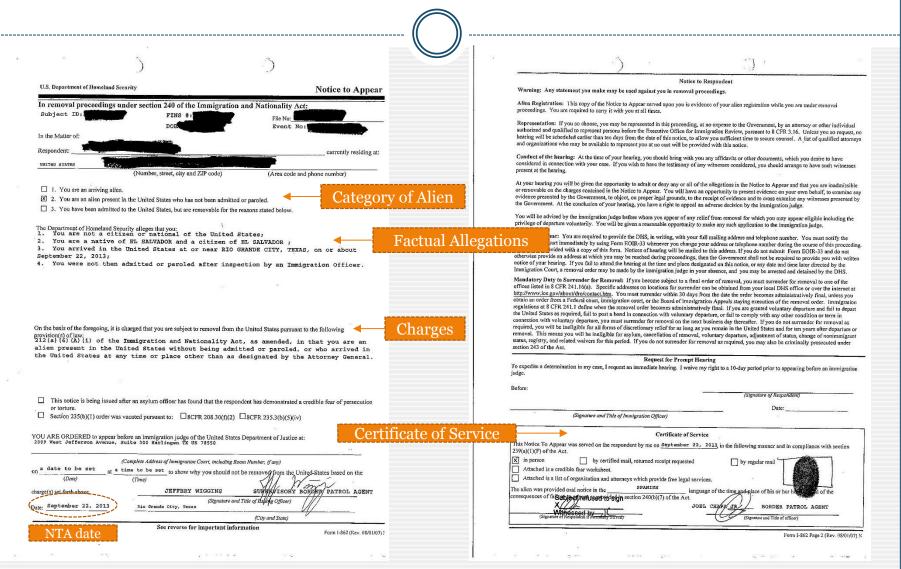
#### 2. Relief

- Is the respondent eligible for immigration relief?
- If the form of relief requested is discretionary, does the respondent warrant a grant of relief?

## The Notice to Appear

- DHS prepares NTA and files with immigration court
- NTA officially initiates removal proceedings on date filed with immigration court
- Client must receive copy of NTA
- 10 days notice required before first hearing
- Classifies respondent under one of three categories of "aliens"
- Contains factual allegations supporting the grounds of inadmissibility or removability

## NTA



U.S. Department of Homeland Security		Notice to Appear
In removal proceedings under sect Subject ID :	ion 240 of the Immigration and Na	File No:
DHS ICE CUSTODY		currently residing a
<ul> <li>1. You are an arriving alien.</li> <li>2. You are an alien present in the Unite</li> <li>3. You have been admitted to the Unite</li> <li>The Department of Homeland Security allege</li> <li>You are not a citizen or na</li> <li>You are a native of </li> </ul>	ational of the United States; and a citizen of the solution wited States at NEW YORK, NY o convicted in the Superior Co	stated below. Allow B 22 AN 9 HENT OF JUSTICE 1999

## Categories of "Aliens"

Three categories of "aliens"

- 1. Arriving aliens
  - Individuals seeking admission at the border
  - Lawful permanent residents (LPRs) returning to the U.S. are NOT considered to be seeking admission UNLESS one of six scenarios applies – see INA §101(a)(13)(C)
- 2. Aliens present in the U.S. without admission or parole (entering without inspection, "EWI")
- 3. Aliens who have been lawfully admitted but are deportable

## **Burdens of Proof**

### • Arriving aliens

- The **noncitizen** must prove clearly and beyond a doubt entitled to admission and not inadmissible
- ★ In the case of returning LPRs, the **government** must first prove the LPR shall be deemed an applicant for admission because she falls under one of the six categories in INA § 101(a)(13)(C). Once established, burden shifts to **noncitizen** to prove clearly and beyond a doubt entitled to admission and not inadmissible

#### • Aliens present without admission or parole (EWI)

- ★ The **government** must first prove alienage by clear, unequivocal and convincing evidence
- Once alienage established, burden shifts to **noncitizen** to prove she is lawfully present pursuant to a prior admission
- Aliens lawfully admitted to the United States
  - The **government** must prove the noncitizen is deportable by clear and convincing evidence

## Inadmissibility vs. Deportability

## Inadmissibility

## Removability

INA § 212 / 8 U.S.C. § 1182

Applies to (1) arriving aliens, (2) aliens present in the U.S. without admission or parole, and (3) returning LPRs deemed to be applicants for admission INA § 237 / 8 U.S.C. § 1227

Applies to individuals who have been lawfully admitted to the U.S. (e.g. LPRs and visa holders)

## Preparing to Plead to the NTA

• Carefully review the NTA for insufficiencies or errors

- Is the respondent **properly classified** as an arriving alien / alien who entered without inspection or parole / lawfully admitted but deportable alien?
- Are the **factual allegations** correct? If not, move to amend the NTA or deny any allegations you wish to contest



## Preparing to Plead to the NTA

- Carefully review the **charges of removability** 
  - What evidence has the government offered to sustain the charges of removability?
  - If you disagree with the charges, contest removability (especially if related to criminal history)
- Carefully review what evidence the government has offered of **alienage** (birth outside the U.S.)
  - What is the evidence of alienage? (Examples: copy of birth certificate or identification document, admission by respondent in Form I-213)
  - Was the evidence obtained in violation of the 4<sup>th</sup> or 5<sup>th</sup> amendments prohibiting unlawful searches and seizures and coercive questioning?
     If so, consider possible motion to suppress evidence and terminate

# Pleading to the NTA

#### • Factual allegations

• Admit or deny one by one

#### Charges of removability

- Concede or deny
- Conceding removability waives right to challenge removability later
- When in doubt, deny the allegations and charges and hold the government to their burden of proof

#### Designation of country of removal

- Should decline to designate if applying for asylum, withholding of removal, CAT
- o Trial attorney may request to designate country of removal
- IJ will make ultimate decision and direct the country of removal in the event removal is necessary

#### Forms of Relief

• Indicate forms of relief client intends to seek

## Sample Pleadings

Pleadings can be oral or in writing

### • Samples:

"The respondent admits factual allegations one through five; concedes removability as charged; and declines to designate a country of removal. Respondent will be seeking relief from removal in the form of asylum, withholding of removal, and protection under the Convention Against Torture, and voluntary departure in the alternative." "The respondent admits factual allegations one through three, denies allegation five and six, and admits allegation seven; respondent denies the two charges of removability; and respondent declines to designate a country of removal. Respondent will be applying for cancellation of removal for certain permanent residents." • Note: the trial attorney can amend the NTA or allege additional charges by filing a Form I-261

• This can happen at any time before a final order of removal is entered

## Master Calendar Hearing

- Group hearing; usually quick
- Pleadings and determination re removability
  - If there are major arguments re removability, IJ may require briefing and/or a merits hearing to resolve the issue
- Narrow the legal issues
- Request and file applications for relief from removal
- Set deadlines for filings and schedule merits hearing
- Can request continuances for attorney preparation if not ready to proceed to merits hearing

## Merits Hearing

- Individual hearing; can last up to several hours
- If not completed at MC hearing, will review evidence
  - IJ will mark and admit evidence into record
  - Parties can make objections to admission of evidence
- Present testimony of client and any witnesses
- Additional hearings may be necessary
- Closing arguments (where applicable/desired)
- Oral IJ Decision (where applicable)



## Burden of Proof at Relief Stage

 Once removability has been established and sustained, the **noncitizen** always carries the burden of establishing eligibility for relief from removal.
 See 8 C.F.R. § 1240.8(d)

## **Relief from Removal**

Main forms of relief (can request all that apply)

- Asylum, Withholding of Removal, and Convention Against Torture (CAT) relief
- Cancellation of removal for LPRs and non-LPRs
- VAWA cancellation of removal
- NACARA cancellation or suspension
- Adjustment of status (in limited circumstances)
- Waivers (e.g. 212(c), 212(h))
  - **×** Stand alone or in conjunction with adjustment of status
- Voluntary departure pre and post hearing

• When no relief available, can request prosecutorial discretion from ICE

## Asylum, Withholding of Removal, and CAT

- For individuals who experienced persecution or torture in their home country and/or fear persecution or torture in the future
- Requirements for Asylum INA § 101(a)(42):
  - Meet the definition of a refugee: well-founded fear of persecution on account of race, religion, nationality, political opinion, or membership in a particular social group
  - > Must file for asylum within one-year of last arrival in US
  - > Asylum requires a "reasonable possibility" (1 in 10 chance) of persecution
- Requirements for Withholding of Removal INA § 241(b)(3):
  - Must show that "life or freedom would be threatened" in country of origin on account race, religion, nationality, political opinion, or membership in a particular social group
  - Withholding requires a "clear probability" (51% chance or more) of persecution

## Asylum, Withholding, and CAT

• Requirements for Protection under the Convention Against Torture - 8 C.F.R. § 208.18(a):

- Must establish that it is "more likely than not" (51% chance or more) that applicant would be tortured by or with the consent or acquiescence of a government official if removed to the proposed country of removal
- 2 types of protection under CAT: (1) withholding of removal or (2) deferral of removal
- Form I-589: Application form for asylum, withholding of removal, and CAT no fee

 Asylum offers pathway to permanent residence/citizenship, withholding of removal/CAT do not

• Asylum permits derivative status for spouses and children, withholding of removal/CAT do not

## **Cancellation of Removal**

### • LPRs (Form EOIR-42A) – INA § 240(A)(a)

- Been an LPR for at least 5 years
- 7 years continuous physical residence after admission in any status
- No aggravated felony convictions
- Deserving of favorable exercise of discretion

### • Non-LPRs (Form EOIR-42B) - INA § 240(A)(b)

- 10 years continuous physical presence (prior to issuance of NTA)
- Not convicted of crime under INA § 212(a)(2), 237(a)(2), or 237(a)(3)
- Good moral character for 10 years
- Exceptional and extremely unusual hardship to USC or LPR spouse, parent, child
- Deserving of favorable exercise of discretion

## VAWA Cancellation of Removal

 VAWA cancellation (Form EOIR-42A) - INA § 240(A)(b)(2)

- Been battered or subjected to extremely cruelty in the U.S. by USC or LPR spouse or parent OR noncitizen's child was subjected to such abuse by her USC or LPR parent
- 3 years continuous physical presence (prior to NTA)
- Good moral character during those 3 years
- Not inadmissible under INA § 212(a)(2)(certain crimes) or 212(a)(3)(security related grounds), not deportable under 237(a)(1)(G)(marriage fraud), or 237(a)(2)-(4) (criminal, fraud, security related grounds), and not convicted of an aggravated felony
- Removal would result in extreme hardship to you or your child who is the child of a USC or LPR
- o Deserving of favorable exercise of discretion

## NACARA § 203: Special Rule Cancellation

- NACARA § 203 special rule cancellation for certain applicants from El Salvador, Guatemala, and former Soviet bloc countries (Form I-881)
  - Eligibility requirements depend on where person is from (see NACARA § 203(a), but include:
    - First entry to US on or before certain date in 1990, applied for asylum by certain date, not apprehended at any time after entry, not convicted of aggravated felony
    - ▼ Family member of individual in category may qualify
    - Spouse/child battered or subject to extreme cruelty by someone falling into this class may be eligible for NACARA

## NACARA§ 203: Special Rule Cancellation

- After determine eligibility for NACARA, need to show:
  - o 7 years continuous presence in US
  - Good moral character during those 7 years
  - Not removable under certain criminal grounds
  - Deportation or removal cause extreme hardship to you or LPR/USC parent, spouse or child

## NACARA § 202 – Adjustment of status

- Applies to certain Nicaraguan and Cuban nationals
- Continuous physical presence in US since December 1, 1995
- Apply for adjustment of status under NACARA before April 1, 2000 and physically present in US when filed
- Not subject to certain grounds of inadmissibility under INA § 212
- Spouse, child, unmarried son or daughter of applicant may qualify

# Adjustment of Status

## • Eligibility:

- o Family and employment visa petitions, SIJS, VAWA Self-Petition
- Priority date current; check State Department Visa Bulletin: <u>http://travel.state.gov/content/visas/english/law-and-policy/bulletin.html</u>
- Admissibility
- Discretion
- Lawful Entry to US "inspected, admitted or paroled" and maintained lawful immigration status
- Bars for unlawful employment, immigration status at time of filing, overstay of granted voluntary departure period
  - Exception for immediate relatives with lawful entry but not maintain status
  - Exemption of lawful entry/status under INA § 245(i) visa petition filed before April 30, 2001 and approvable when filed
  - Unlawful unemployment exception for certain categories

## Waivers

#### INA 212(c)(repealed)

- Waiver for lawful permanent residents who proceeded abroad temporarily and not under deportation and returned to unrelinquished domicile of 7 consecutive years
- Expanded to include LPRs who did not go abroad but subject to certain grounds of excludability and deportability
- *INS v. St. Cyr*, 533 U.S. 289 (2001) waiver still eligible to LPR in removal proceedings who entered into plea agreement prior to April 1, 1997
- Very complicated case law and retroactivity issues

#### • INA 212(h)

- Waives limited crimes
  - Crimes of moral turpitude INA § 212(a)(2)(A)(i)(I)
  - Single controlled substance offense for simple possession of 30 grams or less of marijuana INA § 212(a)(2)(A)(i)(II)
  - Multiple criminal convictions where total aggregate sentence is 5+ years INA § 212(a)(2)(B)
  - Prostitution and commercialized vice INA § 212(a)(2)(D)
  - People who have asserted immunity from prosecution INA § 212(a)(2)(E)
- Available to
  - × Noncitizens who are the spouse, parent, son or daughter of a USC or LPR and that relative would suffer extreme hardship if noncitizen is removed

## Voluntary Departure

### Pre-Hearing – INA § 240B(a); 8 C.F.R. § 1240.26(b)

- Must request before or at master calendar hearing
- Cannot be requested in conjunction with other forms of relief
- Must concede removability and waive appeal
- No aggravated felonies and not deportable for security related grounds
- IJ may impose conditions, such as bond
- Maximum time allowed is 120 days
- Post-Hearing 8 C.F.R. § 1240.26(c)
  - Must have been physically present in the U.S. for **one year** prior to issuance of NTA
  - Good moral character for last 5 years
  - No aggravated felonies and not deportable for terrorism grounds
  - Show financial means to depart and intention to do so
  - Bond of at least \$500 within 5 days of IJ's order
  - Maximum time allowed is 60 days

## **Prosecutorial Discretion**

- DHS officers have authority to exercise prosecutorial discretion at all stages of enforcement process
- In removal proceedings, prosecutorial discretion could include whether to:
  - Agree to join motion to admin close or terminate proceedings
  - Agree to continuance until eligible for relief at later date
  - o Amend NTA to change/remove factual allegations/charges
  - Agree to limit issues/evidence
  - Agree not to oppose grant of voluntary departure
  - Agree not to appeal IJ's grant of relief
  - Grant deferred action or settle case

## Factors Considered for Prosecutorial Discretion

- Immigration enforcement priorities
- Length of time in the US (lawful status helpful)
- Circumstances of individual's arrival (e.g. if child)
- Graduation from U.S. high school and pursuit of higher education in U.S.
- U.S. military service of individual or immediate relative
- Criminal history
- Immigration history
- National security or public safety concern
- Family ties and contribution to community
  - Is spouse, parent, or child LPR or USC?
  - Primary caretaker of physically/mentally ill/disabled relative?
- Ties to and conditions in home country
- Age of individual elderly or minor?
- Cooperation with state, local, federal law enforcement
- Likelihood of permanent/temporary immigration relief
- Likelihood of removal

## **Obtaining Relief Outside Removal Proceedings**

- IJs do not have jurisdiction over some forms of relief
- Noncitizen *may* be able to seek relief from USCIS while still in removal proceedings
  - Usually requires noncitizen to file a motion to continue or administrative close while the application is being adjudicated
- Examples:
  - Asylum cases involving Unaccompanied Alien Children (UACs)
  - o Special Immigrant Juvenile Status
  - o DACA, VAWA, U visa, and T visa
  - Certain adjustment of status applications: I-751

# Testimony & Witnesses

#### • Client's testimony

- Written (declaration) and oral
- When client is deemed credible, oral and written testimony can be enough to meet burden of proof
- BUT, generally advisable to provide corroborating evidence in form of witnesses and documentary evidence as well

#### Witnesses

- o Good to identify potential witnesses early on
- Witnesses should provide a declaration/affidavit/letter of support
  - Generally advisable to make the witness available for cross-examination to ensure greatest weight is given to testimony
  - Expert witnesses (such as psychologists, doctors, and country conditions experts) are not required, but can greatly benefit case in order to show the client meets the elements required for relief

### • Direct, cross-examination, re-direct of all witnesses

# **Briefing/Arguments**

#### **Pre-Hearing Statements**

- Not required unless ordered by the IJ
- Usually includes:

•

- **x** Statements of facts and/or stipulated facts
- ▼ List of proposed witnesses
- ▼ List of exhibits w/ documents attached
- × Statement re: client's eligibility for relief from removal

#### Oral Arguments

- Sometimes used in lieu of written briefs in less complicated cases
- Usually brief and focuses on most contested issues

#### • Written Briefs

- Not required unless ordered by the IJ, but may be requested
- Especially in cases with complicated legal issues, could be helpful in showing that the client meets all the elements and/or discretionary factors for relief
- Usually includes:
  - Summary of facts
  - ✗ Legal arguments

# Motions

### • Types are endless; most common:

- Motion to suppress
- Motion to terminate
- Motion for administrative closure
- Motion to continue
- Motion to withdraw/substitute counsel
- Motion to reopen/reconsider
- Motion to change venue
- Motion to present telephonic testimony
- See Immigration Court Practice Manual for details on rules regarding motions

## Misc. Aspects of Removal Proceedings

### • Change of Address

• Respondents required to notify court of change of address within 5 days of move (Form EOIR-33)

### Interpretation

- o Court must provide interpreter in client's best language
- Courts now using full & complete interpretation, can be waived for portions of hearing
- o Objecting to poor interpretation/making a record for appeal

### In Absentia Removal Orders

- IJ are entitled to order client removed in absentia if fails to appear at hearing
- Can move to reopen in certain scenarios (e.g. deficient notice under regulations, failed to appear due to emergency)

## **Final Orders**

### • Summary Orders

• One-page orders, IJ checks off boxes

### Oral Decisions

• Delivered from the bench at last hearing

### Written Decisions

Prepared after last hearing, usually for more complicated cases
Often written by the court's law clerks/attorney advisors
Can be delivered by mail or issued in person in court

## **Appeal Process**

#### Immigration Court (subject to case law in that circuit)

Board of Immigration Appeals (precedent decisions apply to all circuits)

Circuit Courts of Appeal (decisions apply only to own circuit)

Supreme Court of the United States

# **Appeal Process**

### • BIA

- Either side may appeal to BIA w/in 30 days of IJ's decision (Notice of Appeal, Form EOIR-26). If no appeal taken, IJ's decision is final.
- BIA will set briefing schedule after receiving Notice of Appeal and producing transcripts of IJ proceedings

## Circuit Courts of Appeal

- If BIA denials appeal, the respondent (not DHS) can appeal to the appropriate circuit court of appeal
- Will only review legal and constitutional questions, not discretionary decisions
- U.S. Supreme Court

### Removal Order Becomes Final: What's Next?

- Consequences of final orders of removal INA § 212(a)(9)(A)
  - Inadmissible to the US for 5/10/20 years
  - Waiver may be available

### • Physical removal from the United States

• Detention and Removal Office (DRO) assists person in obtaining travel document, purchases necessary tickets, accompanied by ICE escort to country of removal

### Resources

### Procedures:

- Immigration Court Practice Manual: <u>http://www.justice.gov/eoir/vll/OCIJPracManual/ocij\_page1.htm</u>
- BIA Practice Manual: <u>http://www.justice.gov/eoir/vll/qapracmanual/apptmtn4.htm</u>

### CGRS Resources:

- Practice advisories on asylum claims
- Country conditions reports
- Expert affidavits for asylum claims
- Other publications

More information is available on our website: <u>cgrs.uchastings.edu</u>

