

Form B3-1. Model Statute: Unidentified Anomalous Phenomena Truth and Reconciliation Commission Act

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When to use. Legislators and advocates drafting a truth commission with immunity and redress provisions. **Not for:** A records review board alone (the UAP Disclosure Act).

Deadlines. None.

[]TH CONGRESS
[] SESSION

H. R. []

To establish the UAP Truth and Reconciliation Commission, and for other purposes.

IN THE HOUSE OF REPRESENTATIVES

[MONTH DAY], [YEAR]

[MR./MS.] (for [himself/herself and]) introduced the following bill; which was referred to the Committee on []

A BILL

To establish the UAP Truth and Reconciliation
Commission, and for other purposes.

1 Be it enacted by the Senate and House of Representatives of the
2 United States of America in Congress assembled,

3 **SECTION 1. SHORT TITLE.**

4 This Act may be cited as the “UAP Truth and Reconciliation
5 Commission Act.”

6 **SEC. 2. FINDINGS AND PURPOSES.**

7 (a) Findings. Congress finds the following:

8 (1) Since at least 1947 the Federal Government has received
9 reports of unidentified anomalous phenomena from military personnel,
10 civil aviators, and the public, and has studied them through programs
11 whose existence and results were not fully disclosed to Congress or the
12 public.

13 (2) Former officials have testified under oath before committees
14 of Congress that the Government and its contractors have operated
15 programs to retrieve and exploit technologies of unknown origin, that
16 those programs were withheld from the committees with jurisdiction
17 over them, and that persons who reported them suffered reprisal.

18 (3) Congress has found it necessary to enact statutes that
19 require the reporting of unidentified anomalous phenomena, protect
20 persons who disclose information about them, create a records
21 collection at the National Archives, and bar the obligation of funds for
22 unreported programs (section 1673 of the James M. Inhofe National
23 Defense Authorization Act for Fiscal Year 2023; sections 1687 and
24 1841 through 1843 of the National Defense Authorization Act for
25 Fiscal Year 2024).

1 (4) The offices established to receive such information have not
2 produced a complete account, and their reports have been disputed by
3 witnesses whose accounts they addressed.

4 (5) Witnesses with knowledge of such programs are bound by
5 nondisclosure agreements and face potential criminal, civil, and
6 administrative liability, and many will not come forward without a
7 lawful process that addresses that exposure.

8 (6) A complete public account, with lawful protection for
9 witnesses and redress for persons harmed, serves the constitutional
10 responsibilities of Congress over appropriations and the armed forces
11 and the public interest in knowing the history of the Government's
12 knowledge of and involvement with unidentified anomalous
13 phenomena.

14 (b) Purposes. To establish a complete and accurate public account of
15 the Federal Government's knowledge of and activities relating to unidentified
16 anomalous phenomena, technologies of unknown origin, and non-human
17 intelligence; to identify unlawful conduct and its consequences; to provide
18 redress to persons harmed; and to recommend reforms.

19 **SEC. 3. ESTABLISHMENT.**

20 There is established as an independent agency the Unidentified
21 Anomalous Phenomena Truth and Reconciliation Commission (the
22 "Commission").

23 **SEC. 4. MEMBERSHIP.**

24 (a) Nine members appointed by the President by and with the advice
25 and consent of the Senate, not more than five from the same political party,
26 after considering recommendations from the majority and minority leaders of
27 each House.

1 (b) Qualifications. No member may have had any involvement with a
2 legacy program or controlling authority (as defined in section 12).

3 (c) Clearances. Members and staff shall be processed for clearances on
4 an expedited basis and shall be granted access to all information necessary to
5 the Commission's work, including special access and controlled access
6 programs, notwithstanding section 119 of title 10, United States Code, or any
7 regulation or directive limiting access.

8 **SEC. 5. DUTIES.**

9 The Commission shall investigate and report on—

10 (1) the history of Federal Government and contractor programs
11 relating to unidentified anomalous phenomena, including collection,
12 retrieval, exploitation, reverse engineering, and study of technologies
13 of unknown origin and biological evidence of non-human intelligence;

14 (2) the legal authorities under which such programs operated,
15 including any directive, finding, or opinion, and whether such
16 programs complied with law, including laws on appropriations and
17 reporting to Congress;

18 (3) actions taken against persons who reported or sought to
19 report information relating to such programs;

20 (4) any harm to any person, including any injury, death,
21 detention, or violation of rights, arising from such programs; and

22 (5) recommendations for legislation, executive action, and
23 redress.

24 **SEC. 6. POWERS.**

25 (a) Hearings. The Commission may hold public and closed hearings,
26 take testimony under oath, and receive evidence.

1 (b) Subpoenas. The Commission may issue subpoenas for testimony
2 and records, enforceable by the United States District Court for the District
3 of Columbia on application of the Commission.

4 (c) Access. Every department, agency, and contractor shall provide the
5 Commission with information, records, facilities, and material it requests,
6 notwithstanding any nondisclosure agreement, contract term, or
7 classification.

8 (d) Agency for immunity purposes. The Commission is an agency of the
9 United States for purposes of section 6001 of title 18, United States Code.

10 **SEC. 7. TESTIMONY, IMMUNITY, AND PROTECTION OF**
11 **PROSECUTIONS.**

12 (a) Proffers. The Commission may receive proffers of testimony under
13 written agreements that limit the use of the proffer, in consultation with the
14 Attorney General.

15 (b) Immunity orders. The Commission may seek orders under section
16 6004 of title 18, United States Code. Before any such order is sought, the
17 Attorney General shall be given not less than 30 days to secure and document
18 evidence relating to the witness.

19 (c) Excluded conduct. No order, agreement, or provision of this Act
20 shall confer immunity from prosecution or civil liability for any act
21 constituting murder, manslaughter, torture (as defined in section 2340 of title
22 18, United States Code), cruel, inhuman, or degrading treatment, enforced
23 disappearance, or sexual assault.

24 (d) Handling of immunized testimony. Immunized testimony shall be
25 taken in closed session; transcripts shall be held under seal; and no person
26 engaged in a related criminal investigation or prosecution shall have access
27 to it without order of the court that issued the immunity order.

1 **SEC. 8. CONDITIONAL RELIEF FROM CIVIL LIABILITY.**

2 (a) A person who, as determined by the Commission, gives full and
3 truthful testimony regarding covered conduct shall not be liable in any civil
4 action under Federal or State law for that conduct, except for excluded
5 conduct under section 7(c).

6 (b) “Covered conduct” means participation in a program described in
7 section 5(1), including violations of laws on appropriations, records, reporting
8 to Congress, and contracts, and nondisclosure of information.

9 (c) The Commission’s determination is subject to review in the United
10 States District Court for the District of Columbia.

11 (d) A person whose claim is extinguished under subsection (a) may
12 seek compensation under section 9.

13 **SEC. 9. REDRESS PROGRAM.**

14 (a) Fund. There is established in the Treasury the UAP Redress Fund,
15 to be administered by a Special Master appointed by the Attorney General
16 after consultation with the Commission.

17 (b) Eligibility. An individual (or the personal representative of a
18 deceased individual) is eligible for compensation if the Special Master
19 determines that the individual—

20 (1) suffered physical injury, illness, or death arising from
21 participation in, exposure to, or proximity to an activity of a program
22 described in section 5(1);

23 (2) suffered loss of employment, security clearance, or
24 professional standing as a result of reporting or seeking to report
25 information relating to such a program; or

26 (3) held a claim against any person that was extinguished by
27 section 8.

1 (c) Documentation. A claimant shall submit the evidence reasonably
2 available to the claimant. The Special Master shall obtain records held by
3 any department, agency, or contractor, including classified records, and may
4 rely on the Commission's findings. A claimant shall not be denied
5 compensation because records relevant to the claim remain classified or were
6 destroyed; in such a case the Special Master may rely on the claimant's
7 sworn statement and other credible evidence.

8 (d) Presumptions. The Special Master may establish by regulation
9 presumptions of causation for specified injuries or illnesses associated with
10 specified exposures, after considering the views of the Secretary of Health
11 and Human Services and any medical evidence developed by the Commission.

12 (e) Awards. Awards shall compensate for economic loss and
13 noneconomic loss, reduced by collateral payments received for the same
14 injury from another Federal program. The Special Master shall publish
15 award schedules.

16 (f) Procedure. A claim shall be filed within 3 years after the later of the
17 date of enactment of this Act or the date on which the claimant knew or
18 reasonably should have known of the injury and its connection to a program
19 described in section 5(1). The Special Master shall decide a claim within 180
20 days after it is complete. Hearings may be closed when classified information
21 is discussed.

22 (g) Election and finality. Acceptance of an award constitutes a waiver
23 of all civil claims arising from the same injury against the United States, its
24 officers and employees, and its contractors. A decision of the Special Master is
25 final, except that a claimant may seek review in the United States Court of
26 Federal Claims on the ground that the decision was arbitrary, capricious, or
27 contrary to law.

1 (h) Confidentiality. The identity of a claimant, and any information
2 that would reveal it, shall not be disclosed without the claimant's written
3 consent.

4 **SEC. 10. PROTECTION OF WITNESSES.**

5 Any person who provides information to the Commission shall have
6 the protections of section 1673(b) of the James M. Inhofe National Defense
7 Authorization Act for Fiscal Year 2023 (50 U.S.C. 3373b(b)). No person may
8 take or threaten any personnel action, including any action affecting a
9 security clearance, in reprisal for such information. A person aggrieved may
10 bring a civil action in a district court of the United States for reinstatement,
11 back pay, compensatory damages, and attorney fees.

12 **SEC. 11. REPORTS AND RECORDS.**

13 (a) Interim reports every 6 months; a final report within 3 years after
14 the Commission's first meeting, unclassified with a classified annex.

15 (b) The unclassified report shall be published. The classified annex
16 shall be reviewed for declassification within 2 years after the final report and
17 every 5 years thereafter.

18 (c) All Commission records shall be transferred to the Unidentified
19 Anomalous Phenomena Records Collection at the National Archives.

20 **SEC. 12. DEFINITIONS.**

21 In this Act:

22 (1) The term "controlling authority" means any Federal, State,
23 or local government department, office, agency, committee,
24 commission, commercial company, academic institution, or private
25 sector entity in physical possession of technologies of unknown origin
26 or biological evidence of non-human intelligence.

1 (2) The term “legacy program” means all Federal, State, and
2 local government, commercial industry, academic, and private sector
3 endeavors to collect, exploit, or reverse engineer technologies of
4 unknown origin or examine biological evidence of living or deceased
5 non-human intelligence that predate the date of the enactment of this
6 Act.

7 (3) The term “non-human intelligence” means any sentient
8 intelligent non-human lifeform regardless of nature or ultimate origin
9 that may be presumed responsible for unidentified anomalous
10 phenomena or of which the Federal Government has become aware.

11 (4) The term “technologies of unknown origin” means any
12 materials or meta-materials, ejecta, crash debris, mechanisms,
13 machinery, equipment, assemblies or sub-assemblies, engineering
14 models or processes, damaged or intact aerospace vehicles, and
15 damaged or intact ocean-surface and undersea craft associated with
16 unidentified anomalous phenomena or incorporating science and
17 technology that lacks prosaic attribution or known means of human
18 manufacture.

19 (5) The term “prosaic attribution” means having a human (either
20 foreign or domestic) origin and operating according to current, proven,
21 and generally understood scientific and engineering principles and
22 established laws of nature and not attributable to non-human
23 intelligence.

24 (6) The term “unidentified anomalous phenomena” has the
25 meaning given that term in section 3373(n) of title 50, United States
26 Code.

1 (7) The term “contractor” includes a subcontractor at any tier
2 and any person performing work under an other transaction
3 agreement or cooperative agreement.

4 **SEC. 13. TERMINATION.**

5 The Commission terminates 90 days after submitting its final report.

6 **SEC. 14. AUTHORIZATION OF APPROPRIATIONS.**

7 There are authorized to be appropriated such sums as may be
8 necessary to carry out this Act, to remain available until expended, of which
9 not less than \$____ shall be available for the UAP Redress Fund.

10 **SEC. 15. SEVERABILITY.**

11 If any provision of this Act, or its application to any person or
12 circumstance, is held invalid, the remainder of this Act and the application of
13 the provision to other persons or circumstances shall not be affected. If
14 section 8 is held invalid as to any claim, the claimant shall remain eligible
15 under section 9.

16

1 **Alternative SEC. 3 and 4 (legislative-branch commission).** To
 2 insulate the Commission from presidential removal (see the drafting note on
 3 *Slaughter*), substitute the following and delete sections 6(d) and 7(b) to the
 4 extent they rely on executive powers:

5 **SEC. 3. ESTABLISHMENT.**

6 There is established in the legislative branch the Unidentified
 7 Anomalous Phenomena Truth and Reconciliation Commission (the
 8 “Commission”).

9 **SEC. 4. MEMBERSHIP.**

10 (a) Ten members: three appointed by the Speaker of the House of
 11 Representatives, two by the minority leader of the House, three by the
 12 majority leader of the Senate, and two by the minority leader of the Senate.
 13 Members serve for the life of the Commission and may be removed only by
 14 the official who appointed them.

15 (b) and (c) as in the principal text.

16 In this version the Commission investigates and reports to Congress.
 17 Section 6005 of title 18 allows immunity orders only for proceedings before a
 18 House or a committee, so immunized testimony would be taken by a
 19 committee of Congress at the Commission’s request. Give the Commission
 20 express authority to sue in its own name to enforce its subpoenas in the
 21 District Court for the District of Columbia, because 28 U.S.C. §1365 reaches
 22 only Senate and Senate committee subpoenas.

Drafting notes

- **Removal and independence.** The Supreme Court overruled what remained of *Humphrey's Executor* in *Trump v. Slaughter*, No. 25-332, 609 U.S. ___, slip op. at 20-21 (June 29, 2026). This model gives members no for-cause removal protection, so a commission exercising subpoena and immunity-request powers serves within the executive branch. A sponsor who wants a commission insulated from the President should instead create a legislative-branch commission, appointed by congressional leaders, that investigates and reports to Congress and asks the courts to enforce its subpoenas, which *Slaughter* recognizes Congress may do (slip op. at 20-21).
- Section 7(b)'s 30-day evidence-securing period and 7(d)'s sealing rules respond to *United States v. North*, 910 F.2d 843 (D.C. Cir. 1990), modified, 920 F.2d 940 (D.C. Cir. 1990), and *United States v. Poindexter*, 951 F.2d 369 (D.C. Cir. 1991).
- Section 7(c) excludes grave conduct from immunity, responding to the human-rights objection that defeated conditional immunity in the Northern Ireland Legacy Act.
- Sections 2(a)(2) and (4) describe testimony and disputes in general terms and name no individual or office as a wrongdoer. A sponsor who wants to cite specific hearings can add them, but keep the findings to what is in the public record.
- Section 9 borrows its structure from the September 11th Victim Compensation Fund (Pub. L. 107-42, title IV) and the claims-on-records provisions of the Radiation Exposure Compensation Act. Section 9(c)'s rule that classified or destroyed records do not defeat a claim responds to the evidence problems discussed in [Issue D5](#).
- Section 12 adopts the definitions in section 1773 of H.R. 8800 (119th Cong.) as passed by the House.
- Section 8 should be paired with section 9 to reduce due process and takings objections to extinguishing accrued claims.