

114TH CONGRESS
1ST SESSION

H. R. 2686

To amend section 217 of the Immigration and Nationality Act to modify the visa waiver program, and for other purposes.

IN THE HOUSE OF REPRESENTATIVES

JUNE 8, 2015

Mr. QUIGLEY (for himself, Mr. HECK of Nevada, Mr. KINZINGER of Illinois, Mr. LIPINSKI, Ms. NORTON, and Mr. TONKO) introduced the following bill; which was referred to the Committee on the Judiciary

A BILL

To amend section 217 of the Immigration and Nationality Act to modify the visa waiver program, 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 “Visa Waiver Program
5 Enhanced Security and Reform Act”.

1 **SEC. 2. VISA WAIVER PROGRAM ENHANCED SECURITY AND**
2 **REFORM.**

3 (a) DEFINITIONS.—Section 217(c)(1) of the Immi-
4 gration and Nationality Act (8 U.S.C. 1187(c)(1)) is
5 amended to read as follows:

6 “(1) AUTHORITY TO DESIGNATE; DEFINI-
7 TIONS.—

8 “(A) AUTHORITY TO DESIGNATE.—The
9 Secretary of Homeland Security, in consultation
10 with the Secretary of State, may designate any
11 country as a program country if that country
12 meets the requirements under paragraph (2).

13 “(B) DEFINITIONS.—In this subsection:

14 “(i) APPROPRIATE CONGRESSIONAL
15 COMMITTEES.—The term ‘appropriate con-
16 gressional committees’ means—

17 “(I) the Committee on Foreign
18 Relations of the Senate;

19 “(II) the Committee on Home-
20 land Security and Governmental Af-
21 fairs of the Senate;

22 “(III) the Committee on the Ju-
23 diciary of the Senate;

24 “(IV) the Committee on Foreign
25 Affairs of the House of Representa-
26 tives;

1 “(V) the Committee on Home-
2 land Security of the House of Rep-
3 resentatives; and

4 “(VI) the Committee on the Ju-
5 diciary of the House of Representa-
6 tives.

7 “(ii) OVERSTAY RATE.—

8 “(I) INITIAL DESIGNATION.—The
9 term ‘overstay rate’ means, with re-
10 spect to a country being considered
11 for designation in the program, the
12 ratio between—

13 “(aa) the number of nation-
14 als of that country who were ad-
15 mitted to the United States on
16 the basis of a nonimmigrant visa
17 under section 101(a)(15)(B)
18 whose periods of authorized stay
19 ended during a fiscal year but
20 who remained unlawfully in the
21 United States beyond such peri-
22 ods; and

23 “(bb) the number of nation-
24 als of that country who were ad-
25 mitted to the United States on

1 the basis of a nonimmigrant visa
2 under section 101(a)(15)(B)
3 whose periods of authorized stay
4 ended during that fiscal year.

5 “(II) CONTINUING DESIGNA-
6 TION.—The term ‘overstay rate’
7 means, for each fiscal year after ini-
8 tial designation under this section
9 with respect to a country, the ratio
10 between—

11 “(aa) the number of nation-
12 als of that country who were ad-
13 mitted to the United States
14 under this section or on the basis
15 of a nonimmigrant visa under
16 section 101(a)(15)(B) whose pe-
17 riods of authorized stay ended
18 during a fiscal year but who re-
19 mained unlawfully in the United
20 States beyond such periods; and

21 “(bb) the number of nation-
22 als of that country who were ad-
23 mitted to the United States
24 under this section or on the basis
25 of a nonimmigrant visa under

1 section 101(a)(15)(B) whose pe-
2 riods of authorized stay ended
3 during that fiscal year.

4 “(III) COMPUTATION OF OVER-
5 STAY RATE.—In determining the over-
6 stay rate for a country, the Secretary
7 of Homeland Security may utilize in-
8 formation from any available data-
9 bases to ensure the accuracy of such
10 rate.

11 “(iii) PROGRAM COUNTRY.—The term
12 ‘program country’ means a country des-
13 ignated as a program country under sub-
14 paragraph (A).”.

15 (b) TECHNICAL AND CONFORMING AMENDMENTS.—
16 Section 217 of the Immigration and Nationality Act (8
17 U.S.C. 1187), as amended by subsection (a), is further
18 amended—

19 (1) by striking “Attorney General” each place
20 the term appears (except in subsection (c)(11)(B))
21 and inserting “Secretary of Homeland Security”;
22 and

23 (2) in subsection (c)—

24 (A) in paragraph (2)(C)(iii), by striking
25 “Committee on the Judiciary and the Com-

1 mittee on International Relations of the House
2 of Representatives and the Committee on the
3 Judiciary and the Committee on Foreign Rela-
4 tions of the Senate” and inserting “appropriate
5 congressional committees”;

6 (B) in paragraph (5)(A)(i)(III), by striking
7 “Committee on the Judiciary, the Committee on
8 Foreign Affairs, and the Committee on Home-
9 land Security, of the House of Representatives
10 and the Committee on the Judiciary, the Com-
11 mittee on Foreign Relations, and the Com-
12 mittee on Homeland Security and Govern-
13 mental Affairs of the Senate” and inserting
14 “appropriate congressional committees”; and

15 (C) in paragraph (7), by striking subpara-
16 graph (E).

17 (c) DESIGNATION OF PROGRAM COUNTRIES BASED
18 ON OVERSTAY RATES.—

19 (1) IN GENERAL.—Section 217(c)(2)(A) of the
20 Immigration and Nationality Act (8 U.S.C.
21 1187(c)(2)(A)) is amended to read as follows:

22 “(A) GENERAL NUMERICAL LIMITA-
23 TIONS.—

24 “(i) LOW NONIMMIGRANT VISA RE-
25 FUSAL RATE.—The percentage of nationals

1 of that country refused nonimmigrant visas
2 under section 101(a)(15)(B) during the
3 previous full fiscal year was not more than
4 3 percent of the total number of nationals
5 of that country who were granted or re-
6 fused nonimmigrant visas under such sec-
7 tion during such year.

8 “(ii) LOW NONIMMIGRANT OVERSTAY
9 RATE.—The overstay rate for that country
10 was not more than 3 percent during the
11 previous fiscal year.”.

12 (2) QUALIFICATION CRITERIA.—Section
13 217(c)(3) of such Act (8 U.S.C. 1187(c)(3)) is
14 amended to read as follows:

15 “(3) QUALIFICATION CRITERIA.—After designa-
16 tion as a program country under section 217(c)(2),
17 a country may not continue to be designated as a
18 program country unless the Secretary of Homeland
19 Security, in consultation with the Secretary of State,
20 determines, pursuant to the requirements under
21 paragraph (5), that the designation will be contin-
22 ued.”.

23 (3) INITIAL PERIOD.—Section 217(c) of such
24 Act (8 U.S.C. 1187(c)), as amended by this section,
25 is further amended by striking paragraph (4).

1 (4) CONTINUING DESIGNATION.—Section
2 217(c)(5)(A)(i)(II) of such Act (8 U.S.C.
3 1187(c)(5)(A)(i)(II)) is amended to read as follows:

4 “(II) shall determine,
5 based upon the results of an
6 evaluation under subclause
7 (I), whether any such des-
8 ignation under subsection
9 (d) or (f), or probation
10 under subsection (f), ought
11 to be continued or termi-
12 nated;”.

13 (5) COMPUTATION OF VISA REFUSAL RATES;
14 JUDICIAL REVIEW.—Section 217(c)(6) of such Act
15 (8 U.S.C. 1187(c)(6)) is amended to read as follows:

16 “(6) COMPUTATION OF VISA REFUSAL RATES
17 AND JUDICIAL REVIEW.—

18 “(A) COMPUTATION OF VISA REFUSAL
19 RATES.—For purposes of determining the eligi-
20 bility of a country to be designated as a pro-
21 gram country, the calculation of visa refusal
22 rates shall not include any visa refusals which
23 incorporate any procedures based on, or are
24 otherwise based on, race, sex, or disability, un-

1 less otherwise specifically authorized by law or
2 regulation.

3 “(B) JUDICIAL REVIEW.—No court shall
4 have jurisdiction under this section to review
5 any visa refusal, the Secretary of State’s com-
6 putation of a visa refusal rate, the Secretary of
7 Homeland Security’s computation of an over-
8 stay rate, or the designation or nondesignation
9 of a country as a program country.”.

10 (6) VISA WAIVER INFORMATION.—Section
11 217(c)(7) of such Act (8 U.S.C. 1187(c)(7)) is
12 amended—

13 (A) by striking subparagraphs (B), (C),
14 and (D); and

15 (B) by striking “WAIVER INFORMATION.—
16 ” and all that follows through “In refusing”
17 and inserting “WAIVER INFORMATION.—In re-
18 fusing”.

19 (7) WAIVER AUTHORITY.—Section 217(c)(8) of
20 such Act (8 U.S.C. 1187(c)(8)) is amended to read
21 as follows:

22 “(8) WAIVER AUTHORITY.—The Secretary of
23 Homeland Security, in consultation with the Sec-
24 retary of State, may waive the application of para-
25 graph (2)(A)(i) for a country if—

1 “(A) the country meets all other require-
2 ments of paragraph (2);

3 “(B) the Secretary of Homeland Security
4 determines that the totality of the country’s se-
5 curity risk mitigation measures provide assur-
6 ance that the country’s participation in the pro-
7 gram would not compromise the law enforce-
8 ment, security interests, or enforcement of the
9 immigration laws of the United States;

10 “(C) there has been a general downward
11 trend in the percentage of nationals of the
12 country refused nonimmigrant visas under sec-
13 tion 101(a)(15)(B);

14 “(D) the country consistently cooperated
15 with the Government of the United States on
16 counterterrorism initiatives, information shar-
17 ing, preventing terrorist travel, and extradition
18 to the United States of individuals (including
19 the country’s own nationals) who commit
20 crimes that violate United States law before the
21 date of its designation as a program country,
22 and the Secretary of Homeland Security and
23 the Secretary of State assess that such coopera-
24 tion is likely to continue; and

1 “(E) the percentage of nationals of the
2 country refused a nonimmigrant visa under sec-
3 tion 101(a)(15)(B) during the previous full fis-
4 cal year was not more than 10 percent of the
5 total number of nationals of that country who
6 were granted or refused such nonimmigrant
7 visas.”.

8 (d) TERMINATION OF DESIGNATION; PROBATION.—
9 Section 217(f) of the Immigration and Nationality Act (8
10 U.S.C. 1187(f)) is amended to read as follows:

11 “(f) TERMINATION OF DESIGNATION; PROBATION.—

12 “(1) DEFINITIONS.—In this subsection:

13 “(A) PROBATIONARY PERIOD.—The term
14 ‘probationary period’ means the fiscal year in
15 which a probationary country is placed in pro-
16 bationary status under this subsection.

17 “(B) PROGRAM COUNTRY.—The term ‘pro-
18 gram country’ has the meaning given that term
19 in subsection (c)(1)(B).

20 “(2) DETERMINATION, NOTICE, AND INITIAL
21 PROBATIONARY PERIOD.—

22 “(A) DETERMINATION OF PROBATIONARY
23 STATUS AND NOTICE OF NONCOMPLIANCE.—As
24 part of each program country’s periodic evalua-
25 tion required by subsection (c)(5)(A), the Sec-

1 retary of Homeland Security shall determine
2 whether a program country is in compliance
3 with the program requirements under subpara-
4 graphs (A)(ii) through (F) of subsection (c)(2).

5 “(B) INITIAL PROBATIONARY PERIOD.—If
6 the Secretary of Homeland Security determines
7 that a program country is not in compliance
8 with the program requirements under subpara-
9 graphs (A)(ii) through (F) of subsection (c)(2),
10 the Secretary of Homeland Security shall place
11 the program country in probationary status for
12 the fiscal year following the fiscal year in which
13 the periodic evaluation is completed.

14 “(3) ACTIONS AT THE END OF THE INITIAL
15 PROBATIONARY PERIOD.—At the end of the initial
16 probationary period of a country under paragraph
17 (2)(B), the Secretary of Homeland Security shall
18 take one of the following actions:

19 “(A) COMPLIANCE DURING INITIAL PROBA-
20 TIONARY PERIOD.—If the Secretary determines
21 that all instances of noncompliance with the
22 program requirements under subparagraphs
23 (A)(ii) through (F) of subsection (c)(2) that
24 were identified in the latest periodic evaluation
25 have been remedied by the end of the initial

1 probationary period, the Secretary shall end the
2 country’s probationary period.

3 “(B) NONCOMPLIANCE DURING INITIAL
4 PROBATIONARY PERIOD.—If the Secretary de-
5 termines that any instance of noncompliance
6 with the program requirements under subpara-
7 graphs (A)(ii) through (F) of subsection (c)(2)
8 that were identified in the latest periodic eval-
9 uation has not been remedied by the end of the
10 initial probationary period—

11 “(i) the Secretary may terminate the
12 country’s participation in the program; or

13 “(ii) on an annual basis, the Secretary
14 may continue the country’s probationary
15 status if the Secretary, in consultation
16 with the Secretary of State, determines
17 that the country’s continued participation
18 in the program is in the national interest
19 of the United States.

20 “(4) ACTIONS AT THE END OF ADDITIONAL
21 PROBATIONARY PERIODS.—At the end of all proba-
22 tionary periods granted to a country pursuant to
23 paragraph (3)(B)(ii), the Secretary shall take one of
24 the following actions:

1 “(A) COMPLIANCE DURING ADDITIONAL
2 PERIOD.—The Secretary shall end the country’s
3 probationary status if the Secretary determines
4 during the latest periodic evaluation required by
5 subsection (c)(5)(A) that the country is in com-
6 pliance with the program requirements under
7 subparagraphs (A)(ii) through (F) of subsection
8 (c)(2).

9 “(B) NONCOMPLIANCE DURING ADDI-
10 TIONAL PERIODS.—The Secretary shall termi-
11 nate the country’s participation in the program
12 if the Secretary determines during the latest
13 periodic evaluation required by subsection
14 (c)(5)(A) that the program country continues to
15 be in noncompliance with the program require-
16 ments under subparagraphs (A)(ii) through (F)
17 of subsection (c)(2).

18 “(5) EFFECTIVE DATE.—The termination of a
19 country’s participation in the program under para-
20 graph (3)(B) or (4)(B) shall take effect on the first
21 day of the first fiscal year following the fiscal year
22 in which the Secretary determines that such partici-
23 pation shall be terminated. Until such date, nation-
24 als of the country shall remain eligible for a waiver
25 under subsection (a).

1 “(6) TREATMENT OF NATIONALS AFTER TERMI-
2 NATION.—For purposes of this subsection and sub-
3 section (d)—

4 “(A) nationals of a country whose designa-
5 tion is terminated under paragraph (3) or (4)
6 shall remain eligible for a waiver under sub-
7 section (a) until the effective date of such ter-
8 mination; and

9 “(B) a waiver under this section that is
10 provided to such a national for a period de-
11 scribed in subsection (a)(1) shall not, by such
12 termination, be deemed to have been rescinded
13 or otherwise rendered invalid, if the waiver is
14 granted prior to such termination.

15 “(7) CONSULTATIVE ROLE OF THE SECRETARY
16 OF STATE.—In this subsection, references to sub-
17 paragraphs (A)(ii) through (F) of subsection (c)(2)
18 and subsection (c)(5)(A) carry with them the con-
19 sultative role of the Secretary of State as provided
20 in those provisions.”.

21 (e) REVIEW OF OVERSTAY TRACKING METHOD-
22 OLOGY.—Not later than 180 days after the date of the
23 enactment of this Act, the Comptroller General of the
24 United States shall conduct a review of the methods used
25 by the Secretary of Homeland Security—

1 (1) to track aliens entering and exiting the
2 United States; and

3 (2) to detect any such alien who stays longer
4 than such alien's period of authorized admission.

5 (f) EVALUATION OF ELECTRONIC SYSTEM FOR
6 TRAVEL AUTHORIZATION.—Not later than 90 days after
7 the date of the enactment of this Act, the Secretary of
8 Homeland Security shall submit to Congress—

9 (1) an evaluation of the security risks of aliens
10 who enter the United States without an approved
11 Electronic System for Travel Authorization
12 verification; and

13 (2) a description of any improvements needed
14 to minimize the number of aliens who enter the
15 United States without the verification described in
16 paragraph (1).

17 (g) SENSE OF CONGRESS ON PRIORITY FOR REVIEW
18 OF PROGRAM COUNTRIES.—It is the sense of Congress
19 that the Secretary of Homeland Security, in conducting
20 evaluations of countries participating in the visa waiver
21 program under section 217 of the Immigration and Na-
22 tionality Act (8 U.S.C. 1187), as amended by this Act,
23 should prioritize the reviews of countries in which cir-

- 1 cumstances indicate that such a review is necessary or de-
- 2 sirable.

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