

114TH CONGRESS
1ST SESSION

S. 2362

To amend the Immigration and Nationality Act to provide enhanced security measures for the Visa Waiver Program, and for other purposes.

IN THE SENATE OF THE UNITED STATES

DECEMBER 7, 2015

Mr. JOHNSON introduced the following bill; which was read twice and referred to the Committee on the Judiciary

A BILL

To amend the Immigration and Nationality Act to provide enhanced security measures for 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 Improvement and Terrorist Travel Prevention Act of
6 2015”.

7 **SEC. 2. ELECTRONIC PASSPORT REQUIREMENT.**

8 (a) REQUIREMENT FOR ALIEN TO POSSESS ELEC-
9 TRONIC PASSPORT.—Section 217(a)(3) of the Immigra-

1 tion and Nationality Act (8 U.S.C. 1187(a)(3)) is amend-
2 ed to read as follows:

3 “(3) PASSPORT REQUIREMENTS.—The alien, at
4 the time of application for admission, is in posses-
5 sion of a valid unexpired passport that satisfies the
6 following:

7 “(A) MACHINE-READABLE.—The passport
8 is a machine-readable passport that is tamper-
9 resistant, incorporates document authentication
10 identifiers, and otherwise satisfies the inter-
11 nationally accepted standard for machine read-
12 ability.

13 “(B) ELECTRONIC.—Beginning on April 1,
14 2016, the passport is an electronic passport
15 that is fraud-resistant, contains relevant bio-
16 graphic and biometric information (as deter-
17 mined by the Secretary of Homeland Security),
18 and otherwise satisfies internationally accepted
19 standards for electronic passports.”.

20 (b) REQUIREMENT FOR PROGRAM COUNTRY To
21 VALIDATE PASSPORTS.—Section 217(c)(2)(B) of such Act
22 (8 U.S.C. 1187(c)(2)(B)) is amended to read as follows:

23 “(B) PASSPORT PROGRAM.—

24 “(i) ISSUANCE OF PASSPORTS.—The
25 government of the country certifies that it

1 issues to its citizens passports described in
2 subparagraph (A) of subsection (a)(3), and
3 on or after April 1, 2016, passports de-
4 scribed in subparagraph (B) of subsection
5 (a)(3).

15 (c) CONFORMING AMENDMENT.—Section 303(c) of
16 the Enhanced Border Security and Visa Entry Reform Act
17 of 2002 is repealed (8 U.S.C. 1732(c)).

18 SEC. 3. RESTRICTION ON USE OF VISA WAIVER PROGRAM
19 FOR ALIENS WHO TRAVEL TO CERTAIN
20 COUNTRIES.

21 Section 217(a) of the Immigration and Nationality
22 Act (8 U.S.C. 1187(a)), as amended by section 2, is fur-
23 ther amended by adding at the end the following:

24 “(12) NOT PRESENT IN IRAQ, SYRIA, OR ANY
25 OTHER COUNTRY OR AREA OF CONCERN.—

1 “(A) IN GENERAL.—Except as provided in
2 subparagraphs (B) and (C)—

3 “(i) the alien has not been present, at
4 any time on or after March 1, 2011—

5 “(I) in Iraq or Syria;

6 “(II) in a country that is des-
7 ignated by the Secretary of State
8 under section 6(j) of the Export Ad-
9 ministration Act of 1979 (50 U.S.C.
10 2405) (as continued in effect under
11 the International Emergency Eco-
12 nomic Powers Act (50 U.S.C. 1701 et
13 seq.)), section 40 of the Arms Export
14 Control Act (22 U.S.C. 2780), section
15 620A of the Foreign Assistance Act of
16 1961 (22 U.S.C. 2371), or any other
17 provision of law, as a country, the
18 government of which has repeatedly
19 provided support of acts of inter-
20 national terrorism; or

21 “(III) in any other country or
22 area of concern designated by the Sec-
23 retary of Homeland Security under
24 subparagraph (D); and

1 “(ii) regardless of whether the alien is
2 a national of a program country, the alien
3 is not a national of—

4 “(I) Iraq or Syria;

5 “(II) a country that is des-
6 ignated, at the time the alien applies
7 for admission, by the Secretary of
8 State under section 6(j) of the Export
9 Administration Act of 1979 (50
10 U.S.C. 2405) (as continued in effect
11 under the International Emergency
12 Economic Powers Act (50 U.S.C.
13 1701 et seq.)), section 40 of the Arms
14 Export Control Act (22 U.S.C. 2780),
15 section 620A of the Foreign Assist-
16 ance Act of 1961 (22 U.S.C. 2371),
17 or any other provision of law, as a
18 country, the government of which has
19 repeatedly provided support of acts of
20 international terrorism; or

21 “(III) any other country that is
22 designated, at the time the alien ap-
23 plies for admission, by the Secretary
24 of Homeland Security under subpara-
25 graph (D).

1 “(B) CERTAIN MILITARY PERSONNEL AND
2 GOVERNMENT EMPLOYEES.—Subparagraph
3 (A)(i) shall not apply to an alien if the Sec-
4 retary of Homeland Security determines that
5 the alien was present—

6 “(i) in order to perform military serv-
7 ice in the armed forces of a program coun-
8 try; or

9 “(ii) in order to carry out official du-
10 ties as a full time employee of the govern-
11 ment of a program country.

12 “(C) WAIVER.—The Secretary of Home-
13 land Security may waive the application of sub-
14 paragraph (A) to an alien if the Secretary de-
15 termines that such a waiver is in the law en-
16 forcement or national security interests of the
17 United States.

18 “(D) COUNTRIES OR AREAS OF CON-
19 CERN.—

20 “(i) IN GENERAL.—Not later than 60
21 days after the date of the enactment of
22 this paragraph, the Secretary of Homeland
23 Security and the Secretary of State, in
24 consultation with the Director of National
25 Intelligence, shall determine whether the

1 requirement under subparagraph (A) shall
2 apply to any country or area not described
3 in subparagraph (A).

4 “(ii) CRITERIA.—In making a deter-
5 mination under clause (i), the Secretaries
6 shall consider—

7 “(I) whether the presence of an
8 alien in the country or area increases
9 the likelihood that the alien is a cred-
10 ible threat to the national security of
11 the United States;

12 “(II) whether a foreign terrorist
13 organization has a significant pres-
14 ence in the country or area; and

15 “(III) whether the country or
16 area is a safe haven for terrorists.

17 “(iii) ANNUAL REVIEW.—The Secre-
18 taries shall conduct a review, on an annual
19 basis, of any determination made under
20 clause (i).

21 “(E) REPORT.—Beginning not later than
22 1 year after the date of the enactment of this
23 paragraph, and annually thereafter, the Sec-
24 retary of Homeland Security shall submit a re-
25 port to the Committee on Homeland Security of

the House of Representatives, the Committee on the Judiciary of the House of Representatives, the Permanent Select Committee on Intelligence of the House of Representatives, the Committee on Foreign Affairs of the House of Representatives, the Committee on Homeland Security and Governmental Affairs of the Senate, the Select Committee on Intelligence of the Senate, and the Committee on the Judiciary of the Senate that describes each instance in which the Secretary exercised the waiver authority under subparagraph (C) during the previous year.”.

14 SEC. 4. DESIGNATION REQUIREMENTS FOR PROGRAM
15 COUNTRIES.

16 (a) REPORTING LOST AND STOLEN PASSPORTS.—
17 Section 217(c)(2)(D) of the Immigration and Nationality
18 Act (8 U.S.C. 1187(c)(2)(D)) is amended by striking
19 “within a strict time limit” and inserting “not later than
20 24 hours after becoming aware of the theft or loss”.

(b) INTERPOL SCREENING.—Section 217(c)(2) of such Act (8 U.S.C. 1187(c)(2)), as amended by this Act, is further amended by adding at the end the following:

“(G) INTERPOL SCREENING.—Not later than 270 days after the date of the enactment

1 of this subparagraph, except in the case of a
2 country in which there is not an international
3 airport, the government of the country certifies
4 to the Secretary of Homeland Security that it
5 is screening for unlawful activity, to the max-
6 imum extent authorized by the law of such
7 country, each person who is not a citizen or na-
8 tional of that country who is admitted to or de-
9 parts that country, by using relevant databases
10 and notices maintained by Interpol, or other
11 means designated by the Secretary of Home-
12 land Security. This requirement shall not apply
13 to travel between countries which fall within the
14 Schengen Zone.”.

15 (c) IMPLEMENTATION OF PASSENGER INFORMATION
16 EXCHANGE AGREEMENT.—Section 217(c)(2)(F) of such
17 Act (8 U.S.C. 1187(c)(2)(F)) is amended by inserting “,
18 and fully implements such agreement” before the period
19 at the end.

20 (d) TERMINATION OF DESIGNATION.—Section 217(f)
21 of such Act (8 U.S.C. 1187(f)) is amended by adding at
22 the end the following:

23 “(6) FAILURE TO SHARE INFORMATION.—
24 “(A) IN GENERAL.—If the Secretary of
25 Homeland Security and the Secretary of State

1 jointly determine that the program country is
2 not sharing information, as required by sub-
3 section (c)(2)(F), the Secretary of Homeland
4 Security shall terminate the designation of the
5 country as a program country.

6 “(B) REDESIGNATION.—In the case of a
7 termination under this paragraph, the Secretary
8 of Homeland Security shall redesignate the
9 country as a program country, without regard
10 to paragraph (2) or (3) of subsection (c) or
11 paragraphs (1) through (4), when the Secretary
12 of Homeland Security, in consultation with the
13 Secretary of State, determines that the country
14 is sharing information, as required by sub-
15 section (c)(2)(F).

16 “(7) FAILURE TO SCREEN.—

17 “(A) IN GENERAL.—Beginning on the date
18 that is 270 days after the date of the enact-
19 ment of this paragraph, if the Secretary of
20 Homeland Security and the Secretary of State
21 jointly determine that the program country is
22 not conducting the screening required by sub-
23 section (c)(2)(G), the Secretary of Homeland
24 Security shall terminate the designation of the
25 country as a program country.

1 “(B) REDESIGNATION.—In the case of a
2 termination under this paragraph, the Secretary
3 of Homeland Security shall redesignate the
4 country as a program country, without regard
5 to paragraph (2) or (3) of subsection (c) or
6 paragraphs (1) through (4), when the Secretary
7 of Homeland Security, in consultation with the
8 Secretary of State, determines that the country
9 is conducting the screening required by sub-
10 section (c)(2)(G).”.

11 **SEC. 5. REPORTING REQUIREMENTS.**

12 (a) IN GENERAL.—Section 217(c) of the Immigration
13 and Nationality Act (8 U.S.C. 1187(c)), as amended by
14 this Act, is further amended—

15 (1) in paragraph (2)(C)(iii)—

16 (A) by striking “and the Committee on
17 International Relations” and inserting “, the
18 Committee on Foreign Affairs, and the Com-
19 mittee on Homeland Security”; and

20 (B) by striking “and the Committee on
21 Foreign Relations” and inserting “, the Com-
22 mittee on Foreign Relations, and the Com-
23 mittee on Homeland Security and Govern-
24 mental Affairs”; and

25 (2) in paragraph (5)(A)(i)—

- 1 (A) in subclause (III)—
2 (i) by striking “the Committee” and
3 all that follows through “of the Senate”
4 and inserting “the Committee on the Judi-
5 ciary of the House of Representatives, the
6 Committee on Foreign Affairs of the
7 House of Representatives, the Permanent
8 Select Committee on Intelligence of the
9 House of Representatives, the Committee
10 on Homeland Security of the House of
11 Representatives, the Committee on the Ju-
12 diciary of the Senate, the Committee on
13 Foreign Relations of the Senate, the Select
14 Committee on Intelligence of the Senate,
15 and the Committee on Homeland Security
16 and Governmental Affairs of the Senate”;
17 and
18 (ii) by striking “and” at the end;
19 (B) in subclause (IV), by striking the pe-
20 riod at the end and inserting the following: “;
21 and”; and
22 (C) by adding at the end the following:
23 “(V) shall submit to the commit-
24 tees described in subclause (III), a re-
25 port that includes an assessment of

11 (b) DATE OF SUBMISSION OF FIRST REPORT.—The
12 Secretary of Homeland Security shall submit the first re-
13 port described in section 217(c)(5)(A)(i)(V) of the Immig-
14 ration and Nationality Act, as added by subsection (a),
15 not later than 90 days after the date of the enactment
16 of this Act.

17 SEC. 6. HIGH RISK PROGRAM COUNTRIES.

18 Section 217(c) of the Immigration and Nationality
19 Act (8 U.S.C. 1187(c)), as amended by this Act, is further
20 amended by adding at the end the following:

21 “(12) DESIGNATION OF HIGH RISK PROGRAM
22 COUNTRIES.—

23 “(A) IN GENERAL.—The Secretary of
24 Homeland Security, in consultation with the Di-
25 rector of National Intelligence and the Sec-

1 retary of State, shall evaluate program coun-
2 tries on an annual basis based on the criteria
3 described in subparagraph (B) and shall iden-
4 tify any program country, the admission of na-
5 tionals from which under the visa waiver pro-
6 gram under this section, the Secretary deter-
7 mines presents a high risk to the national secu-
8 rity of the United States.

9 “(B) CRITERIA.—In evaluating program
10 countries under subparagraph (A), the Sec-
11 retary of Homeland Security, in consultation
12 with the Director of National Intelligence and
13 the Secretary of State, shall consider—

14 “(i) the number of nationals of the
15 country determined to be ineligible to trav-
16 el to the United States under the program
17 during the previous year;

18 “(ii) the number of nationals of the
19 country who were identified in United
20 States Government databases related to
21 the identities of known or suspected terror-
22 ists during the previous year;

23 “(iii) the estimated number of nation-
24 als of the country who have traveled to

1 Iraq or Syria at any time on or after
2 March 1, 2011 to engage in terrorism;

3 “(iv) the capacity of the country to
4 combat passport fraud;

5 “(v) the level of cooperation of the
6 country with the counter-terrorism efforts
7 of the United States;

8 “(vi) the adequacy of the border and
9 immigration control of the country; and

10 “(vii) any other criteria the Secretary
11 of Homeland Security determines to be ap-
12 propriate.

13 “(C) SUSPENSION OF DESIGNATION.—The
14 Secretary of Homeland Security, in consultation
15 with the Secretary of State, may suspend the
16 designation of a program country based on a
17 determination that the country presents a high
18 risk to the national security of the United
19 States under subparagraph (A) until such time
20 as the Secretary determines that the country no
21 longer presents such a risk.

22 “(D) REPORT.—Not later than 60 days
23 after the date of the enactment of this para-
24 graph, and annually thereafter, the Secretary of
25 Homeland Security, in consultation with the Di-

1 rector of National Intelligence and the Sec-
2 retary of State, shall submit a report to the
3 Committee on Homeland Security of the House
4 of Representatives, the Committee on Foreign
5 Affairs of the House of Representatives, the
6 Permanent Select Committee on Intelligence of
7 the House of Representatives, the Committee
8 on the Judiciary of the House of Representa-
9 tives, the Committee on Homeland Security and
10 Governmental Affairs of the Senate, the Select
11 Committee on Intelligence of the Senate, the
12 Committee on the Judiciary of the Senate, and
13 the Committee on Foreign Relations of the Sen-
14 ate that includes an evaluation and threat as-
15 sessment of each country determined to present
16 a high risk to the national security of the
17 United States under subparagraph (A).”.

18 SEC. 7. ENHANCEMENTS TO THE ELECTRONIC SYSTEM FOR
19 TRAVEL AUTHORIZATION.

20 (a) IN GENERAL.—Section 217(h)(3) of the Immig-
21 gration and Nationality Act (8 U.S.C. 1187(h)(3)) is
22 amended—

1 the period of eligibility under any such determina-
2 tion”;

3 (2) by striking subparagraph (D) and inserting
4 the following:

5 “(D) FRAUD DETECTION.—The Secretary
6 of Homeland Security shall research opportuni-
7 ties to incorporate into the System technology
8 that will detect and prevent fraud and deception
9 in the System.

10 “(E) ADDITIONAL AND PREVIOUS COUN-
11 TRIES OF CITIZENSHIP.—The Secretary of
12 Homeland Security shall collect from an appli-
13 cant for admission pursuant to this section in-
14 formation on any additional or previous coun-
15 tries of citizenship of that applicant. The Sec-
16 retary shall take any information so collected
17 into account when making determinations as to
18 the eligibility of the alien for admission pursu-
19 ant to this section.

20 “(F) DETERMINATION OF ELIGIBILITY.—
21 In determining whether an alien is eligible to
22 travel to the United States under the program,
23 the Secretary of Homeland Security shall re-
24 quire the alien to answer a series of questions,
25 to be determined by the Secretary, which shall

1 include questions about the alien's physical and
2 mental health, criminal history, recent interna-
3 tional travel, former employment in the
4 United States, former visits to the United
5 States, and any other information that the Sec-
6 retary considers appropriate.

7 “(G) REPORT ON CERTAIN LIMITATIONS
8 ON TRAVEL.—Not later than 30 days after the
9 date of the enactment of this subparagraph and
10 annually thereafter, the Secretary of Homeland
11 Security, in consultation with the Secretary of
12 State, shall submit a report to the Committee
13 on Homeland Security of the House of Rep-
14 resentatives, the Committee on the Judiciary of
15 the House of Representatives, the Committee
16 on Foreign Affairs of the House of Representa-
17 tives, the Committee on Homeland Security and
18 Governmental Affairs of the Senate, the Com-
19 mittee on the Judiciary of the Senate, and the
20 Committee on Foreign Relations of the Senate
21 that identifies—

22 “(i) the number of individuals who
23 were denied eligibility to travel under the
24 program, or whose eligibility for such trav-
25 el was revoked during the previous year;

1 “(ii) the number of such individuals
2 determined, in accordance with subsection
3 (a)(6), to represent a threat to the national
4 security of the United States; and

5 “(iii) the country or countries of citi-
6 zenship of each individual identified under
7 clause (ii).”.

8 (b) REPORT.—Not later than 30 days after the date
9 of the enactment of this Act, the Secretary of Homeland
10 Security, in consultation with the Secretary of State, shall
11 submit a report to the Committee on Homeland Security
12 of the House of Representatives, the Committee on the
13 Judiciary of the House of Representatives, the Committee
14 on Foreign Affairs of the House of Representatives, the
15 Committee on Homeland Security and Governmental Af-
16 fairs of the Senate, the Committee on the Judiciary of the
17 Senate, and the Committee on Foreign Relations of the
18 Senate that describes the steps taken to strengthen the
19 electronic system for travel authorization authorized under
20 section 217(h)(3) of the Immigration and Nationality Act
21 (8 U.S.C. 1187(h)(3))) to better secure the international
22 borders of the United States and to prevent terrorists and
23 instruments of terrorism from entering the United States.

24 (c) EVALUATION OF ESTA QUESTIONS.—

1 (1) EVALUATION.—The Secretary of Homeland
2 Security shall regularly evaluate the questions being
3 asked of aliens seeking to travel to the United States
4 under the Electronic System for Travel Authoriza-
5 tion.

6 (2) REPORT.—Not later than 30 days after
7 completing an evaluation under paragraph (1), the
8 Secretary shall submit a report to the congressional
9 committees listed in subsection (b) that contains a
10 summary of the results from such evaluation, includ-
11 ing any changes made to the questions being asked
12 of aliens described in such paragraph.

13 (d) VERIFICATION OF DATA ACCURACY.—The Com-
14 missioner of U.S. Customs and Border Protection, in con-
15 sultation with the Secretary of State, shall constantly as-
16 sess the data being collected through the Electronic Sys-
17 tem for Travel Authorization to verify the accuracy of
18 such data.

19 **SEC. 8. INCREASING THE SECURITY OF AIR TRAVEL.**

20 (a) PRECLEARANCE READINESS REPORT.—The
21 Commissioner of U.S. Customs and Border Protection
22 shall submit a report to the congressional committees list-
23 ed in section 7(b) that identifies—

1 (1) the 5 airports in Europe that most closely
2 adhere to the requirements for commencing
3 preclearance operations; and

4 (2) the foreign airports that would provide sig-
5 nificant national security benefits if immigration and
6 customs support officers were deployed at such air-
7 ports to assist in the prevention of terrorist and
8 criminal travel.

9 (b) FEDERAL AIR MARSHALS.—

10 (1) AGREEMENTS.—Section 217(c)(2) of the
11 Immigration and Nationality Act (8 U.S.C.
12 1187(c)(2)) is amended by adding at the end the fol-
13 lowing:

14 “(G) The government of the country enters
15 into and complies with an agreement with the
16 United States to assist in the operation of an
17 effective Air Marshal Program.”.

18 (2) EXPANSION.—The Secretary of Homeland
19 Security shall expand Federal Air Marshal oper-
20 ations to the extent authorized pursuant to agree-
21 ments negotiated under section 217(c)(2)(G) of the
22 Immigration and Nationality Act, as added by para-
23 graph (1).

1 **SEC. 9. PROVISION OF ASSISTANCE TO NON-PROGRAM**

2 **COUNTRIES.**

3 The Secretary of Homeland Security, in consultation
4 with the Secretary of State, shall provide assistance in a
5 risk-based manner to countries that do not participate in
6 the visa waiver program under section 217 of the Immig-
7 ration and Nationality Act (8 U.S.C. 1187) to assist
8 those countries in—

9 (1) submitting to Interpol information about
10 the theft or loss of passports of citizens or nationals
11 of such a country; and

12 (2) issuing, and validating at the ports of entry
13 of such a country, electronic passports that are
14 fraud-resistant, contain relevant biographic and bio-
15 metric information (as determined by the Secretary
16 of Homeland Security), and otherwise satisfy inter-
17 nationally accepted standards for electronic pass-
18 ports.

19 **SEC. 10. CLERICAL AMENDMENTS.**

20 (a) SECRETARY OF HOMELAND SECURITY.—Section
21 217 of the Immigration and Nationality Act (8 U.S.C.
22 1187), as amended by this Act, is further amended by
23 striking “Attorney General” each place such term appears
24 (except in subsection (c)(11)(B)) and inserting “Secretary
25 of Homeland Security”.

1 (b) ELECTRONIC SYSTEM FOR TRAVEL AUTHORIZA-
2 TION.—Section 217 of the Immigration and Nationality
3 Act (8 U.S.C. 1187), as amended this Act, is further
4 amended—

5 (1) by striking “electronic travel authorization
6 system” each place it appears and inserting “elec-
7 tronic system for travel authorization”;

8 (2) in subsection (a), in the heading for para-
9 graph (11), by striking “ELECTRONIC TRAVEL AU-
10 THORIZATION SYSTEM” and inserting “ELECTRONIC
11 SYSTEM FOR TRAVEL AUTHORIZATION”; and

12 (3) in subsection (h), in the heading for para-
13 graph (3), by striking “ELECTRONIC TRAVEL AU-
14 THORIZATION SYSTEM” and inserting “ELECTRONIC
15 SYSTEM FOR TRAVEL AUTHORIZATION”.

16 **SEC. 11. SENSE OF CONGRESS.**

17 It is the sense of Congress that—

18 (1) the International Civil Aviation Organiza-
19 tion, which is the specialized agency of the United
20 Nations responsible for establishing international
21 standards, specifications, and best practices related
22 to the administration and governance of border con-
23 trols and inspection formalities, should—

- 1 (A) establish standards for the introduc-
2 tion of electronic passports (referred to in this
3 section as “e-passports”); and
4 (B) obligate member countries to utilize e-
5 passports as soon as possible; and
6 (2) e-passports should be a combined paper and
7 electronic passport that contains biographic and bio-
8 metric information that can be used to authenticate
9 the identity of travelers through an embedded chip.

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