111TH CONGRESS 1ST SESSION

H. R. 3240

To ensure compliance with the 1980 Hague Convention on the Civil Aspects of International Child Abduction by countries with which the United States enjoys reciprocal obligations, to establish procedures for the prompt return of children abducted to other countries, and for other purposes.

IN THE HOUSE OF REPRESENTATIVES

July 16, 2009

Mr. Smith of New Jersey (for himself, Mr. Poe of Texas, Mr. Mollohan, Mr. Sensenbrenner, Mr. Wolf, Mr. Inglis, Ms. Loretta Sanchez of California, and Mr. Fortenberry) introduced the following bill; which was referred to the Committee on Foreign Affairs, and in addition to the Committees on Ways and Means, Financial Services, the Judiciary, and Oversight and Government Reform, for a period to be subsequently determined by the Speaker, in each case for consideration of such provisions as fall within the jurisdiction of the committee concerned

A BILL

To ensure compliance with the 1980 Hague Convention on the Civil Aspects of International Child Abduction by countries with which the United States enjoys reciprocal obligations, to establish procedures for the prompt return of children abducted to other countries, 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,

1 SECTION 1. SHORT TITLE.

- 2 This Act may be cited as the "International Child
- 3 Abduction Prevention Act of 2009".
- 4 SEC. 2. FINDINGS; SENSE OF CONGRESS; PURPOSES.
- 5 (a) FINDINGS.—Congress finds the following:
- 6 (1) The Department of State's Office of Chil-7 dren's Issues, which serves as the Central Authority 8 for the United States for the operation of 1980 Hague Convention on the Civil Aspects of Inter-9 10 national Child Abduction, is currently handling ap-11 proximately 1,900 open cases involving more than 12 2,800 children abducted by a parent or legal guard-13 ian from the United States to other countries. For 14 a variety of reasons reflecting the legal and factual 15 complexity of parental abduction cases and the sig-16 nificant obstacles to recovery, only a percentage of all cases are reported to the Department of State. 17
 - (2) In fiscal year 2008, the Central Authority for the United States responded to cases involving 776 children abducted from the United States to countries with which the United States enjoys reciprocal obligations under the Hague Convention, but during that same time period only 248 children were returned from Hague Convention countries to the United States. Also in 2008, the United States Central Authority reported 344 newly filed Hague Con-

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- vention applications involving 484 children wrongly removed to or retained in the United States. Two hundred ten children were returned under the Convention to their country of habitual residence.
 - (3) The number of outgoing international child abductions reported to the Central Authority for the United States increased by about 60 percent in the last three years, and by about 40 percent in 2008 alone.
 - (4) In evaluating the obstacles to recovering children abducted from a parent in the United States, the first difficulty is presented by countries who are signatories to the Hague Convention, but have not acted in compliance with the responsibilities of the Convention. According to the Central Authority for the United States, Honduras has not acted in compliance with the terms it agreed to as a party to the Hague Convention, and Brazil, Chile, Greece, Mexico, Slovakia, Switzerland, and Venezuela have demonstrated patterns of noncompliance. The failure of these countries to meet their obligations is found in the actions of their designated central authorities, the performance of their judiciaries, as reflected in the legal process and decisions rendered to enforce or effectuate the Hague Conven-

- tion, or the ability and willingness of law enforcement to insure the swift enforcement of orders rendered pursuant to the Hague Convention.
 - (5) The United States and other State Signatories to the Hague Convention have expressed their desire, through the Convention, "to protect children internationally from the harmful effects of their wrongful removal or retention and to establish procedures to ensure their prompt return to the State of their habitual residence, as well as to secure protection for rights of access.".
 - (6) In evaluating and assessing the problem of the abduction of children from the United States, the Central Authority for the United States in fiscal year 2008 reported that it had been provided notice of 306 cases of parental abductions involving 455 children taken from the United States to countries with which the United States does not enjoy an agreement related to the treatment of parental abduction cases and that are not signatories to the Hague Convention, currently including a cumulative total of 101 children in Japan, 67 children in India, and 37 children in Russia. The number of reported cases likely represents an even smaller percentage of the total number of United States children impacted

- as the process for the location and recovery of abducted children differs significantly with each country, and there is currently no formal protocol for intervening in such cases.
 - (7) According to the Department of State's April 2008 Report on Compliance with the Hague Convention on the Civil Aspects of International Child Abduction, "parental child abduction jeopardizes the child and has substantial long-term consequences for both the child and the left-behind parent.".
 - (8) Abducted children are at risk of serious emotional and psychological problems and have been found to experience anxiety, eating problems, night-mares, mood swings, sleep disturbances, aggressive behavior, resentment, guilt and fearfulness, and as adults may struggle with identity issues, their own personal relationships, and parenting.
 - (9) Left behind parents may encounter substantial psychological, emotional, and financial problems, and the majority have no means to generate the enormous financial resources required to pursue individual civil or criminal remedies to attempt to secure the return of their children, even if such remedies were available or effective in foreign courts or

- 1 political systems. Left-behind parents also often have
- 2 to pursue child custody and other protective orders
- 3 through expensive litigation at home.
- 4 (b) Sense of Congress.—It is the sense of Con-
- 5 gress that the United States should set a strong example
- 6 for other Hague Convention countries in the timely loca-
- 7 tion and return of children wrongly removed from and re-
- 8 tained in the United States.
- 9 (c) Purposes.—The purposes of this Act are to—
- 10 (1) protect United States children from the
- 11 harmful effects of international child abduction and
- to protect the right of children to exercise parental
- access with their parents in a safe and predictable
- way, wherever located;
- 15 (2) provide parents, their advocates, and judges
- the information they need to enhance the resolution
- of family disputes through established legal proce-
- dures, the tools for assessing the risk of wrongful re-
- moval and retention of children, and the practical
- 20 means for overcoming obstacles to recovering ab-
- 21 ducted children;
- 22 (3) establish effective mechanisms to provide
- assistance to and aggressive advocacy on behalf of
- parents whose children have been abducted from the
- United States to a foreign country, from a foreign

- 1 country to the United States, and on behalf of mili-2 tary parents stationed abroad;
 - (4) promote an international consensus that the best interests of children are of paramount importance in matters relating to their custody, and that it is in the best interest of a child to have issues of custody determined in the State of their habitual residence immediately prior to the abduction;
 - (5) provide the necessary training for military officials and training and assistance to military families to address the unique circumstances of the resolution of child custody disputes which occur abroad, or occur when a parent is serving abroad;
 - (6) facilitate the creation and effective implementation of international mechanisms, particularly the 1980 Hague Convention on the Civil Aspects of International Child Abduction, to protect children from the harmful effects of their wrongful removal and retention; and
 - (7) facilitate the compliance of the United States with reciprocal obligations contained in the Hague Convention regarding children wrongfully removed to or retained in the United States.
- 24 SEC. 3. DEFINITIONS.
- 25 In this Act:

- 1 (1) Ambassador at Large.—The term "Ambassador at Large" means the Ambassador at Large for International Child Abductions appointed under section 101.
 - (2) Annual Report.—The term "Annual Report" means the Annual Report on International Child Abductions required under section 102.
 - (3) APPROPRIATE CONGRESSIONAL COMMITTEES.—Except as otherwise provided, the term "appropriate congressional committees" means the Committee on Foreign Affairs of the House of Representatives and the Committee on Foreign Relations of the Senate.
 - (4) CENTRAL AUTHORITY FOR THE UNITED STATES.—The term "Central Authority for the United States" has the meaning given such term in article 6 of the Convention on the Civil Aspects of International Child Abduction, done at The Hague on October 25, 1980.
 - (5) HAGUE CONVENTION.—The term "Hague Convention" means the Convention on the Civil Aspects of International Child Abduction, done at The Hague on October 25, 1980.
- 24 (6) HAGUE CONVENTION COMPLIANCE RE-25 PORT.—The term "Hague Convention compliance

- report" means the annual report on compliance with the Hague Convention required to be submitted by the Department of State to Congress under section 2803 of the Foreign Affairs Reform and Restructuring Act of 1998 (42 U.S.C. 11611).
 - (7) Hague Convention signatory" means a country that has signed or acceded to the Convention and with which the United States has entered into a reciprocal agreement pursuant to the Convention.
 - (8) MOU.—The term "MOU" means a memorandum of understanding.
 - (9) MOU COUNTRY.—The term "MOU country" means a country or entity with which the United States has entered into a memorandum of understanding to resolve cases of international child abduction. Such MOU's shall include—
 - (A) identification of a specific protocol designed to establish and effectuate the urgent return of children abducted from the United States not later than six weeks after the date of the application for return of the child having been received by the agency authorized for such purposes;

- 1 (B) identification of a specific protocol for 2 the establishment and protection of the rights 3 of both interim and ongoing parental access be-4 tween children and their parents;
 - (C) identification of an official entity within the government possessing the authority to facilitate the resolution of child abduction cases in cooperation with the Office on International Child Abductions and left-behind parents in the United States;
 - (D) identification of the judicial or administrative agency possessing the authority to facilitate the prompt adjudication of a request for the return of an abducted child to the United States;
 - (E) identification of a law enforcement agency and available mechanisms and procedures to investigate and assist in the location, protection, and retrieval of an abducted child and to ensure the immediate enforcement of orders entered by the court in the habitual residence to return an abducted child to the United States;

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- 1 (F) establishment of welfare and where-2 abouts visits between a United States embassy 3 and a wrongfully removed or retained child; and
 - (G) additional requisite elements that shall be satisfied and maintained for purposes of section 201(b) as determined by the Secretary of State.
 - (10) Nonsignatory country Country.—The term "nonsignatory country" means a country which is neither a Hague Convention signatory nor a MOU country to which a United States child has been abducted or in which a United States child remains wrongfully retained.
 - (11) Office.—The term "Office" means the Office on International Child Abductions established pursuant to section 101.
 - (12) Pattern of noncooperation.—The term "pattern of noncooperation" means a national government's systemic failure, evidenced by the existence of ten or more parental child abduction cases which, after having been properly prepared and transmitted by the Central Authority for the United States remain unresolved within its borders after 18 months or, where there are fewer than ten unresolved cases, any cases still unresolved after nine

- months from the time of receipt and transmittal by the Central Authority for the United States of a request to fulfill its international obligations with respect to the prompt resolution of cases of child abduction.
 - (13) RIGHTS OF ACCESS.—The term "rights of access" means the rights of a parent and child to enjoy reasonable unfettered contact both within and outside the State of the child's habitual residence.
 - term "unresolved abduction case" means an abduction case which has been properly documented to establish that pursuant to the law of the State of habitual residence of a minor child, an international abduction or wrongful retention of such child whose habitual residence immediately prior to the abduction was the United States, remains unresolved more than two months following the date of the receipt and transmittal by the Central Authority for the United States of the request for return of such child.
 - (15) Unresolved access case" means an application for the establishment of rights of parental access on either an interim or permanent basis, or the request for the enforcement of rights of parental access

1	(contact orders) which have been previously estab-
2	lished by a court of competent jurisdiction, which re-
3	main unresolved more than two months following the
4	date of the receipt and transmittal by the Central
5	Authority for the United States of a request for as-
6	sistance in the organization of rights of access.
7	TITLE I—DEPARTMENT OF
8	STATE ACTIVITIES
9	SEC. 101. OFFICE ON INTERNATIONAL CHILD ABDUCTIONS
10	AMBASSADOR AT LARGE FOR INTER
11	NATIONAL CHILD ABDUCTIONS.
12	(a) Establishment of Office.—There is estab-
13	lished within the Department of State an Office on Inter-
14	national Child Abductions that shall be headed by the Am-
15	bassador at Large for International Child Abductions ap-
16	pointed under subsection (b).
17	(b) APPOINTMENT.—The Ambassador at Large shall
18	be appointed by the President, by and with the advice and
19	consent of the Senate.
20	(c) Duties.—The Ambassador at Large shall have
21	the following responsibilities:
22	(1) In general.—The primary responsibility
23	of the Ambassador at Large shall be to—

1	(A) promote measures to prevent the inter-
2	national abduction of children from the United
3	States;
4	(B) advocate on behalf of children whose
5	habitual residence is the United States and who
6	have been abducted to another country;
7	(C) assist left-behind parents in the resolu-
8	tion of abduction or refusal of access cases; and
9	(D) advance mechanisms to prevent and
10	resolve cases of international child abduction
11	abroad.
12	(2) Advisory Role.—The Ambassador at
13	Large shall be a principal adviser to the President
14	and the Secretary of State regarding matters of
15	international child abduction and refusals of rights
16	of access, and shall make recommendations regard-
17	ing—
18	(A) the policies of the United States Gov-
19	ernment toward governments with a pattern of
20	noncooperation with respect to cases of inter-
21	national child abduction;
22	(B) coordination with other United States
23	agencies regarding criminal prosecutions,
24	Interpol assistance in the issuance of warrants
25	and alerts, pending cases, training for United

1	States forces, and the negotiation of agree-
2	ments to protect United States forces stationed
3	abroad;
4	(C) policies to address international child
5	abduction globally;
6	(D) the position of the United States Gov-
7	ernment on cases establishing the future func-
8	tioning of the Hague Convention in the country
9	at issue; and
10	(E) the position of the United States Gov-
11	ernment on a request to accept an accession to
12	the Hague Convention.
13	(3) DIPLOMATIC REPRESENTATION.—Subject to
14	the direction of the President and the Secretary of
15	State, the Ambassador at Large is authorized to
16	represent the United States in matters and cases
17	relevant to international child abduction and refusals
18	of rights to access in—
19	(A) contacts with foreign governments, the
20	World Organization for Cross-border Co-oper-
21	ation in Civil and Commercial Matters, the
22	Hague Conference on Private International
23	Law, and other international organizations of
24	which the United States is a member:

- 1 (B) multilateral conferences and meetings 2 relevant to international child abduction; and
 - (C) advocating accession to the Hague Convention, or, where accession to the Hague Convention is not possible, negotiating MOU's.
 - (4) Reporting responsibilities.—The Ambassador at Large shall have the reporting responsibilities described in section 102.
 - (5) Case file management system and information protocol.—The Ambassador at Large shall establish a case file management system within the Office to ensure the maintenance of accurate, complete, and timely information, to the extent available, on all cases of international child abduction or refusal of access about which the Office is notified, as well as a protocol for the receipt and updating of such information with actions taken by the Office and responses by the respective country, as well as deadlines required by the Hague Convention or the MOU at issue.
 - (6) Uniform case intake procedures.—The Ambassador at Large shall establish uniform case intake procedures, which also make note of deadlines for responses pursuant to the Hague Convention or MOU, where applicable.

- 1 (7) CIVIL SERVICE EMPLOYEES.—The Ambas-2 sador at Large, in cooperation with the Secretary of 3 State, shall ensure that a majority of the personnel of the Office are composed of civil service employees 5 or members of the Service (as such term is described 6 in section 103 of the Foreign Service Act of 1980 7 (22 U.S.C. 3903)) who shall be permitted to remain 8 with the Office for at least four years. 9
 - (8) Legal advice.—The Ambassador at Large shall make available legal advice to case managers of the Central Authority of the United States on an asneeded basis to address country-specific legal issues and to provide such case managers with information that can be disseminated generally on questions frequently asked by left behind parents.
 - (9) User friendly resources.—The Ambassador at Large shall establish user-friendly resources, including—
- 19 (A) a toll free number that goes directly to 20 the Office; and
- 21 (B) a language line for left behind parents 22 who do not speak English.
- 23 (10) Assistance to Judges.—The Ambas-24 sador at Large shall—

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1	(A) be responsible for producing and dis-
2	seminating a training course for United States
3	Federal and State judges likely to receive
4	Hague Convention cases; and
5	(B) retain not fewer than four specially
6	trained judges available on an as needed basis
7	to advise United States Federal and State
8	judges handling Hague Convention cases.
9	(d) Funding.—The Secretary of State shall provide
10	the Ambassador at Large with such funds as may be nec-
11	essary for—
12	(1) the hiring of staff for the Office;
13	(2) the conduct of investigations by the Office;
14	(3) the establishment of a case file management
15	system;
16	(4) the translation of case documents in cases
17	that may have systemic effect in the country in
18	question;
19	(5) the development of training materials; and
20	\mathbf{for}
21	(6) necessary travel to carry out the provisions
22	of this section.
23	SEC. 102. ANNUAL REPORT.
24	(a) In General.—Not later than March 31 of each
25	vear or the first day thereafter on which the appropriate

House of Congress is in session, the Secretary of State,
with the assistance of the Ambassador at Large, shall sub-
mit to Congress an Annual Report on International Child
Abduction by providing detailed information with respect
to unresolved cases about which the Central Authority for
the United States has been notified. Each Annual Report
shall contain the following:
(1) Hague convention signatory coun-
TRIES.—Information on the following:
(A) A current list of those countries with
which the United States has reciprocal obliga-
tions under the Hague Convention.
(B) A current list of those countries that
have requested the United States to accept
their accession to the Hague Convention.
(C) The number of pending cases of al-
leged abduction of or refusal of access to chil-
dren from the United States in each the coun-
tries referred to in subparagraphs (A) and (B),
broken-out by type with date of original appli-
cation and country of detention.
(D) The proportion of cases of abduction
of or refusal of access to children from the
United States resolved in each country since the

advent of reciprocal Hague Convention obliga-

1	tions and the length of time each such case was
2	pending.
3	(E) For each pending unresolved case, in-
4	cluding the current reporting year and previous
5	years—
6	(i) the date of the alleged abduction
7	or wrongful retention;
8	(ii) the date any administrative or ju-
9	dicial application pursuant to the Hague
10	Convention was brought, if applicable;
11	(iii) detailed information about each
12	such case, including in the case of judicial
13	application having been filed, the court
14	handling the matter and the procedural
15	history, the specific actions taken by the
16	United States chief of mission in the coun-
17	try to which the child is alleged to have
18	been wrongfully removed or retained, and
19	the date of submission of documents re-
20	quired by the application process; and
21	(iv) detailed information and an as-
22	sessment of the lack of resolution about
23	each such case together with a determina-
24	tion of any systemic issues related to the
25	Hague Convention signatory country as

1	well as recommendation to enhance the
2	protocol for the improvement of the resolu-
3	tion of future cases.
4	(F) A description of the efforts of the Sec-
5	retary of State to encourage Hague Convention
6	signatory countries to facilitate the work within
7	such respective countries of nongovernmental
8	organizations that assist parents seeking the re-
9	turn of children under the Hague Convention.
10	(G) Whether a state of reciprocity no
11	longer exists between the United States and a
12	Hague Convention signatory country such that
13	United States parents, advocates, and judges
14	should, in assessing the risk of wrongful re-
15	moval or retention, require strong protective
16	and preventative measures.
17	(H) All reporting requirements contained
18	in the Hague Convention compliance report.
19	(2) MOU COUNTRIES.—Information on the fol-
20	lowing:
21	(A) A list of those countries that are MOU
22	countries.
23	(B) A description of the basic elements of
24	the memorandum of understanding entered into

1	with each country specified in subparagraph
2	(A).
3	(C) Whether each such country is moving
4	toward accession to the Hague Convention.
5	(D) The number of unresolved cases of
6	wrongful removal or retentions of or refusal of
7	access to children from the United States in
8	each such country.
9	(E) The proportion of cases of abduction
10	of or refusal of access to children from the
11	United States resolved in each such country
12	since the applicable MOU went into force.
13	(F) For each unresolved abduction or ac-
14	cess case—
15	(i) the date of the alleged abduction
16	or wrongful retention;
17	(ii) the date of any administrative or
18	judicial process that was brought seeking
19	the return of a minor child to the United
20	States, or brought seeking rights of access
21	to such child, and in the case of judicial
22	process, the court in which the matter has
23	been brought and the procedural history;

1	(iii) whether the protocols established
2	pursuant to the applicable MOU have been
3	followed;
4	(iv) detailed information about each
5	such case, including the specific actions
6	taken by the United States chief of mission
7	in the country to which the child is alleged
8	to have been wrongfully removed or re-
9	tained and actions by the Central Author-
10	ity for the United States;
11	(v) detailed information on and an as-
12	sessment of the lack of resolution as well
13	as a determination of any systemic issues
14	related to the MOU country with specific
15	attention regarding any failure of any of
16	the requisite elements of the MOU; and
17	(vi) recommendations to amend the
18	applicable MOU to improve the resolution
19	of cases and ameliorate any systemic
20	issues.
21	(3) Nonsignatory countries.—Information
22	on the following:
23	(A) A list of those countries that are nei-
24	ther Hague Convention signatory countries nor
25	MOU countries.

1	(B) Information on efforts by the Depart-
2	ment of State to encourage each such nonsigna-
3	tory country to become a Hague Convention
4	signatory country or MOU country.
5	(C) For each unresolved abduction or ac-
6	cess case—
7	(i) the date of the alleged abduction
8	or wrongful retention;
9	(ii) the date of any administrative or
10	judicial process that was brought seeking
11	the return of a minor child to the United
12	States, or brought seeking rights of access
13	to such child, and in the case of judicial
14	process, the court in which the matter has
15	been brought and the procedural history;
16	(iii) detailed information about each
17	such case, including the specific actions
18	taken by the United States chief of mission
19	in the country to which the child is alleged
20	to have been wrongfully removed or re-
21	tained and any other action taken by the
22	Central Authority for the United States;
23	(iv) detailed information on and an
24	assessment of the reasons for the lack of
25	a resolution in each such case as well as a

- review of the systemic issues in the host
 country which may contribute to or enhance the wrongful removal or retention of
 children; and
- (v) recommendations for specific actions which may be taken by the United
 States Government to improve the resolution of cases and ameliorate any systemic
 issues.
- 10 Exception.—Each Annual Report required under this section may not include names of parties or 12 of minor children. Other potentially party-identifying information shall also be excluded in cases in which the parent remaining in the United States or on a United States 14 15 military installation has submitted a request in writing to the Central Authority for the United States that such in-16 formation not be publicized. Information that is subject to attorney-client privilege may be provided with an exe-18 19 cuted waiver.
- 20 (c) Additional Thematic Sections.—Each An-21 nual Report under this section shall also include—
- 22 (1) information on the number of unresolved 23 cases affecting parents who are members of the 24 Armed Forces and a summary of assistance offered 25 to such left behind parents;

- 1 (2) information on the use of airlines in inter2 national child abduction, including which airlines are
 3 most commonly used in abduction, voluntary airline
 4 practices to prevent international child abduction,
 5 and recommendations for best airline practices; and
- 6 (3) information on actions taken by the Central
 7 Authority for the United States to train domestic
 8 and foreign judges in application of the Hague Convention.
- 10 (d) STANDARDS AND ASSISTANCE.—The Secretary of State shall ensure that United States diplomatic and con-11 12 sular missions abroad maintain a consistent reporting standard with respect to cases of international child abductions from the United States to the country in which 14 15 each such mission is located, provide appropriate assistance to parents from the United States who are visiting 16 17 such country to obtain the return, rights of access to, or 18 visitation rights with an abducted child, and remain in-19 formed of developments in cases of children abducted from 20 the United States to the country in which such mission 21 is located.
- 22 (e) TERMINATION.—Upon publication of the first An-23 nual Report required under this section, the requirement 24 for the Secretary of State to submit the Hague Convention

1	compliance report, in addition to the Annual Report, shall
2	terminate.
3	TITLE II—PRESIDENTIAL
4	ACTIONS
5	SEC. 201. PRESIDENTIAL ACTIONS IN RESPONSE TO PAT-
6	TERNS OF NONCOOPERATION IN CASES OF
7	INTERNATIONAL CHILD ABDUCTIONS.
8	(a) Response to International Child Abduc-
9	TIONS.—
10	(1) UNITED STATES POLICY.—It shall be the
11	policy of the United States to—
12	(A) promote the best interest of children in
13	matters relating to their custody or rights of
14	access by protecting them internationally from
15	the harmful effects of their wrongful removal or
16	retention;
17	(B) oppose practices or policies of the gov-
18	ernments of foreign countries that fail to ensure
19	children's prompt return to the United States
20	in cases of international child abduction or the
21	wrongful retention of a child, where the United
22	States is the child's habitual residence imme-
23	diately prior to such abduction, through the ac-
24	tions described in subsection (b); and

- 1 (C) oppose practices or policies of the gov-2 ernments of foreign countries that fail to ensure 3 children's continued contact with their parents 4 by providing for rights of access.
- 5 (2) REQUIREMENT OF PRESIDENTIAL AC6 TION.—Whenever the President determines that the
 7 government of a foreign country has engaged in a
 8 pattern of noncooperation, the President shall pro9 mote the resolution of the unresolved cases through
 10 one or more of the actions described in section
 11 204(a).
- 12 (b) Designations of Countries With Patterns
 13 of Noncooperation in Cases of International
 14 Child Abduction.—

(1) Annual Review.—

(A) In General.—Not later than March 31 of each year, the President shall review the status of unresolved cases in each foreign country to determine whether the government of each such country has engaged in a pattern of noncooperation during the preceding 12 months or since the date of the last review of each such country under this paragraph, whichever is longer. The President shall designate each country the government of which the President

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- has determined has engaged in a pattern of noncooperation as a Country With a Pattern of Noncooperation.
 - (B) Basis of Review.—Each review conducted under subparagraph (A) shall be based upon information regarding government responses to unresolved cases of international child abduction with respect to each such country, including the number of cases and the length of time such cases have been pending, as described in the latest Annual Report and on any other evidence available with respect to each such country.
 - (C) Implementation.—Any review under subparagraph (A) of a country may take place singly or jointly with the review of one or more countries.
 - (2) Determinations of Responsible Parties.—For the government of each country designated as a Country With a Pattern of Noncooperation under paragraph (1)(A), the President shall seek to determine the agency or instrumentality thereof that is responsible for the pattern of noncooperation by such government in order to appro-

1	priately target Presidential actions under this sec-
2	tion in response.
3	(3) Congressional notification.—Whenever
4	the President designates a country as a Country
5	With a Pattern of Noncooperation under paragraph
6	(1)(A), the President shall, as soon as practicable
7	after such designation is made, transmit to the ap-
8	propriate congressional committees information re-
9	lating to—
10	(A) the designation of the country, signed
11	by the President; and
12	(B) one or more of the Presidential actions
13	described in paragraphs (10) through (16) of
14	section 204(a) carried out against such country.
15	(c) Presidential Actions With Respect to a
16	COUNTRY WITH A PATTERN OF NONCOOPERATION.—
17	(1) In General.—Subject to paragraphs (2),
18	(3), and (4) with respect to each Country With a
19	Pattern of Noncooperation designated under sub-
20	section $(b)(1)(A)$, the President shall, after the re-
21	quirements of sections 202 and 203 have been satis-
22	fied, but not later than 90 days (or 180 days in case

of a delay under paragraph (2)) after the date of

such designation of a country under such subsection,

23

1	carry out one or more of the following actions under
2	subparagraph (A) or (B):
3	(A) Presidential actions.—One or
4	more of the Presidential actions described in
5	paragraphs (10) through (16) of section 204(a).
6	(B) Commensurate actions.—Commen-
7	surate action in substitution to any action re-
8	ferred to in subparagraph (A).
9	(2) Authority for delay of presidential
10	ACTIONS.—If, on or before the date that the Presi-
11	dent is required to take action under paragraph (1)
12	with respect to a Country With a Pattern of Non-
13	cooperation, the President determines and certifies
14	to Congress that a single, additional period of time
15	not to exceed 90 days is necessary—
16	(A) for a continuation of negotiations that
17	have been commenced with the government of
18	such country to bring about a cessation of the
19	pattern of noncooperation by such country, or
20	(B)(i) for a review of corrective action
21	taken by such country after designation of such
22	country as a Country With a Pattern of Non-
23	cooperation, or

1	(ii) in anticipation that corrective action
2	will be taken by such country during such 90-
3	day period,
4	the President shall not be required to take such
5	action until the expiration of such period of
6	time.
7	(3) Exception for ongoing presidential
8	ACTION.—The President shall not be required to
9	take action under this paragraph (1) with respect to
10	a Country With a Pattern of Noncooperation if with
11	respect to such country the following apply:
12	(A) The President has taken action pursu-
13	ant to such paragraph in a preceding year.
14	(B) Such action is in effect at the time
15	such country is designated as a Country with a
16	Pattern of Noncooperation under subsection
17	(b)(1)(A).
18	(C) The President reports to Congress the
19	information described in paragraphs (1), (2),
20	(3), and (4) of section 203(a) regarding the ac-
21	tions in effect with respect to such country.
22	(D) At the time the President designates a
23	country as a Country With a Pattern of Non-
24	cooperation, if such country is already subject
25	to multiple, broad-based sanctions imposed in

significant part in response to human rights 1 2 abuses, and such sanctions are ongoing, the 3 President may determine that one or more of 4 such sanctions also satisfies the requirements of this subsection. In a report to Congress pursu-6 ant to paragraphs (1), (2), (3), and (4) of sec-7 tion 203(a), the President shall specify the spe-8 cific sanction or sanctions that the President 9 determines satisfy the requirements of this sub-10 section. Such specified sanctions shall remain in 11 effect subject to section 208.

12 (d) RULE OF CONSTRUCTION.—A determination 13 under this Act, or any amendment made by this Act, that 14 a foreign country has engaged in a pattern of noncoopera-15 tion shall not be construed to require the termination of 16 assistance or other activities with respect to such country 17 under any other provision of law, including section 116 18 or 502B of the Foreign Assistance Act of 1961 (22 U.S.C. 19 2151(n) and 2304).

20 SEC. 202. CONSULTATIONS.

- 21 (a) Notification.—
- 22 (1) IN GENERAL.—Except as provided in para-23 graph (2), in accordance with existing law and regu-24 lation, the Secretary of State shall notify in writing 25 the member of the House of Representatives rep-

- 1 resenting the district of a left behind parent when
- 2 such parent reports an international child abduction
- 3 to the Department of State. The Secretary shall
- 4 maintain a computerized data tracking system to
- 5 track and monitor such reported international child
- 6 abduction cases.
- 7 (2) Exception.—Paragraph (1) shall not
- 8 apply if the left behind parent does not consent to
- 9 the notification described in such paragraph.
- 10 (b) Duty To Consult With Foreign Govern-
- 11 MENTS.—The President shall—
- 12 (1) request consultation with the government of
- a country to which a child is alleged to have been
- wrongfully removed or retained, regarding the pat-
- tern of noncooperation giving rise to action under
- section 204; and
- 17 (2) if agreed to, enter into such consultations,
- privately or publicly.
- 19 (c) Duty To Consult With Left Behind Par-
- 20 ENTS IN THE UNITED STATES.—The President shall con-
- 21 sult with left behind parents of children in the foreign
- 22 countries, or appropriate representatives or representative
- 23 groups of such parents, concerning the potential impact
- 24 of United States policies to promote the resolution of unre-
- 25 solved cases in countries described in subsection (a).

1 (d) Duty To Consult With Other United STATES INTERESTED PARTIES.—The President shall, as 3 appropriate, consult with other United States interested 4 parties regarding the potential impact of intended action 5 in countries described in subsection (a) on economic or other interests of the United States. SEC. 203. REPORT TO CONGRESS. 8 At such time as the President decides to take action under section 204 in response to a country that the Presi-10 dent has designated as a Country With a Pattern of Noncooperation and the President decides to take action under 11 12 paragraphs (10) through (16) of section 204, the President shall transmit to the appropriate congressional committees a report on the following: 14 15 IDENTIFICATION OF PRESIDENTIAL AC-16 TIONS.—An identification of the action or actions 17 described in paragraphs (10) through (16) of section 18 204 (or commensurate action in substitution there-19 to) to be taken with respect to such country. 20 (2) Description of Violations.—A descrip-21 tion of the unresolved cases of child abduction giving 22 rise to the action or actions to be taken by the

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President.

1	(3) Purpose of presidential actions.—A
2	description of the purpose of the Presidential action
3	or actions.
4	(4) Evaluation.—
5	(A) Description.—An evaluation, in con-
6	sultation with the Secretary of State, the Am-
7	bassador at Large, the parties described in sub-
8	sections (c) and (d) of section 202, and other
9	parties the President determines appropriate,
10	of—
11	(i) the impact upon such unresolved
12	cases in such country;
13	(ii) the impact upon the government
14	of such country;
15	(iii) the impact upon the population of
16	such country; and
17	(iv) the impact upon the United
18	States economy and other interested par-
19	ties.
20	(B) Authority to withhold disclo-
21	SURE.—The President may withhold part or all
22	of such evaluation from the public, if classified
23	but shall provide the entire evaluation to Con-
24	gress.

1	(5) Statement of Policy options.—A state-
2	ment that noneconomic policy options designed to
3	bring about a resolution of the pattern of non-
4	cooperation in such country have reasonably been
5	exhausted, including the consultations required in
6	accordance with section 202.
7	SEC. 204. PRESIDENTIAL ACTIONS.
8	(a) Description of Presidential Actions.—Ex-
9	cept as provided in subsection (c), the President may take
10	the following actions with respect to a country that the
11	President has designated as a Country With a Pattern of
12	Noncooperation under section 201:
13	(1) A private demarche.
14	(2) An official public demarche.
15	(3) A statement of nonreciprocity under the
16	Hague Convention.
17	(4) A public condemnation.
18	(5) A public condemnation within one or more
19	multilateral fora.
20	(6) The delay or cancellation of one or more
21	scientific exchanges.
22	(7) The delay or cancellation of one or more
23	cultural exchanges.
24	(8) The denial of one or more working, official
25	or state visits.

- 1 (9) The delay or cancellation of one or more working, official, or state visits.
- 3 (10) The restriction of the number of visas 4 issued to nationals of such country pursuant to sub-5 paragraphs (F), (J), or (M) of section 101(a)(15) of 6 the Immigration and Nationality Act (8 U.S.C. 7 1101(a)(15)).
 - (11) The withdrawal, limitation, or suspension of United States development assistance in accordance with section 116 of the Foreign Assistance Act of 1961 (22 U.S.C. 2151n).
 - (12) Directing the Export-Import Bank of the United States, the Overseas Private Investment Corporation, or the Trade and Development Agency not to approve the issuance of any (or a specified number of) guarantees, insurance, extensions of credit, or participation in the extension of credit with respect to such government or the agency or instrumentality of such government determined by the President to be responsible for such pattern of non-cooperation.
 - (13) The withdrawal, limitation, or suspension of United States security assistance in accordance with section 502B of the Foreign Assistance Act of 1961 (22 U.S.C. 2304).

- (14) In accordance with section 701 of the International Financial Institutions Act of 1977 (22) U.S.C. 262d), directing the United States executive directors of international financial institutions to op-pose and vote against loans primarily benefitting the such government or the agency or instrumentality of such government determined by the President to be responsible for such pattern of noncooperation.
 - (15) The denial, withdrawal, suspension, or limitation of benefits provided pursuant to title V of the Trade Act of 1974 (19 U.S.C. 2461 et seq.), relating to the Generalized System of Preferences.
 - (16) Ordering the heads of the appropriate United States agencies not to issue any (or a specified number of) specific licenses, and not to grant any other specific authority (or a specified number of authorities), to export any goods or technology to such government or to the agency or instrumentality of such government determined by the President to be responsible for such pattern of noncooperation, under—
- 22 (A) the Export Administration Act of 23 1979;
- 24 (B) the Arms Export Control Act;
- 25 (C) the Atomic Energy Act of 1954; or

- 1 (D) any other statute that requires the 2 prior review and approval of the United States 3 Government as a condition for the export or re-4 export of goods or services.
 - (17) Prohibiting any United States financial institution from making loans or providing credits totaling more than \$10,000,000 in any 12-month period to such government or to the agency or instrumentality of such government or determined by the President to be responsible for such pattern of non-cooperation.
 - (18) Prohibiting the United States Government from procuring, or entering into any contract for the procurement of, any goods or services from such government or from the agency or instrumentality of such government determined by the President to be responsible for such pattern of noncooperation.
- (b) Commensurate Action.—Except as provided in subsection (c), the President may substitute any other action authorized by law for any action described in paragraphs (1) through (16) of subsection (a) if such action is commensurate in effect to the action substituted and if such action would further the purposes of this Act as specified in section 2(c). The President shall seek to take all appropriate and feasible actions authorized by law to

obtain the cessation of such pattern of noncooperation. If commensurate action is taken under this subsection, the 3 President shall transmit to the appropriate congressional 4 committees a report on such action, together with an ex-5 planation for taking such action. 6 (c) Exceptions.—Any action taken pursuant to sub-7 section (a) or (b) may not prohibit or restrict the provision 8 to such country of medicine, medical equipment, or supplies, food, or other humanitarian assistance. SEC. 205. EFFECTS ON EXISTING CONTRACTS. 11 The President shall not be required to apply or main-12 tain any action under this section 204— 13 (1) in the case of procurement of defense arti-14 cles or defense services— 15 under existing contracts or sub-16 contracts, including the exercise of options for 17 production quantities, to satisfy requirements 18 essential to the national security of the United 19 States; 20 (B) if the President determines in writing 21 and transmits to Congress a report that the 22 government of a foreign country or the agency 23 or instrumentality of such government to which 24 such action would otherwise be applied is a sole

source supplier of such defense articles or serv-

- ices, that such defense articles or services are essential, and that alternative sources are not readily or reasonably available; or
 - (C) if the President determines in writing and transmits to Congress a report that such defense articles or services are essential to the national security of the United States under defense co-production agreements; or
- 9 (2) to products or services provided under con-10 tracts entered into before the date on which the 11 President publishes in the Federal Register notice of 12 such action in accordance with section 207.

13 SEC. 206. PRESIDENTIAL WAIVER.

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14 (a) In General.—Subject to subsection (b), the 15 President may waive the application of any of the actions described in paragraphs (10) through (16) of section 16 204(a) (or commensurate action in substitution thereto) with respect to a country that the President has des-19 ignated as a Country With a Pattern of Noncooperation under section 201, if the President determines and so re-20 21 ports to the appropriate congressional committees that— 22 (1) the government of such has satisfactorily 23 resolved the unresolved cases giving rise to the appli-24 cation of any of such actions and—

1	(A) if such country is a Hague Convention
2	signatory country, such country has taken
3	measures to ensure future compliance with the
4	provisions of the Hague Convention;
5	(B) if such country is an MOU country,
6	such country has taken measures to ensure fu-
7	ture compliance with the provisions of the MOU
8	at issue; or
9	(C) if such country is a Nonsignatory
10	country at the time the abductions or retentions
11	resulting in the unresolved cases occurred, such
12	country has become a Hague Convention signa-
13	tory country or a MOU country;
14	(2) the exercise of such waiver authority would
15	further the purposes of this Act; or
16	(3) the important national interest of the
17	United States requires the exercise of such waiver
18	authority.
19	(b) Congressional Notification.—Not later than
20	the date of the exercise of a waiver under subsection (a),
21	the President shall notify the appropriate congressional
22	committees of such waiver or the intention to exercise such
23	waiver, together with a detailed justification thereof.

1 SEC. 207. PUBLICATION IN FEDERAL REGISTER.

- 2 (a) In General.—Subject to subsection (b), the
- 3 President shall ensure publication in the Federal Register
- 4 of the following:
- 5 (1) Determinations of Governments,
- 6 AGENCIES, INSTRUMENTALITIES OF COUNTRIES
- 7 WITH PATTERNS OF NONCOOPERATION.—Any des-
- 8 ignation of a country that the President has des-
- 9 ignated as a Country With a Pattern of Noncoopera-
- tion under section 201, together with, when applica-
- ble and to the extent practicable, the identities of
- agencies, instrumentalities, or officials determined to
- be responsible for such pattern of noncooperation.
- 14 (2) Presidential actions.—A description of
- any action under paragraphs (10) through (16) of
- section 204(a) (or commensurate action in substi-
- tution thereto) and the effective date of such action.
- 18 (3) Delays in transmittal of presi-
- 19 DENTIAL ACTION REPORTS.—Any delay in trans-
- 20 mittal of a report required under in section 203.
- 21 (4) Waivers.—Any waiver issued under section
- 22 206.
- 23 (b) Limited Disclosure of Information.—The
- 24 President may limit publication of information under this
- 25 section in the same manner and to the same extent as
- 26 the President may limit the publication of findings and

- 1 determinations described in section 654(c) of the Foreign
- 2 Assistance Act of 1961 (22 U.S.C. 2414(c)), if the Presi-
- 3 dent determines that the publication of such informa-
- 4 tion—
- 5 (1) would be harmful to the national security of
- 6 the United States; or
- 7 (2) would not further the purposes of this Act.
- 8 SEC. 208. TERMINATION OF PRESIDENTIAL ACTIONS.
- 9 Any action taken under this Act or any amendment
- 10 made by this Act with respect to a foreign country shall
- 11 terminate on the earlier of the following dates:
- 12 (1) Not later than two years after the effective
- date of such action unless expressly reauthorized by
- 14 law.
- 15 (2) Upon the determination by the President, in
- 16 consultation with the Office, and certification to
- 17 Congress that the government of such country has
- taken substantial and verifiable steps to correct the
- pattern of noncooperation at issue that gave rise to
- such action.
- 21 SEC. 209. PRECLUSION OF JUDICIAL REVIEW.
- No court shall have jurisdiction to review any Presi-
- 23 dential determination or agency action under this Act or
- 24 any amendment made by this Act.

1 SEC. 210. UNITED STATES ASSISTANCE.

2	(a) Implementation of Prohibition on Eco-
3	NOMIC ASSISTANCE.—Section 116(c) of the Foreign As-
4	sistance Act of 1961 (22 U.S.C. 2151n(c)) is amended—
5	(1) in matter preceding paragraph (1), by in-
6	serting "and in consultation with the Ambassador at
7	Large for International Child Abduction' after
8	"Freedom";
9	(2) in paragraph (3)(B), by striking the period
10	at the end and inserting "; and"; and
11	(3) by adding at the end the following new
12	paragraph:
13	"(4) whether the government—
14	"(A) has engaged in a pattern of non-
15	cooperation regarding unresolved cases of al-
16	leged international child abduction or denial of
17	rights of access, as such terms are defined in
18	the International Child Abduction Prevention
19	Act of 2009; or
20	"(B) has failed to undertake serious and
21	sustained efforts to locate children allegedly ab-
22	ducted to the country when such efforts could
23	have been reasonably undertaken.".
24	(b) Implementation of Prohibition on Military
25	Assistance.—Section 502B(a)(4) of the Foreign Assist-
26	ance Act of 1961 (22 U.S.C. 2304(a)(4)) is amended—

1	(1) in subparagraph (A), by striking "or" at
2	the end;
3	(2) in subparagraph (B), by striking the period
4	at the end and inserting "; or"; and
5	(3) by adding at the end the following new sub-
6	paragraphs:
7	"(C) has engaged in a pattern of non-
8	cooperation regarding unresolved cases of al-
9	leged international child abduction or denial of
10	rights of access, as such terms are defined in
11	the International Child Abduction Protection
12	Act of 2009; or
13	"(D) has failed to undertake serious and
14	sustained efforts to locate children allegedly ab-
15	ducted to the country when such efforts could
16	have been reasonably undertaken.".
17	(c) Expanded Consultation.—Section 502B(b) of
18	the Foreign Assistance Act of 1961 (22 U.S.C. 2304(b))
19	is amended, in the first sentence, by inserting "and with
20	the assistance of the Ambassador at Large for Inter-
21	national Child Abduction," after "the Ambassador at
22	Large for International Religious Freedom,".

1	SEC. 211. MULTILATERAL ASSISTANCE.
2	Section 701 of the International Financial Institu-
3	tions Act (22 U.S.C. 262d) is amended by adding at the
4	end the following new subsection:
5	"(h) In determining whether the government of a
6	country engages in a pattern of gross violations of inter-
7	nationally recognized human rights, as described in sub-
8	section (a), the President shall give particular consider-
9	ation to whether such government—
10	"(1) has engaged in a pattern of noncoopera-
11	tion regarding unresolved cases of alleged inter-
12	national child abduction or denial of rights of access,

- national child abduction or denial of rights of access, as such terms are defined in the International Child
- Abduction Prevention Act of 2009; or 14
- 15 "(2) has failed to undertake serious and sus-16 tained efforts to locate children allegedly abducted to 17 such country when such efforts could have been rea-18 sonably undertaken.".
- 19 SEC. 212. AMENDMENT TO GENERALIZED SYSTEM OF PREF-
- 20 ERENCES ELIGIBILITY FOR GENERALIZED
- 21 SYSTEM OF PREFERENCES.
- 22 Section 502(b)(2) of the Trade Act of 1974 (19
- U.S.C. 2462(b)(2)) is amended— 23
- 24 (1) by inserting after subparagraph (H) the fol-
- 25 lowing new subparagraph:

1	"(I) Such country is a country with a pat-
2	tern of noncooperation regarding unresolved
3	cases of alleged international child abduction or
4	denial of rights of access, as such terms are de-
5	fined in the International Child Abduction Pre-
6	vention Act of 2009."; and
7	(2) in the flush left matter after subparagraph
8	(I)—
9	(A) by striking "and (H)" and inserting
10	"(H)"; and
11	(B) by inserting after "D)" the following:
12	"and (I)".
13	TITLE III—MISCELLANEOUS
14	PROVISIONS
15	SEC. 301. AMENDMENT OF RESTRICTION FOR THE
16	ISSUANCE OF PASSPORTS FOR CHILDREN
17	UNDER AGE 14.
18	Section 236(a)(2)(B) of the Admiral James W.
19	Nance and Meg Donovan Foreign Relations Authorization
20	Act, Fiscal Years 2000 and 2001 is amended—
21	(1) in clause (ii), by striking "or" at the end;
22	(2) in clause (iii), by striking the period at the
23	end and inserting "; or"; and
24	(3) by adding at the end the following new
25	clause:

1	"(iv) in cases in which the child is liv-
2	ing outside the United States, such person
3	is a United States citizen, has joint cus-
4	tody over the child, and is executing the
5	application for issuance of a passport out-
6	side the United States.".

7 SEC. 302. AUTHORIZATION OF APPROPRIATIONS.

8 There is authorized to be appropriated such sums as 9 may be necessary for each of fiscal years 2010 through 10 2013 to carry out this Act and the amendments made by 11 this Act.

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