106TH CONGRESS 1ST SESSION H.R. 1356

To end international sexual trafficking, and for other purposes.

IN THE HOUSE OF REPRESENTATIVES

March 25, 1999

Mr. SMITH of New Jersey (for himself and Ms. KAPTUR) introduced the following bill; which was referred to the Committee on International Relations, and in addition to the Committee on the Judiciary, and Banking and Financial Services, 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 end international sexual trafficking, 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; TABLE OF CONTENTS.

- 4 (a) SHORT TITLE.—This Act may be cited as the
- 5 "Freedom From Sexual Trafficking Act of 1999".
- 6 (b) TABLE OF CONTENTS.—The table of contents of

7 this Act is as follows:

- Sec. 1. Short title; table of contents.
- Sec. 2. Purposes and findings.
- Sec. 3. Definitions.
- Sec. 4. Minimum standards for the elimination of sexual trafficking.

Sec. 5. Office for the Protection of Victims of Trafficking.

Sec. 6. Assistance for victim protection.

Sec. 7. Protection from removal for certain victims of sexual trafficking.

Sec. 8. Actions against governments failing to meet minimum standards.

Sec. 9. Trafficking of persons for commercial sexual purposes.

1 SEC. 2. PURPOSES AND FINDINGS.

2 (a) PURPOSES.—The purposes of this Act are to end 3 international sexual trafficking, in which women and chil-4 dren are brought across international boundaries by 5 means of force or fraud for purposes of forced prostitu-6 tion, sexual slavery, and similar practices; to provide just 7 punishment for the perpetrators of such practices; and to 8 protect their victims.

9 (b) FINDINGS.—The Congress makes the following10 findings:

(1) Millions of persons every year, of whom the
overwhelming majority are women or children, are
trafficked into the international sex trade by means
of fraud, force, or coercion.

15 (2) International trafficking in persons is not 16 limited to sexual trafficking. It may also involve 17 forced labor and other violations of internationally 18 recognized human rights. Trafficking of persons in 19 all its forms is an evil that calls for concerted and 20 vigorous action by countries of origin, receiving 21 countries, and international organizations.

22 (3) Sexual trafficking is a particularly brutal23 form of the international traffic in persons. Because

it causes the involuntary participation of another
person in sex acts by means of fraud, force, or coercion, sexual trafficking includes all the elements of
the crime of rape, which is defined by all legal systems as among the most serious of all crimes.

6 (4) International sexual trafficking also involves
7 frequent and serious violations of other laws, includ8 ing labor and immigration codes and laws against
9 kidnapping, slavery, false imprisonment, assault,
10 battery, pandering, fraud, and extortion.

11 (5) Existing legislation and law enforcement in 12 the United States and in other nations around the 13 world have proved inadequate to deter trafficking 14 and to bring traffickers to justice, principally be-15 cause such legislation and enforcement do not reflect 16 the gravity of the offenses involved. Instead, even 17 the most brutal instances of sexual trafficking are 18 often punished under laws that also apply to far less 19 serious offenses such as consensual sexual activity 20 and illegal immigration, so that traffickers typically 21 escape severe punishment.

(6) In some countries, enforcement against
international sexual traffickers is also hindered by
official indifference, by corruption, and sometimes
even by active official participation in trafficking.

1 (7) Because existing laws and law enforcement 2 procedures often fail to make clear distinctions be-3 tween victims of sexual trafficking and persons who 4 have wilfully violated laws such as those against 5 prostitution, and because victims often do not have 6 legal immigration status in the countries into which they are trafficked, the victims are often punished 7 8 more harshly than the traffickers themselves.

9 (8) Because victims of international sexual traf-10 ficking are frequently unfamiliar with the laws, cul-11 tures, and languages of the countries into which 12 they have been trafficked, and because they are sub-13 jected to coercion and intimidation including phys-14 ical detention, debt bondage, fear of retribution, and 15 fear of forcible removal to countries in which they 16 will face retribution or other hardship, these victims 17 often find it difficult or impossible to report the 18 crimes committed against them or to assist in the 19 investigation and prosecution of such crimes.

(9) The Universal Declaration of Human
Rights recognizes the right to be free from slavery
and involuntary servitude, arbitrary detention, degrading or inhuman treatment, and arbitrary interference with privacy or the family, as well as the
right to protection by law against these abuses.

1 (10) The United Nations General Assembly has 2 passed three resolutions during the last three years (50/167, 51/66, and 52/98) recognizing that the 3 4 international traffic in women and girls, particularly 5 for purposes of forced prostitution, is a matter of 6 pressing international concern involving numerous 7 violations of fundamental human rights. The resolu-8 tions call upon governments of receiving countries as 9 well as countries of origin to strengthen their laws 10 against such practices, to intensify their efforts to 11 enforce such laws, and to ensure the full protection, 12 treatment, and rehabilitation of women and children 13 who are victims of trafficking.

(11) The Final Report of the World Congress
against Sexual Exploitation of Children, held in
Stockholm, Sweden in August 1996, recognized that
international sexual trafficking is a principal cause
of increased exploitation and degradation of children.

(12) In the 1991 Moscow Document of the Organization for Security and Co-operation in Europe,
participating states including the United States
agreed to "seek to eliminate all forms of violence
against women, and all forms of traffic in women
and exploitation of prostitution of women including

by ensuring adequate legal prohibitions against such
 acts and other appropriate measures".

(13) In order to deter international sexual traf-3 4 ficking and to bring its perpetrators to justice, na-5 tions including the United States must recognize 6 that sexual trafficking is a grave offense, equivalent 7 for all moral and practical purposes to the crime of 8 rape, and must act on this recognition by pre-9 scribing appropriate punishment for sexual traf-10 ficking, by giving the highest priority to its inves-11 tigation and prosecution, and by protecting rather 12 than punishing its victims.

13 SEC. 3. DEFINITIONS.

14 As used in this Act:

(1) SEXUAL TRAFFICKING.—The term "sexual
trafficking" means the taking of a person across an
international border for the purpose of a commercial
sexual act, if either such taking or such sexual act
is effected by fraud, force, or coercion, or if the person has not attained the age of 18 years.

(2) VICTIM OF SEXUAL TRAFFICKING.—The
term "victim of sexual trafficking" means any person who is taken across an international border for
the purpose of a commercial sexual act, if the participation of such person in such taking or such act

is induced by fraud, force, or coercion, or if the person has not attained the age of 18 years.

(3) ACT OF SEXUAL TRAFFICKING.—The term 3 "act of sexual trafficking" means any act at any 4 5 point in the process of sexual trafficking, including 6 any act of recruitment, harboring, transport, pur-7 chase, or sale of a victim of sexual trafficking, or 8 any act of operation, management, or ownership of 9 an enterprise in which a victim of sexual trafficking 10 engages in a commercial sexual act or is induced or 11 expected to engage in such act, or sharing in the 12 profits of the process of sexual trafficking or any 13 part thereof.

(4) COMMERCIAL SEXUAL ACT.—The term
"commercial sexual act" means a sexual act on account of which anything of value is given to or received by any person.

(5) MINIMUM STANDARDS FOR THE ELIMINATION OF SEXUAL TRAFFICKING.—The term "minimum standards for the elimination of sexual trafficking" means the standards set forth in section 4.
(6) NONHUMANITARIAN FOREIGN ASSIST-

ANCE.—The term "nonhumanitarian foreign assistance" means—

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1	(A) any assistance under the Foreign As-
2	sistance Act of 1961 (including programs under
3	title IV of chapter 2 of part I of that Act, relat-
4	ing to the Overseas Private Investment Cor-
5	poration), other than—
6	(i) assistance under chapter 8 of part
7	I of that Act;
8	(ii) any other narcotics-related assist-
9	ance under part I of that Act or under
10	chapter 4 or 5 of part II of that Act, but
11	any such assistance provided under this
12	clause shall be subject to the prior notifica-
13	tion procedures applicable to
14	reprogrammings pursuant to section 634A
15	of that Act;
16	(iii) disaster relief assistance, includ-
17	ing any assistance under chapter 9 of part
18	I of that Act;
19	(iv) antiterrorism assistance under
20	chapter 8 of part II of that Act;
21	(v) assistance which involves the pro-
22	vision of food (including monetization of
23	food) or medicine;
24	(vi) assistance for refugees; and

1	(vii) humanitarian and other develop-
2	ment assistance in support of programs of
3	nongovernmental organizations under
4	chapters 1 and 10 of that Act;
5	(B) sales, or financing on any terms, under
6	the Arms Export Control Act, other than sales
7	or financing provided for narcotics-related pur-
8	poses following notification in accordance with
9	the prior notification procedures applicable to
10	reprogrammings pursuant to section 634A of
11	the Foreign Assistance Act of 1961; and
12	(C) financing under the Export-Import
13	Bank Act of 1945.
14	SEC. 4. MINIMUM STANDARDS FOR THE ELIMINATION OF
15	SEXUAL TRAFFICKING.
16	(a) MINIMUM STANDARDS.—Minimum standards for
17	the elimination of sexual trafficking are as follows:
18	(1) The country should prohibit and punish sex-
19	ual trafficking.
20	(2) The country should prescribe punishment
21	commensurate with that for the most serious crimes,
22	such as forcible sexual assault, for a person who
23	knowingly commits an act of sexual trafficking in-
24	volving fraud, force, or coercion, or in which the vic-

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tim of sexual trafficking has not attained the age of
 14 years.

3 (3) The country should prescribe punishment
4 commensurate with that prescribed for other serious
5 crimes for a person who knowingly commits an act
6 of sexual trafficking in which there is no proof of
7 fraud, force, or coercion, and in which the victim of
8 sexual trafficking has attained the age of 14 years
9 but has not attained the age of 18 years.

10 (4) The country should make serious and sus-11 tained efforts to eliminate sexual trafficking.

12 (b) CRITERIA.—In determinations under subsection13 (a)(3) the following factors should be considered:

(1) Whether the country vigorously investigates
and prosecutes acts of trafficking that take place
wholly or partly within the territory of the country.

17 (2) Whether the country cooperates with other18 countries in the investigation and prosecution of sex-19 ual trafficking.

20 (3) Whether the country extradites persons
21 charged with acts of sexual trafficking on the same
22 terms and to the same extent as persons charged
23 with other serious crimes.

24 (4) Whether the country monitors immigration25 and emigration patterns for evidence of sexual traf-

1 ficking and whether law enforcement agencies of the 2 country respond to any such evidence in a manner 3 which is consistent with the vigorous investigation 4 and prosecution of acts of sexual trafficking, as well 5 as with the protection of victims and the internation-6 ally recognized human right to travel. 7 (5) Whether the country protects victims and 8 encourages their assistance in the investigation and 9 prosecution of sexual trafficking, including provision 10 for legal alternatives to their removal to countries in which they would face retribution or other hardship. 11 12 (6) Whether the country vigorously investigates 13 and prosecutes public officials who participate in, fa-14 cilitate, or condone sexual trafficking. 15 SEC. 5. OFFICE FOR THE PROTECTION OF VICTIMS OF 16 TRAFFICKING. 17 (a) ESTABLISHMENT.—There is established in the 18 Office of the Secretary of State an Office for the Protection of Victims of Trafficking. The office shall be adminis-19 20 tered by a director. The director shall be appointed by the 21 President with the advice and consent of the Senate. The 22 director shall have primary responsibility for assisting the 23 Secretary of State in carrying out the purposes of this Act 24 and may have additional responsibilities as determined by

25 the Secretary.

1	(b) Reports to Congress.—
2	(1) ANNUAL REPORT.—Not later than April 30
3	of each year, the Secretary of State, with the assist-
4	ance of the director, shall submit to the Congress a
5	report with respect to the status of international
6	sexual trafficking, including a list of those countries,
7	if any, that do not meet the minimum standards for
8	the elimination of sexual trafficking under section 4.
9	(2) Country reports on human rights
10	PRACTICES.—Section 116(d) of the Foreign Assist-
11	ance Act of 1961 (22 U.S.C. 2151n) is amended—
12	(A) at the end of paragraph (6) by striking
13	"and";
14	(B) at the end of paragraph (7) by striking
15	the period and inserting "; and"; and
16	(C) by adding after paragraph (7) the fol-
17	lowing new paragraph:
18	"(8) information on sevual trafficking and of

f(8) information on sexual trafficking and of 18 19 efforts being taken by the country to prevent such trafficking.". 20

21 INTERIM REPORTS.—The Secretary of (3)22 State, with the assistance of the director, may sub-23 mit to the Congress in addition to the annual report 24 under subsection (b) one or more interim reports 25 with respect to the status of international sexual

trafficking, including information about countries
whose governments have come into or out of compliance with the minimum standards for the elimination of sexual trafficking since the transmission of
the last annual report.

6 (c) DUTIES AND AUTHORITIES OF THE DIRECTOR.— 7 Pursuant to the responsibilities set forth in subsections 8 (a) and (b), the director shall assist the Secretary in the 9 establishment and operation of facilities to receive and dis-10 seminate information about international sexual trafficking, including a site on the Internet. The director shall 11 12 have authority to consult with experts on international 13 sexual trafficking and with victims and other affected persons and to take evidence in public hearings or by other 14 15 means.

(d) AUTHORIZATION.—There is authorized to be appropriated to the Secretary of State \$2,000,000 for fiscal
year 2000 and \$2,000,000 for fiscal year 2001 for the
Office for the Protection of Victims of Trafficking.

(e) NOMINATION OF DIRECTOR.—The President shall
transmit to the Senate the nomination of the director not
later than 120 days after the effective date of this Act.
SEC. 6. ASSISTANCE FOR VICTIM PROTECTION.

(a) INTERNATIONAL VICTIM PROGRAMS.—There isauthorized to be appropriated to the Secretary of State

\$10,000,000 for fiscal year 2000 and \$10,000,000 for fis-1 2 cal year 2001, for assistance to foreign countries in pro-3 grams and activities designed to meet the minimum inter-4 national standards for the elimination of sexual traf-5 ficking, including drafting of legislation to prohibit and punish acts of sexual trafficking, investigation and pros-6 7 ecution of sexual trafficking, and facilities, programs, and 8 activities for the protection of victims.

9 (b) DOMESTIC VICTIM PROGRAMS.—There is appro-10 priated to the Secretary of Health and Human Services, 11 \$10,000,000 for fiscal year 2000 and \$10,000,000 for fis-12 cal year 2001, for programs and activities to assist victims 13 of sexual trafficking in the United States.

(c) ASSISTANCE THROUGH NGOS.—In carrying out
this section, assistance should be administered through
nongovernmental organizations (NGOs) whenever possible.

(d) ASSET FORFEITURE FUNDS.—Funds from asset
forfeiture under section 2241A of title 18, United States
Code, are authorized to be available in equal amounts for
the purposes of subsections (a) and (b) and shall remain
available for obligation until expended.

1	SEC. 7. PROTECTION FROM REMOVAL FOR CERTAIN VIC-
2	TIMS OF SEXUAL TRAFFICKING.
3	(a) Nonimmigrant Classification for Certain
4	VICTIMS OF SEXUAL TRAFFICKING.—Section 101(a)(15)
5	of the Immigration and Nationality Act (8 U.S.C.
6	1101(a)(15)) is amended—
7	(1) by striking "or" at the end of subparagraph
8	(R);
9	(2) by striking the period at the end of sub-
10	paragraph (S) and inserting "; or"; and
11	(3) by adding at the end the following new sub-
12	paragraph:
13	"(T) an alien who the Attorney General
14	determines—
15	"(i) is physically present in the
16	United States;
17	"(ii) is or has been a victim of sexual
18	trafficking as defined in section 3 of the
19	Freedom From Sexual Trafficking Act of
20	1999;
21	"(iii)(I) has not unreasonably refused
22	to assist in the investigation or prosecution
23	of acts of sexual trafficking; or
24	"(II) has not attained the age of 14
25	years; and

1	"(iv) would face a significant possi-
2	bility of retribution or other hardship if re-
3	moved from the United States,
4	and, if the Attorney General considers it to be
5	appropriate, the spouse, married and unmarried
6	sons and daughters, and parents of an alien de-
7	scribed in this subparagraph if accompanying,
8	or following to join, the alien, except that no
9	person shall be eligible for admission to the
10	United States under this subparagraph if there
11	is substantial reason to believe that the person
12	has committed an act of sexual trafficking as
13	defined in section 3 of the Freedom From Sex-
14	ual Trafficking Act of 1999.".

(b) WAIVER OF GROUNDS FOR INELIGIBILITY FOR
ADMISSION.—Section 212(d) of the Immigration and Nationality Act (8 U.S.C. 1182(d)) is amended by adding
at the end the following new paragraph:

"(13) The Attorney General shall determine
whether a ground for inadmissibility exists with respect to a nonimmigrant described in section
101(a)(15)(T). The Attorney General, in the Attorney General's discretion, may waive the application
of subsection (a) (other than paragraph (3)(E)) in
the case of a nonimmigrant described in section

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1 101(a)(15)(T), if the Attorney General considers it 2 to be in the national interest to do so. Nothing in 3 this section shall be regarded as prohibiting the Im-4 migration and Naturalization Service from insti-5 tuting removal proceedings against an alien admit-6 ted as a nonimmigrant under section 101(a)(15)(T)7 for conduct committed after the alien's admission 8 into the United States, or for conduct or a condition 9 that was not disclosed to the Attorney General prior 10 to the alien's admission as a nonimmigrant under 11 section 101(a)(15)(T).".

(c) ADJUSTMENT TO PERMANENT RESIDENT STATUS.—Section 245 of the Immigration and Nationality
Act (8 U.S.C. 1255) is amended by adding at the end the
following new subsection:

16 "(l)(1) If, in the opinion of the Attorney General, a
17 nonimmigrant admitted into the United States under sec18 tion 101(a)(15)(T)—

"(A) has been physically present in the United
States for a continuous period of at least 3 years
since the date of admission as a nonimmigrant
under section 101(a)(15)(T);

23 "(B) has, throughout such period, been a per24 son of good moral character;

"(C) has not, during such period, unreasonably
 refused to provide assistance in the investigation or
 prosecution of acts of sexual trafficking; and

4 "(D) would face a significant possibility of ret5 ribution or other hardship if removed from the
6 United States,

7 the Attorney General may adjust the status of the alien
8 (and the spouse, married and unmarried sons and daugh9 ters, and parents of the alien if admitted under that sec10 tion) to that of an alien lawfully admitted for permanent
11 residence if the alien is not described in section
12 212(a)(3)(E)

"(2) An alien shall be considered to have failed to
maintain continuous physical presence in the United
States under paragraph (1)(A) if the alien has departed
from the United States for any period in excess of 90 days
or for any periods in the aggregate exceeding 180 days.".
SEC. 8. ACTIONS AGAINST GOVERNMENTS FAILING TO
MEET MINIMUM STANDARDS.

(a) STATEMENT OF POLICY.—It is the policy of the
United States not to provide nonhumanitarian foreign assistance to countries which do not meet minimum standards for the elimination of sexual trafficking.

(b) NOTIFICATION.—For each fiscal year, for eachforeign country which does not meet minimum standards

for the elimination of sexual trafficking, as described in 1 2 an annual report with respect to the status of inter-3 national sexual trafficking under section 5(b)(1) or an in-4 terim report under section 5(b)(3), not less than 45 days and not more than 90 days after the submission of such 5 a report, the President shall submit a notification to the 6 7 Congress of one of the determinations described in sub-8 section (c).

9 (c) DETERMINATIONS.—The determinations referred10 to in subsection (b) are as follows:

11 (1) WITHHOLDING OF NONHUMANITARIAN AS12 SISTANCE.—The President has determined that—

(A)(i) the United States will not provide
nonhumanitarian foreign assistance to the government of the country for the subsequent fiscal
year until such government complies with the
minimum standards; or

(ii) in the case of a country whose government received no nonhumanitarian foreign assistance from the United States during the previous fiscal year, the United States will not provide funding for participation by officials or employees of such governments in educational and
cultural exchange programs for the subsequent

fiscal year until such government complies with the minimum standards; and

3 (B) the President will instruct the United 4 States Executive Director of each multilateral 5 development bank and of the International 6 Monetary Fund to vote against, and to use his 7 or her best efforts to deny, any loan or other 8 utilization of the funds of his or her institution 9 to that country (other than for humanitarian 10 assistance, or for development assistance which 11 directly addresses basic human needs, is not ad-12 ministered by the government of the sanctioned 13 country, and confers no benefit to that country) 14 for the subsequent fiscal year until such govern-15 ment complies with the minimum standards.

16 (2) SUBSEQUENT COMPLIANCE.—The Secretary
17 of State, with the assistance of the director, has de18 termined that the country has come into compliance
19 with the minimum standards.

20 (3) CONTINUATION OF ASSISTANCE IN THE NA21 TIONAL INTEREST.—Notwithstanding the failure of
22 the country to comply with minimum standards for
23 the elimination of sexual trafficking, the President
24 has determined that the provision of nonhumani-

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tarian foreign assistance to the country is in the na tional interest of the United States.

3 (d) CERTIFICATION.—Together with any notification 4 under subsection (b)(1)(i), the President shall provide a 5 certification by the Secretary of State that with respect to assistance described in clause (i), (ii), or (iv) of section 6 7 3(6)(A) or in section 3(6)(B), no assistance is intended 8 to be received or used by any agency or official who has 9 participated in, facilitated, or condoned sexual trafficking. 10 SEC. 9. TRAFFICKING OF PERSONS FOR COMMERCIAL SEX-

11 UAL PURPOSES.

(a) IN GENERAL.—Chapter 109A of title 18, United
States Code, is amended by inserting after section 2241
the following:

15 "§ 2241A. Trafficking of persons for commercial sex ual purposes

17 "(a) IN GENERAL.—Whoever, whether inside or out18 side the United States, knowingly does or attempts or con19 spires to—

20 "(1) transport a person across an international
21 border;

"(2) recruit, entice, harbor, or engage in the
purchase or sale of a person when the person will be
or has been transported across an international border; or

"(3) own, manage, operate, or share in the pro ceeds of an enterprise in which a person has been
 transported across an international border,

4 for the purpose of causing a person who has not attained
5 the age of 18 years to engage in a commercial sexual act
6 or for the purpose of causing a person to engage in a com7 mercial sexual act by fraud, force, or coercion, shall be
8 punished as provided in subsection (b).

9 "(b) PUNISHMENT.—The punishment for an offense
10 under subsection (a) is—

"(1) if the offense was effected by fraud, force, or coercion, or if the person transported had not attained the age of 14 years at the time of such offense, by a fine under this title or imprisonment for any term of years or for life, or both; or

"(2) if the offense was not effected by fraud,
force, or coercion, and the person transported had
attained the age of 14 years but had not attained
the age of 18 years at the time of such offense, by
a fine under this title or imprisonment for not more
than 15 years, or both.

"(c) DEFINITION OF COMMERCIAL SEXUAL ACT.—
In this section, the term 'commercial sexual act' means
any sexual act, on account of which anything of value is
given to or received by any person, and—

1	"(1) which takes place in the United States;
2	"(2) which affects United States foreign com-
3	merce; or
4	((3) in which either the person transported or
5	the person committing the violation is a United
6	States citizen or an alien admitted for permanent
7	residence in the United States.
8	"(d) Forfeiture.—
9	"(1) IN GENERAL.—Upon conviction for a vio-
10	lation of this section, the convicted person shall for-
11	feit to the United States such person's interest in
12	any property, real or personal—
13	"(A) constituting or traceable to gross
14	profits or other proceeds obtained from such of-
15	fense; or
16	"(B) used or intended to be used to com-
17	mit or to promote the commission of such of-
18	fense.
19	"(2) PROCEDURE.—The procedures in section
20	1963 relating to forfeiture shall apply to forfeiture
21	of property under this section in the same manner
22	as those procedures apply with respect to property
23	forfeited under that section.
24	"(e) WITNESS PROTECTION.—Any violation of this
25	section shall be considered an organized criminal activity

or other serious offense for the purposes of application of
 chapter 224 (relating to witness protection).".

3 (b) RACKETEERING.—Section 1961(1) of title 18,
4 United States Code, is amended by inserting "section
5 2241A (relating to trafficking of persons for commercial
6 sexual purposes)," after "murder-for-hire),".

7 (c) CLERICAL AMENDMENT.—The table of sections
8 at the beginning of chapter 109A of title 18, United States
9 Code, is amended by inserting after the item relating to
10 section 2241 the following new item:

"2241A. Trafficking of persons for commercial sexual purposes.".