

108TH CONGRESS  
1ST SESSION

# S. 151

To amend title 18, United States Code, with respect to the sexual exploitation of children.

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## IN THE SENATE OF THE UNITED STATES

JANUARY 13, 2003

Mr. HATCH (for himself, Mr. LEAHY, and Mr. BENNETT) introduced the following bill; which was read twice and referred to the Committee on the Judiciary

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## A BILL

To amend title 18, United States Code, with respect to the sexual exploitation of children.

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 “Prosecutorial Remedies  
5 and Tools Against the Exploitation of Children Today Act  
6 of 2003” or “PROTECT Act”.

7 **SEC. 2. FINDINGS.**

8 Congress finds the following:

9 (1) Obscenity and child pornography are not  
10 entitled to protection under the First Amendment

under *Miller v. California*, 413 U.S. 15 (1973) (obscenity), or *New York v. Ferber*, 458 U.S. 747 (1982) (child pornography) and thus may be prohibited.

(2) The Government has a compelling state interest in protecting children from those who sexually exploit them, including both child molesters and child pornographers. “The prevention of sexual exploitation and abuse of children constitutes a government objective of surpassing importance,” *New York v. Ferber*, 458 U.S. 747, 757 (1982) (emphasis added), and this interest extends to stamping out the vice of child pornography at all levels in the distribution chain. *Osborne v. Ohio*, 495 U.S. 103, 110 (1990).

(3) The Government thus has a compelling interest in ensuring that the criminal prohibitions against child pornography remain enforceable and effective. “[T]he most expeditious if not the only practical method of law enforcement may be to dry up the market for this material by imposing severe criminal penalties on persons selling, advertising, or otherwise promoting the product.” *Ferber*, 458 U.S. at 760.

1           (4) In 1982, when the Supreme Court decided  
2       Ferber, the technology did not exist to: (A) create  
3       depictions of virtual children that are indistinguish-  
4       able from depictions of real children; (B) create de-  
5       pictions of virtual children using compositions of real  
6       children to create an unidentifiable child; or (C) dis-  
7       guise pictures of real children being abused by mak-  
8       ing the image look computer generated.

9           (5) Evidence submitted to the Congress, includ-  
10      ing from the National Center for Missing and Ex-  
11      ploited Children, demonstrates that technology al-  
12      ready exists to disguise depictions of real children to  
13      make them unidentifiable and to make depictions of  
14      real children appear computer generated. The tech-  
15      nology will soon exist, if it does not already, to make  
16      depictions of virtual children look real.

17          (6) The vast majority of child pornography  
18      prosecutions today involve images contained on com-  
19      puter hard drives, computer disks, and/or related  
20      media.

21          (7) There is no substantial evidence that any of  
22      the child pornography images being trafficked today  
23      were made other than by the abuse of real children.  
24      Nevertheless, technological advances since Ferber  
25      have led many criminal defendants to suggest that

1 the images of child pornography they possess are not  
2 those of real children, insisting that the government  
3 prove beyond a reasonable doubt that the images are  
4 not computer-generated. Such challenges will likely  
5 increase after the *Ashcroft v. Free Speech Coalition*  
6 decision.

7 (8) Child pornography circulating on the Inter-  
8 net has, by definition, been digitally uploaded or  
9 scanned into computers and has been transferred  
10 over the Internet, often in different file formats,  
11 from trafficker to trafficker. An image seized from  
12 a collector of child pornography is rarely a first-gen-  
13 eration product, and the retransmission of images  
14 can alter the image so as to make it difficult for  
15 even an expert conclusively to opine that a particular  
16 image depicts a real child. If the original image has  
17 been scanned from a paper version into a digital for-  
18 mat, this task can be even harder since proper fo-  
19 rensic delineation may depend on the quality of the  
20 image scanned and the tools used to scan it.

21 (9) The impact on the government's ability to  
22 prosecute child pornography offenders is already evi-  
23 dent. The Ninth Circuit has seen a significant ad-  
24 verse effect on prosecutions since the 1999 Ninth  
25 Circuit Court of Appeals decision in *Free Speech*

1 Coalition. After that decision, prosecutions generally  
2 have been brought in the Ninth Circuit only in the  
3 most clear-cut cases in which the government can  
4 specifically identify the child in the depiction or oth-  
5 erwise identify the origin of the image. This is a  
6 fraction of meritorious child pornography cases. The  
7 National Center for Missing and Exploited Children  
8 testified that, in light of the Supreme Court's affir-  
9 mation of the Ninth Circuit decision, prosecutors in  
10 various parts of the country have expressed concern  
11 about the continued viability of previously indicted  
12 cases as well as declined potentially meritorious  
13 prosecutions.

14 (10) In the absence of congressional action, this  
15 problem will continue to grow increasingly worse.  
16 The mere prospect that the technology exists to cre-  
17 ate computer or computer-generated depictions that  
18 are indistinguishable from depictions of real children  
19 will allow defendants who possess images of real  
20 children to escape prosecution, for it threatens to  
21 create a reasonable doubt in every case of computer  
22 images even when a real child was abused. This  
23 threatens to render child pornography laws that pro-  
24 tect real children unenforceable.

1           (11) To avoid this grave threat to the Govern-  
 2           ment’s unquestioned compelling interest in effective  
 3           enforcement of the child pornography laws that pro-  
 4           tect real children, a statute must be adopted that  
 5           prohibits a narrowly-defined subcategory of images.

6           (12) The Supreme Court’s 1982 *Ferber v. New*  
 7           York decision holding that child pornography was  
 8           not protected drove child pornography off the shelves  
 9           of adult bookstores. Congressional action is nec-  
 10          essary to ensure that open and notorious trafficking  
 11          in such materials does not reappear.

12 **SEC. 3. CERTAIN ACTIVITIES RELATING TO MATERIAL CON-**  
 13 **STITUTING OR CONTAINING CHILD PORNOG-**  
 14 **RAPHY.**

15          Section 2252A of title 18, United States Code, is  
 16          amended—

17               (1) in subsection (a)—

18                       (A) by striking paragraph (3) and insert-  
 19                       ing the following:

20                       “(3) knowingly—

21                               “(A) reproduces any child pornography for  
 22                               distribution through the mails, or in interstate  
 23                               or foreign commerce by any means, including  
 24                               by computer; or

“(B) advertises, promotes, presents, distributes, or solicits through the mails, or in interstate or foreign commerce by any means, including by computer, any material or purported material in a manner that conveys the impression that the material or purported material is, or contains, an obscene visual depiction of a minor engaging in sexually explicit conduct;”;

(B) in paragraph (4), by striking “or” at the end;

(C) in paragraph (5), by striking the period at the end and inserting “; or”; and

(D) by adding at the end the following:

“(6) knowingly distributes, offers, sends, or provides to a minor any visual depiction, including any photograph, film, video, picture, or computer generated image or picture, whether made or produced by electronic, mechanical, or other means, of sexually explicit conduct where such visual depiction is, or appears to be, of a minor engaging in sexually explicit conduct—

“(A) that has been mailed, shipped, or transported in interstate or foreign commerce by any means, including by computer;

1           “(B) that was produced using materials  
 2           that have been mailed, shipped, or transported  
 3           in interstate or foreign commerce by any  
 4           means, including by computer; or

5           “(C) which distribution, offer, sending, or  
 6           provision is accomplished using the mails or by  
 7           transmitting or causing to be transmitted any  
 8           wire communication in interstate or foreign  
 9           commerce, including by computer,  
 10          for purposes of inducing or persuading a minor to  
 11          participate in any activity that is illegal.”;

12           (2) in subsection (b)(1), by striking “(1), (2),  
 13           (3), or (4)” and inserting “(1), (2), (3), (4), or (6)”;  
 14          and

15           (3) by striking subsection (c) and inserting the  
 16          following:

17          “(c) It shall be an affirmative defense to a charge  
 18          of violating paragraph (1), (2), (3), (4), or (5) of sub-  
 19          section (a) that—

20           “(1)(A) the alleged child pornography was pro-  
 21           duced using an actual person or persons engaging in  
 22           sexually explicit conduct; and

23           “(B) each such person was an adult at the time  
 24           the material was produced; or



1           “(2) the alleged child pornography was not pro-  
2           duced using any actual minor or minors.

3 No affirmative defense shall be available in any prosecu-  
4 tion that involves obscene child pornography or child por-  
5 nography as described in section 2256(8)(D). A defendant  
6 may not assert an affirmative defense to a charge of vio-  
7 lating paragraph (1), (2), (3), (4), or (5) of subsection  
8 (a) unless, within the time provided for filing pretrial mo-  
9 tions or at such time prior to trial as the judge may direct,  
10 but in no event later than 10 days before the commence-  
11 ment of the trial, the defendant provides the court and  
12 the United States with notice of the intent to assert such  
13 defense and the substance of any expert or other special-  
14 ized testimony or evidence upon which the defendant in-  
15 tends to rely. If the defendant fails to comply with this  
16 subsection, the court shall, absent a finding of extraor-  
17 dinary circumstances that prevented timely compliance,  
18 prohibit the defendant from asserting such defense to a  
19 charge of violating paragraph (1), (2), (3), (4), or (5) of  
20 subsection (a) or presenting any evidence for which the  
21 defendant has failed to provide proper and timely notice.”.

22 **SEC. 4. ADMISSIBILITY OF EVIDENCE.**

23           Section 2252A of title 18, United States Code, is  
24 amended by adding at the end the following:

1       “(e) ADMISSIBILITY OF EVIDENCE.—On motion of  
 2 the government, in any prosecution under this chapter, ex-  
 3 cept for good cause shown, the name, address, social secu-  
 4 rity number, or other nonphysical identifying information,  
 5 other than the age or approximate age, of any minor who  
 6 is depicted in any child pornography shall not be admis-  
 7 sible and may be redacted from any otherwise admissible  
 8 evidence, and the jury shall be instructed, upon request  
 9 of the United States, that it can draw no inference from  
 10 the absence of such evidence in deciding whether the child  
 11 pornography depicts an actual minor.”.

12 **SEC. 5. DEFINITIONS.**

13       Section 2256 of title 18, United States Code, is  
 14 amended—

15           (1) in paragraph (1), by inserting before the  
 16 semicolon the following: “and shall not be construed  
 17 to require proof of the actual identity of the per-  
 18 son”;

19           (2) in paragraph (8)—

20               (A) in subparagraph (B), by inserting “is  
 21 obscene and” before “is”;

22               (B) in subparagraph (C), by striking “or”  
 23 at the end; and

24               (C) by striking subparagraph (D) and in-  
 25 serting the following:

1 “(D) such visual depiction—

2 “(i) is, or appears to be, of a minor  
3 actually engaging in bestiality, sadistic or  
4 masochistic abuse, or sexual intercourse,  
5 including genital-genital, oral-genital, anal-  
6 genital, or oral-anal, whether between per-  
7 sons of the same or opposite sex; and

8 “(ii) lacks serious literary, artistic, po-  
9 litical, or scientific value; or

10 “(E) the production of such visual depic-  
11 tion involves the use of an identifiable minor  
12 engaging in sexually explicit conduct;” and

13 (3) by striking paragraph (9), and inserting the  
14 following:

15 “(9) ‘identifiable minor’—

16 “(A)(i) means a person—

17 “(I)(aa) who was a minor at the time  
18 the visual depiction was created, adapted,  
19 or modified; or

20 “(bb) whose image as a minor was  
21 used in creating, adapting, or modifying  
22 the visual depiction; and

23 “(II) who is recognizable as an actual  
24 person by the person’s face, likeness, or  
25 other distinguishing characteristic, such as

1 a unique birthmark or other recognizable  
 2 feature; and

3 “(ii) shall not be construed to require  
 4 proof of the actual identity of the identifiable  
 5 minor; or

6 “(B) means a computer or computer gen-  
 7 erated image that is virtually indistinguishable  
 8 from an actual minor; and

9 “(10) ‘virtually indistinguishable’ means that  
 10 the depiction is such that an ordinary person view-  
 11 ing the depiction would conclude that the depiction  
 12 is of an actual minor.”.

13 **SEC. 6. RECORDKEEPING REQUIREMENTS.**

14 Section 2257 of title 18, United States Code, is  
 15 amended—

16 (1) in subsection (d)(2), by striking “of this  
 17 section” and inserting “of this chapter or chapter  
 18 71,”;

19 (2) in subsection (h)(3), by inserting “, com-  
 20 puter generated image or picture,” after “video  
 21 tape”; and

22 (3) in subsection (i)—

23 (A) by striking “not more than 2 years”  
 24 and inserting “not more than 5 years”; and

1 (B) by striking “5 years” and inserting  
 2 “10 years”.

3 **SEC. 7. SERVICE PROVIDER REPORTING OF CHILD POR-**  
 4 **NOGRAPHY AND RELATED INFORMATION.**

5 Section 227 of the Victims of Child Abuse Act of  
 6 1990 (42 U.S.C. 13032) is amended—

7 (1) in subsection (c), by inserting “or pursuant  
 8 to” after “to comply with”;

9 (2) by amending subsection (f)(1)(D) to read as  
 10 follows:

11 “(D) where the report discloses a violation  
 12 of State criminal law, to an appropriate official  
 13 of a State or subdivision of a State for the pur-  
 14 pose of enforcing such State law.”;

15 (3) by redesignating paragraph (3) of sub-  
 16 section (b) as paragraph (4); and

17 (4) by inserting after paragraph (2) of sub-  
 18 section (b) the following new paragraph:

19 “(3) In addition to forwarding such reports to  
 20 those agencies designated in subsection (b)(2), the  
 21 National Center for Missing and Exploited Children  
 22 is authorized to forward any such report to an ap-  
 23 propriate official of a state or subdivision of a state  
 24 for the purpose of enforcing state criminal law.”.

1 **SEC. 8. CONTENTS DISCLOSURE OF STORED COMMUNICA-**  
 2 **TIONS.**

3 Section 2702 of title 18, United States Code, is  
 4 amended—

5 (1) in subsection (b)—

6 (A) in paragraph (5), by striking “or” at  
 7 the end;

8 (B) in paragraph (6)—

9 (i) in subparagraph (A)(ii), by insert-  
 10 ing “or” at the end;

11 (ii) by striking subparagraph (B); and

12 (iii) by redesignating subparagraph  
 13 (C) as subparagraph (B);

14 (C) by redesignating paragraph (6) as  
 15 paragraph (7); and

16 (D) by inserting after paragraph (5) the  
 17 following:

18 “(6) to the National Center for Missing and  
 19 Exploited Children, in connection with a report sub-  
 20 mitted under section 227 of the Victims of Child  
 21 Abuse Act of 1990 (42 U.S.C. 13032); or”; and

22 (2) in subsection (c)—

23 (A) in paragraph (4), by striking “or” at  
 24 the end;

25 (B) by redesignating paragraph (5) as  
 26 paragraph (6); and

1 (C) by inserting after paragraph (4) the  
 2 following:

3 “(5) to the National Center for Missing and  
 4 Exploited Children, in connection with a report sub-  
 5 mitted under section 227 of the Victims of Child  
 6 Abuse Act of 1990 (42 U.S.C. 13032); or”.

7 **SEC. 9. EXTRATERRITORIAL PRODUCTION OF CHILD POR-**  
 8 **NOGRAPHY FOR DISTRIBUTION IN THE**  
 9 **UNITED STATES.**

10 Section 2251 of title 18, United States Code, is  
 11 amended—

12 (1) by striking “subsection (d)” each place that  
 13 term appears and inserting “subsection (e)”;

14 (2) by redesignating subsections (c) and (d) as  
 15 subsections (d) and (e), respectively; and

16 (3) by inserting after subsection (b) the fol-  
 17 lowing:

18 “(c)(1) Any person who, in a circumstance described  
 19 in paragraph (2), employs, uses, persuades, induces, en-  
 20 tices, or coerces any minor to engage in, or who has a  
 21 minor assist any other person to engage in, any sexually  
 22 explicit conduct outside of the United States, its territories  
 23 or possessions, for the purpose of producing any visual de-  
 24 piction of such conduct, shall be punished as provided  
 25 under subsection (e).

1       “(2) The circumstance referred to in paragraph (1)  
2 is that—

3               “(A) the person intends such visual depiction to  
4 be transported to the United States, its territories or  
5 possessions, by any means, including by computer or  
6 mail; or

7               “(B) the person transports such visual depic-  
8 tion to the United States, its territories or posses-  
9 sions, by any means, including by computer or  
10 mail.”.

11 **SEC. 10. CIVIL REMEDIES.**

12       Section 2252A of title 18, United States Code, as  
13 amended by this Act, is amended by adding at the end  
14 the following:

15       “(f) CIVIL REMEDIES.—

16               “(1) IN GENERAL.—Any person aggrieved by  
17 reason of the conduct prohibited under subsection  
18 (a) or (b) may commence a civil action for the relief  
19 set forth in paragraph (2).

20               “(2) RELIEF.—In any action commenced in ac-  
21 cordance with paragraph (1), the court may award  
22 appropriate relief, including—

23                       “(A) temporary, preliminary, or permanent  
24 injunctive relief;



1                   “(B) compensatory and punitive damages;  
 2                   and  
 3                   “(C) the costs of the civil action and rea-  
 4                   sonable fees for attorneys and expert wit-  
 5                   nesses.”.

6 **SEC. 11. ENHANCED PENALTIES FOR RECIDIVISTS.**

7           Sections 2251(d), 2252(b), and 2252A(b) of title 18,  
 8   United States Code, are amended by inserting “chapter  
 9   71,” before “chapter 109A,” each place it appears.

10 **SEC. 12. SENTENCING ENHANCEMENTS FOR INTERSTATE**  
 11 **TRAVEL TO ENGAGE IN SEXUAL ACT WITH A**  
 12 **JUVENILE.**

13           Pursuant to its authority under section 994(p) of title  
 14   18, United States Code, and in accordance with this sec-  
 15   tion, the United States Sentencing Commission shall re-  
 16   view and, as appropriate, amend the Federal Sentencing  
 17   Guidelines and policy statements to ensure that guideline  
 18   penalties are adequate in cases that involve interstate  
 19   travel with the intent to engage in a sexual act with a  
 20   juvenile in violation of section 2423 of title 18, United  
 21   States Code, to deter and punish such conduct.

22 **SEC. 13. MISCELLANEOUS PROVISIONS.**

23           (a) APPOINTMENT OF TRIAL ATTORNEYS.—

24                   (1) IN GENERAL.—Not later than 6 months  
 25           after the date of enactment of this Act, the Attorney

1 General shall appoint 25 additional trial attorneys to  
 2 the Child Exploitation and Obscenity Section of the  
 3 Criminal Division of the Department of Justice or to  
 4 appropriate U.S. Attorney's Offices, and those trial  
 5 attorneys shall have as their primary focus, the in-  
 6 vestigation and prosecution of Federal child pornog-  
 7 raphy laws.

8 (2) AUTHORIZATION OF APPROPRIATIONS.—

9 There are authorized to be appropriated to the De-  
 10 partment of Justice such sums as may be necessary  
 11 to carry out this subsection.

12 (b) REPORT TO CONGRESSIONAL COMMITTEES.—

13 (1) IN GENERAL.—Not later than 9 months  
 14 after the date of enactment of this Act, and every  
 15 2 years thereafter, the Attorney General shall report  
 16 to the Chairpersons and Ranking Members of the  
 17 Committees on the Judiciary of the Senate and the  
 18 House of Representatives on the Federal enforce-  
 19 ment actions under chapter 110 of title 18, United  
 20 States Code.

21 (2) CONTENTS.—The report required under  
 22 paragraph (1) shall include—

23 (A) an evaluation of the prosecutions  
 24 brought under chapter 110 of title 18, United  
 25 States Code;

1 (B) an outcome-based measurement of per-  
2 formance; and

3 (C) an analysis of the technology being  
4 used by the child pornography industry.

5 (c) SENTENCING GUIDELINES.—Pursuant to its au-  
6 thority under section 994(p) of title 18, United States  
7 Code, and in accordance with this section, the United  
8 States Sentencing Commission shall review and, as appro-  
9 priate, amend the Federal Sentencing Guidelines and pol-  
10 icy statements to ensure that the guidelines are adequate  
11 to deter and punish conduct that involves a violation of  
12 paragraph (3)(B) or (6) of section 2252A(a) of title 18,  
13 United States Code, as created by this Act. With respect  
14 to the guidelines for section 2252A(a)(3)(B), the Commis-  
15 sion shall consider the relative culpability of promoting,  
16 presenting, describing, or distributing material in violation  
17 of that section as compared with solicitation of such mate-  
18 rial.

19 **SEC. 14. SEVERABILITY.**

20 If any provision of this Act, an amendment made by  
21 this Act, or the application of such provision or amend-  
22 ment to any person or circumstance is held to be unconsti-  
23 tutional, the remainder of this Act, the amendments made  
24 by this Act, and the application of the provisions of such

1 to any person or circumstance shall not be affected there-  
2 by.

