

**Suspend the Rules and Pass the Bill, H.R. 2473, With Amendments**

**(The amendments strike all after the enacting clause and insert a new text and a new title)**

115<sup>TH</sup> CONGRESS  
1<sup>ST</sup> SESSION

# H. R. 2473

To ensure compliance with the Justice for Victims of Trafficking Act of 2015, to make strides toward eradicating human trafficking, and for other purposes.

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## IN THE HOUSE OF REPRESENTATIVES

MAY 16, 2017

Mrs. WAGNER (for herself and Ms. BASS) introduced the following bill; which was referred to the Committee on the Judiciary, and in addition to the Committee on Education and the Workforce, 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

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## A BILL

To ensure compliance with the Justice for Victims of Trafficking Act of 2015, to make strides toward eradicating human 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.**

4 This Act may be cited as the “Put Trafficking Vic-  
5 tims First Act of 2017”.

1 **SEC. 2. REPORT ON SAFE HARBOR LAWS.**

2 Not later than 3 years after the date of enactment  
3 of this Act, the Attorney General, acting through the Di-  
4 rector of the Office for Victims of Crime, shall issue a  
5 report to be posted on a publicly available website that  
6 includes—

7 (1) the impact of State safe harbor laws and  
8 associated services on the re-victimization of victims  
9 of trafficking (as such term is defined in section  
10 103(15) of the Victims of Trafficking and Violence  
11 Protection Act of 2000 (22 U.S.C. 7102(15))), the  
12 recovery of victims, victim outcomes, and prosecu-  
13 tions of traffickers; and

14 (2) best practices and recommendations on the  
15 development and implementation of effective State  
16 safe harbor laws that promote full recovery of vic-  
17 tims of trafficking and do not interfere with prosecu-  
18 tions of traffickers.

19 **SEC. 3. TRAINING FOR PROSECUTIONS OF TRAFFICKERS**  
20 **AND SUPPORT FOR STATE SERVICES FOR**  
21 **VICTIMS OF TRAFFICKING.**

22 (a) IN GENERAL.—Section 107(b)(2)(B)(ii) of the  
23 Victims of Trafficking and Violence Protection Act of  
24 2000 (22 U.S.C. 7105(b)(2)(B)(ii)) is amended to read  
25 as follows:

1           “(ii) 5 percent for training and tech-  
2           nical assistance, to be provided in coordi-  
3           nation with the Secretary of Health and  
4           Human Services, including with respect  
5           to—

6                   “(I) increasing capacity and ex-  
7                   pertise on security for and protection  
8                   of service providers from intimidation  
9                   or retaliation for their activities;

10                   “(II) “investigating, prosecuting,  
11                   and preventing human trafficking  
12                   through a trauma-informed and vic-  
13                   tim-centered approach that provides  
14                   services and protections for victims of  
15                   trafficking;

16                   “(III) facilitating the provision of  
17                   evidence-based, trauma-informed care  
18                   and mental health services to victims  
19                   of trafficking;

20                   “(IV) ensuring that all victims of  
21                   trafficking, including United States  
22                   citizens, lawful permanent residents,  
23                   and foreign nationals, are eligible for  
24                   services;

1           “(V) ensuring that law enforce-  
2           ment officers and prosecutors make  
3           every attempt to determine whether  
4           an individual’s participation in human  
5           trafficking is free from force, fraud,  
6           or coercion of any means before ar-  
7           resting them for, or charging them  
8           with, an offense;

9           “(VI) effectively prosecuting traf-  
10          fickers and individuals who patronize  
11          or solicit children for sex, and facili-  
12          tating access for child victims of traf-  
13          ficking to the same type of court pro-  
14          cedures and legal protections acces-  
15          sible to child victims of sexual assault,  
16          rape, child sexual abuse, or incest,  
17          and clarifying the right of child vic-  
18          tims of trafficking to not be treated as  
19          criminals as a result of their victim-  
20          ization; and

21          “(VII) encouraging States to  
22          identify the locations of victims of  
23          trafficking and serve those victims, in-  
24          cluding through efforts that utilize  
25          internet outreach, through methods

1 informed by survivors of human traf-  
2 ficking, and by offering help and serv-  
3 ices that are responsive to victims'  
4 needs in their communities.”.

5 (b) EFFECTIVE DATE.—The amendments made by  
6 subsection (a) shall take effect on October 1, 2017.

7 **SEC. 4. WORKING TO DEVELOP METHODOLOGIES TO AS-**  
8 **SESS PREVALENCE OF HUMAN TRAFFICKING.**

9 (a) WORKING GROUP.—

10 (1) IN GENERAL.—Not later than 1 year after  
11 the date of the enactment of this Act, the Director  
12 of the National Institute of Justice, in consultation  
13 with the Director of the Human Smuggling and  
14 Trafficking Center, shall establish an expert working  
15 group, which shall include survivors of human traf-  
16 ficking, experts on sex and labor trafficking, rep-  
17 resentatives from organizations collecting data on  
18 human trafficking, and law enforcement officers.  
19 The working group shall, utilizing, to the extent  
20 practicable, existing efforts of agencies, task forces,  
21 States, cities, research institutions, and organiza-  
22 tions—

23 (A) identify the methodological and prae-  
24 tical barriers hampering data collection on sex  
25 and labor trafficking;

1 (B) identify the information that should be  
2 collected, and how that information should be  
3 collected; and

4 (C) recommend practices that could be  
5 standardized as replicable best practices to pro-  
6 mote better data comparison, aggregation, and  
7 analysis.

8 (2) PILOT TESTING.—Not later than 3 years  
9 after the date of the enactment of this Act, the Di-  
10 rector of the National Institute of Justice shall im-  
11 plement a series of pilot studies to test promising  
12 methodologies studied under paragraph (1).

13 (b) REPORT.—

14 (1) IN GENERAL.—Not later than 3 years after  
15 the date of the enactment of this Act, the Director  
16 of the National Institute of Justice, in consultation  
17 with the Secretary of Labor, the Secretary of Health  
18 and Human Services, the Secretary of Homeland Se-  
19 curity, and the Director of the Human Smuggling  
20 and Trafficking Center, shall submit to Congress a  
21 report, which includes—

22 (A) the efforts made in developing robust,  
23 comprehensive methodologies to estimate the  
24 prevalence of human trafficking at the national  
25 and regional levels;

1 (B) best practices for determining the  
2 trends of human trafficking in the United  
3 States;

4 (C) evaluations of the effectiveness of cur-  
5 rent policies and procedures to address the  
6 needs of victims of trafficking, including appro-  
7 priate housing and services from trained trau-  
8 ma-informed care service providers; and

9 (D) an analysis of the varying characteris-  
10 tics of victims of trafficking in different regions,  
11 including age, gender, race or ethnicity, involve-  
12 ment in the child welfare system, involvement in  
13 the juvenile or criminal justice system, the  
14 number of foster care placements, the number  
15 of congregate care placements, and whether an  
16 individual is a victim of sex trafficking or labor  
17 trafficking, and recommendations for how to  
18 address the unique vulnerabilities of different  
19 victims.

20 (2) AVAILABILITY OF REPORT.—The report re-  
21 quired under paragraph (1) shall be made publicly  
22 available on the website of the Department of Jus-  
23 tice.

24 (3) INPUT FROM RELEVANT PARTIES.—In de-  
25 veloping the report under paragraph (1), the Direc-

1       tor shall seek input from the United States Advisory  
2       Council on Human Trafficking, victims of traf-  
3       ficking, human trafficking survivor advocates, serv-  
4       ice providers for victims of sex and labor trafficking,  
5       and the President's Interagency Task Force on  
6       Human Trafficking.

7       (c) SURVEY.—Not later than 2 years after the date  
8       of the enactment of this Act, the Director of the National  
9       Institute of Justice, in coordination with Federal, State,  
10      local, and tribal governments, and private organizations,  
11      including victim service providers and expert researchers,  
12      shall develop and execute a survey of survivors seeking and  
13      receiving services through a model agreed upon by service  
14      providers for victims of trafficking, government entities,  
15      and research experts to better understand where and how  
16      victims of trafficking are accessing services, how they are  
17      referred to services, including referrals by first responders,  
18      how assessment tools work to identify victims of traf-  
19      ficking, and to help estimate the prevalence of human traf-  
20      ficking and victim identification in the United States. Sur-  
21      vey results shall be made publicly available on the website  
22      of the Department of Justice.

23      (d) NO ADDITIONAL FUNDS.—No additional funds  
24      are authorized to carry out this section.



1 **SEC. 5. REPORT ON PROSECUTORS SEEKING MANDATORY**  
2 **RESTITUTION IN TRAFFICKING CASES.**

3 Not later than 1 year after the date of the enactment  
4 of this Act, the Attorney General, in consultation with the  
5 Administrative Office of the United States Courts, shall  
6 submit to Congress a report on efforts to increase manda-  
7 tory restitution orders and use of asset forfeiture to pro-  
8 vide restitution to victims of trafficking that shall be post-  
9 ed on a publicly available website, which shall include the  
10 following:

11 (1) Information on the Department of Justice's  
12 training programs on mandatory restitution and the  
13 use of asset forfeiture to provide restitution to vic-  
14 tims of trafficking, and recommendations of nec-  
15 essary additional training to ensure mandatory res-  
16 titution is ordered in all relevant human trafficking  
17 cases.

18 (2) An assessment of obstacles that continue to  
19 prevent Federal prosecutors and Federal courts from  
20 ordering restitution.

21 (3) An assessment of whether the asset for-  
22 feiture provisions in the Justice for Victims of Traf-  
23 ficking Act of 2015 and the amendments made by  
24 that Act have helped increase requests to transfer  
25 forfeited proceeds for restitution, including how  
26 many requests have been made and how many of

1 those requests have been approved, and whether  
2 United States Attorneys offices are properly in-  
3 formed about requesting transfers.

4 (4) An assessment of how establishing trauma-  
5 informed, victim-centered investigative and prosecu-  
6 torial procedures can help improve mandatory res-  
7 titution orders, including by encouraging victims of  
8 trafficking to cooperate in criminal cases, equipping  
9 victims of trafficking with proper assistance during  
10 criminal proceedings, and helping victims of traf-  
11 ficking secure mandatory restitution.

12 (5) The annual number and percentage of Fed-  
13 eral cases related to human trafficking, separating  
14 sex trafficking and labor trafficking, during the pe-  
15 riod beginning on June 1, 2015, and ending on the  
16 date of the enactment of this Act, in which restitu-  
17 tion was ordered, and the amount of restitution or-  
18 dered in each case.

19 (6) Data on the participation and non-partici-  
20 pation of victims of trafficking in criminal pro-  
21 ceedings, data on the participation and nonparticipa-  
22 tion of victims of trafficking in witness protection  
23 programs and services, and recommendations for en-  
24 couraging the participation of victims of trafficking  
25 in such proceedings.

1 **SEC. 6. SENSE OF CONGRESS ENCOURAGING STATES TO**  
2 **ADOPT PROTECTIONS FOR VICTIMS OF TRAF-**  
3 **FICKING.**

4 Congress recognizes and applauds the State legisla-  
5 tive bodies that have taken tremendous steps to adopt pro-  
6 tections and services for victims of trafficking. Congress  
7 encourages States to do the following:

8 (1) Uphold the basic rights and dignity of  
9 human trafficking survivors.

10 (2) Adopt a survivor-centered approach to ad-  
11 dressing human trafficking that ensures the safety,  
12 confidentiality, and well-being of victims of traf-  
13 ficking, while recognizing symptoms of trauma and  
14 coping mechanisms that may impact victims' inter-  
15 actions with law enforcement, the justice system,  
16 and service providers.

17 (3) Implement screening mechanisms for all  
18 children entering child welfare services, the juvenile  
19 justice system, or the criminal justice system to  
20 identify child victims of trafficking and connect them  
21 with appropriate services, including appropriate  
22 housing and services from trained trauma-informed  
23 care service providers, and to try to identify foreign  
24 nationals who may be victims of trafficking.

25 (4) Ensure that child victims of trafficking are  
26 provided with a range of protections, including ac-

1       cess to child welfare services, trauma-informed pro-  
2       gramming, and the same legal rights afforded to  
3       other children who experience sexual abuse, rape, or  
4       incest, including ensuring that—

5               (A) criminals who exploit child victims of  
6               sex trafficking, including offenders who pur-  
7               chase, solicit, or obtain a child for purposes of  
8               engaging in a commercial sex act, face serious  
9               penalties and sentences under sex trafficking  
10              laws, and are not given lesser sentences; and

11             (B) child victims of trafficking are never  
12             referred to as “child prostitutes” or “underage  
13             sex workers” in law or official documents and  
14             proceedings.

15             (5) Develop a 24-hour emergency response plan  
16             to provide victims trafficking with immediate protec-  
17             tion and support when they are first identified,  
18             which may include physically moving victims of traf-  
19             ficking to a place of safety, attending to the imme-  
20             diate medical and emotional needs of survivors, as-  
21             sessing whether survivors are under risk for harm,  
22             retaliation, or intimidation, and directly connecting  
23             survivors with victim advocates, housing, and service  
24             providers.

1           (6) Adopt protections for victims of trafficking  
2           that include the right—

3                   (A) to be treated as a victim of crime and  
4                   afforded justice, respect, and dignity;

5                   (B) to protection if the victim's safety is at  
6                   risk or if there is danger of harm, retaliation,  
7                   or recapture by the trafficker;

8                   (C) to comprehensive trauma-informed,  
9                   long-term, culturally competent care and heal-  
10                  ing services oriented toward emotional, psycho-  
11                  logical, and family healing;

12                  (D) to evidence-based screening and as-  
13                  sessment tools, treatment plans, and therapy to  
14                  address traumatic stress and associated mental  
15                  health symptoms;

16                  (E) to safe and effective emergency and  
17                  long-term housing; education, vocational, and  
18                  job assistance and training; mentoring pro-  
19                  grams; language assistance; drug and substance  
20                  abuse services; and legal services;

21                  (F) for child sex trafficking victims to be  
22                  treated as children in need of child protective  
23                  services and to be served through the child wel-  
24                  fare system, where appropriate, in place of the  
25                  juvenile justice system;

1 (G) for all victims of trafficking, including  
2 United States citizens, lawful permanent resi-  
3 dents, and foreign nationals, to be eligible for  
4 services;

5 (H) to have convictions and adjudications  
6 related to prostitution and nonviolent offenses  
7 vacated and such records cleared and expunged  
8 if offenses were committed as a direct result of  
9 the victim being trafficked, and protection for  
10 foreign nationals from being removed, being de-  
11 termined to be inadmissible, or losing any im-  
12 migration benefit because of such conviction or  
13 arrests;

14 (I) to the same type of court procedures  
15 and legal protections accessible to victims of  
16 sexual assault, rape, child sexual abuse, or in-  
17 cest, including the right to not be treated as a  
18 criminal; and

19 (J) to retain all rights regardless of wheth-  
20 er the crime has been reported to law enforce-  
21 ment.

Amend the title so as to read: “A bill to direct the Attorney General to study issues relating to human trafficking, and for other purposes.”.