

116TH CONGRESS  
1ST SESSION

# S. 1777

To amend the Foreign Assistance Act of 1961 to include in the Annual Country Reports on Human Rights Practices a section on conflict-related sexual and gender-based violence, to amend the Global Magnitsky Human Rights Accountability Act to authorize the President to impose economic sanctions and a visa ban on the leader of an organization that commits sexual or gender-based violence.

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## IN THE SENATE OF THE UNITED STATES

JUNE 11, 2019

Mr. MARKEY (for himself, Mrs. SHAHEEN, and Ms. COLLINS) introduced the following bill; which was read twice and referred to the Committee on Foreign Relations

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## A BILL

To amend the Foreign Assistance Act of 1961 to include in the Annual Country Reports on Human Rights Practices a section on conflict-related sexual and gender-based violence, to amend the Global Magnitsky Human Rights Accountability Act to authorize the President to impose economic sanctions and a visa ban on the leader of an organization that commits sexual or gender-based violence.

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 “Accountability for Sexual and Gender-based Violence as a Tool in Conflict Act of 2019”.

5 **SEC. 2. FINDINGS.**

6       Congress makes the following findings:

7           (1) The United States, as a permanent member of the United Nations Security Council, voted in favor of Security Council Resolutions 1325 (2000); 1820 (2008); 1888 (2009); 1960 (2010); 2106 (2013); 2242 (2015), and 2331 (2016), which state that acts of sexual violence and human trafficking threaten international peace and security and can constitute war crimes, crimes against humanity, acts of genocide, and terrorism.

16          (2) The United States is a signatory to the G8 Declaration on Preventing Sexual Violence in Conflict, done in London April 11, 2013, and sponsored by the United Kingdom’s Foreign & Commonwealth Office’s Preventing Sexual Violence Initiative. The United States and its allies declared that concerns related to sexual violence in armed conflict must be part of peace and security efforts, post-conflict transition and reform measures, and accountability processes.

1           (3) Despite these advances in normative frame-  
 2           works, sexual and gender-based violence continues to  
 3           be pervasive, and the responses from governments  
 4           and the international community range from insuffi-  
 5           cient and inadequate to negligent and complicit, as  
 6           documented in United Nations' reports.

7           (4) Gender-based violence, including sexual vio-  
 8           lence—

9                   (A) is a global pandemic that affects 1 in  
 10                  3 women during their lifetimes; and

11                  (B) occurs at higher rates in conflict-af-  
 12                  fected areas.

13           (5) Incidences of domestic violence, child, early,  
 14           or forced marriages, human trafficking, and other  
 15           forms of sexual and gender-based violence within  
 16           displaced or conflict-affected communities—

17                   (A) increase during conflict due to exacer-  
 18                  bated social tensions and underlying gender in-  
 19                  equalities that existed in communities prior to  
 20                  such conflict; and

21                   (B) occur in parallel to sexual and gender-  
 22                  based violence perpetrated as a weapon of war.

23           (6) Gender-based violence is underreported in  
 24           all settings. Recorded cases of gender-based violence  
 25           represent only a small fraction of the overall total.

1 A lack of available data should not be interpreted to  
 2 mean that gender-based violence is not a major and  
 3 pressing issue, but should be viewed as an indication  
 4 of the challenges in gathering information.

5 (7) Rape and sexual assault have been used as  
 6 tactics of war and terror in conflict zones, including  
 7 Burma, Central African Republic, Colombia, the  
 8 Democratic Republic of Congo, Iraq, Mali, Somalia,  
 9 South Sudan, Sudan, and Syria.

10 (8) Rape, sexual slavery, and other forms of  
 11 sexual violence have been used by terrorist and ex-  
 12 tremist groups, such as the so-called Islamic State,  
 13 Boko Haram, and the Lord's Resistance Army, to  
 14 intimidate and terrorize communities.

15 (9) Sexual and gender-based violence in recent  
 16 conflicts has been used in Iraq, Syria, and Burma  
 17 as a form of ethnic or religious persecution or geno-  
 18 cide against Yazidis, Christians, Turkmen Shi'a, and  
 19 Rohingya Muslims.

20 (10) The Secretary-General of the United Na-  
 21 tions stated that sexual violence in conflict triggers  
 22 mass migration and forced displacement.

23 (11) Sexual and gender-based violence in con-  
 24 flict is primarily used against women and girls, but  
 25 can also be used against men and boys.

1           (12) Sexual and gender-based violence is not in-  
2           cidental to conflict and is a weapon of choice for  
3           armed actors seeking to destabilize societies, given  
4           that its stigma and trauma continue after the con-  
5           flict has ended.

6           (13) Existing laws often fail to protect sur-  
7           vivors of conflict-related sexual or gender-based vio-  
8           lence, especially when the perpetrators are represent-  
9           atives of government entities, such as military offi-  
10          cers, soldiers, or non-state actors operating in areas  
11          where governments have failed to keep the peace.

12          (14) Under the doctrine of military command  
13          responsibility, leaders can be prosecuted for war  
14          crimes when they—

15                (A) knew or should have known that their  
16                subordinates were committing war crimes; and

17                (B) failed to take all necessary and reason-  
18                able measures to prevent such crimes or inves-  
19                tigate and prosecute those responsible for such  
20                crimes.

21          (15) Courts with jurisdiction over war crimes  
22          may be nonexistent, may lack capacity, or may be  
23          subject to the same political failings that allowed  
24          conflict-related sexual or gender-based violence to  
25          take place. While the United Nations Security Coun-

1        cil could refer a case to the International Criminal  
 2        Court, it is constrained by the prospects of a veto.

3            (16) Convicting and imprisoning top military  
 4        leaders with command or superior responsibility for  
 5        rape or other forms of sexual and gender-based vio-  
 6        lence in conflict is essential to deter future crimes of  
 7        sexual violence. Further support to civil society,  
 8        grassroots organizations, women-led organizations,  
 9        and justice actors is necessary to combat sexual vio-  
 10       lence and provide services and support to survivors.  
 11       The landmark decision on December 15, 2017, by  
 12       military justice authorities in the Democratic Repub-  
 13       lic of the Congo for the conviction of a provincial  
 14       parliamentarian and members of the “Army of  
 15       Jesus” militia for the crimes against humanity of  
 16       rape of dozens of children in Kavumu, Democratic  
 17       Republic of the Congo is a significant step for end-  
 18       ing impunity for sexual violence.

19            (17) The United Nations Office of the Special  
 20        Representative of the Secretary-General on Sexual  
 21        Violence in Conflict was established by Security  
 22        Council Resolution 1888 (2009) to work toward end-  
 23        ing impunity for sexual violence.

24    **SEC. 3. STATEMENT OF POLICY.**

25        It is the policy of the United States—

1           (1) to take effective action to prevent and to re-  
 2       spond to sexual and gender-based violence around  
 3       the world, particularly when related to conflict, as a  
 4       matter of promoting basic human rights;

5           (2) to hold accountable leaders who fail to pre-  
 6       vent, respond to, investigate, and prosecute sexual  
 7       and gender-based violence; and

8           (3) to support survivors of conflict-related sex-  
 9       ual and general based violence.

10 **SEC. 4. ANNUAL COUNTRY REPORTS ON HUMAN RIGHTS**  
 11 **PRACTICES.**

12       (a) SAVINGS PROVISION.—The additional reporting  
 13 requirements added under sections 116(d) and 502B(h)  
 14 of the Foreign Assistance Act of 1961 (22 U.S.C.  
 15 2151n(d) and 2304(h)) should not be considered as a sub-  
 16 stitute for comprehensive reporting on sexual and gender-  
 17 based violence in non-conflict settings. Such information  
 18 should continue to be robustly reported on in the annual  
 19 Country Reports on Human Rights Practices with any  
 20 linkages and connections between these areas of reporting  
 21 drawn through internal references amongst the various  
 22 sections of each individual Country Report.

23       (b) COUNTRIES RECEIVING ECONOMIC ASSIST-  
 24 ANCE.—Section 116(d) of the Foreign Assistance Act of  
 25 1961 (22 U.S.C. 2151n(d)) is amended—

1           (1) by redesignating paragraphs (9), (10), (11),  
2           and (12) as paragraphs (10), (11), (12), and (13),  
3           respectively; and

4           (2) by inserting after paragraph (8) the fol-  
5           lowing:

6           “(9)(A) a description of sexual and gender-  
7           based violence, including conflict-related sexual and  
8           gender-based violence and sexual assault (as defined  
9           in section 40002 of the Violence Against Women Act  
10          of 1994 (34 U.S.C. 12291)) or rape (as defined in  
11          section 2441 of title 18, United States Code), as a  
12          tool of terror or war, in each foreign country;

13          “(B) with respect to each country in which  
14          there is sexual and gender-based violence, especially  
15          as a result of conflict or where rape or sexual vio-  
16          lence has been used as a tool of terror or war by  
17          state or non-state actors, an assessment of the ef-  
18          forts by the government of that country to combat  
19          such violence, including an assessment of—

20                 “(i) whether governmental authorities in  
21                 that country participate in, facilitate, or con-  
22                 done sexual and gender-based violence;

23                 “(ii) the steps the government of that  
24                 country has taken to prohibit government offi-  
25                 cials, including military officers and non-state



1 actors from participating in, facilitating, or  
2 condoning sexual and gender-based violence, in-  
3 cluding the investigation, prosecution, and con-  
4 viction of such officials;

5 “(iii) the steps the government of that  
6 country has taken to assist survivors of gender  
7 or sexual-based violence, including efforts to  
8 prevent survivors from being further victimized  
9 by perpetrators, government officials, or others,  
10 and provision of humanitarian relief, including  
11 provision of comprehensive health care services,  
12 including mental, sexual, and reproductive  
13 health services, and other physical health care  
14 and reparation; and

15 “(iv) whether the government of that coun-  
16 try recognizes the rights of survivors of sexual  
17 and gender-based violence and ensures their ac-  
18 cess to justice; and

19 “(C) such other information relating to sexual  
20 and gender-based violence, including conflict-related  
21 violence, as the Secretary of State considers appro-  
22 priate.”.

23 (c) COUNTRIES RECEIVING SECURITY ASSIST-  
24 ANCE.—Section 502B(b) of the Foreign Assistance Act of  
25 1961 (22 U.S.C. 2304(b)) is amended—

1 (1) by inserting “(1)” after “(b)”;

2 (2) by striking “Wherever applicable, such re-  
3 port shall include consolidated” and insert the fol-  
4 lowing:

5 “(2) Wherever applicable, each report required under  
6 paragraph (1) shall include—

7 “(A) consolidated”;

8 (3) by striking “. Wherever applicable, such re-  
9 port shall include information” and inserting the fol-  
10 lowing: “;

11 “(B) information”;

12 (4) by striking “. Such report shall also include,  
13 wherever applicable, information” and inserting the  
14 following: “;

15 “(C) information”;

16 (5) by striking “Wherever applicable, such re-  
17 port shall include a description” and inserting the  
18 following: “;

19 “(D) a description”;

20 (6) by striking “. Such report shall also include  
21 information” and inserting the following: “;

22 “(E) consolidated information regarding the  
23 commission of war crimes, crimes against humanity,  
24 and evidence of acts that may constitute genocide  
25 (as defined in article 2 of the Convention on the

1 Prevention and Punishment of the Crime of Geno-  
2 cide and modified by section 2(a) of the Genocide  
3 Convention Implementation Act of 1987 (the Prox-  
4 mire Act));

5 “(F) a description of the nature and extent of  
6 sexual and gender-based violence, including conflict-  
7 related sexual and gender-based violence and sexual  
8 assault (as defined in section 40002 of the Violence  
9 Against Women Act of 1994 (34 U.S.C. 12291)) or  
10 rape (as defined in section 2441 of title 18, United  
11 States Code) as a tool or terror or war, in each for-  
12 eign country;

13 “(G) with respect to each country in which  
14 there is sexual and gender-based violence, especially  
15 as a result of conflict or where rape or sexual as-  
16 sault has been used as a tool of terror or war by  
17 state or non-state actors, an assessment of the ef-  
18 forts by the government of that country to combat  
19 such violence, including an assessment of—

20 “(i) whether governmental authorities in  
21 that country participate in, facilitate, or con-  
22 done sexual and gender-based violence;

23 “(ii) what steps the government of that  
24 country has taken to prohibit government offi-  
25 cials, including military officers, and non-state

1 actors from participating in, facilitating, or  
2 condoning sexual and gender-based violence, in-  
3 cluding the investigation, prosecution, and con-  
4 viction of such officials;

5 “(iii) what steps the government of that  
6 country has taken to assist victims of sexual  
7 and gender-based violence, including efforts to  
8 prevent survivors from being further victimized  
9 by perpetrators, government officials, or others,  
10 and provision of humanitarian relief, including  
11 provision of comprehensive health services, in-  
12 cluding mental, sexual, and reproductive health  
13 services, and other physical health care and rep-  
14 aration; and

15 “(iv) whether the government of that coun-  
16 try recognizes the rights of survivors of sexual  
17 and gender-based violence and ensures their ac-  
18 cess to justice; and

19 “(H) such other information relating to sexual  
20 and gender-based violence, including conflict-related  
21 sexual and gender-based violence, as the Secretary of  
22 State considers appropriate.

23 “(3) Each report required under paragraph (1) shall  
24 also include information”;

1 (7) by striking “Each report under this section  
 2 shall also include (i) wherever applicable, a descrip-  
 3 tion” and inserting the following:

4 “(4) Each report required under this section shall  
 5 also include, wherever applicable—

6 “(A) a description”;

7 (8) by striking “, (ii) what steps, if any, taken  
 8 by the government of the country to eliminate such  
 9 practices, and (iii) such other information” and in-  
 10 serting the following: “;

11 “(B) what steps, if any, taken by the govern-  
 12 ment of the country to eliminate such practices; and

13 “(C) such other information”;

14 (9) by striking “In determining” and inserting  
 15 the following:

16 “(5) In determining”; and

17 (10) in paragraph (5), as redesignated, by re-  
 18 designating paragraphs (1) and (2) as subpara-  
 19 graphs (A) and (B), respectively.

20 **SEC. 5. ACTIONS AGAINST PERPETRATORS OF CONFLICT-**  
 21 **BASED SEXUAL AND GENDER-BASED VIO-**  
 22 **LENCE.**

23 (a) **SANCTIONS.**—Section 1263(a)(1) of the Global  
 24 Magnitsky Human Rights Accountability Act (22 U.S.C.

1 2656 note) is amended by inserting “sexual and gender-  
2 based violence,” after “torture,”.

3 (b) TRAVEL RESTRICTIONS.—Section 7031(c)(1)(A)  
4 of the Department of State, Foreign Operations, and Re-  
5 lated Programs Appropriations Act, 2019 (division F of  
6 Public Law 116–6) is amended by inserting “, including  
7 sexual and gender-based violence,” after “human rights”.

○