

115TH CONGRESS
1ST SESSION

H. R. 2532

To realign structures and reallocate resources in the Federal Government in keeping with the core belief that families are the best protection for children and the bedrock of any society to bolster United States diplomacy targeted at ensuring that every child can grow up in a permanent, safe, nurturing, and loving family, and to ensure that intercountry adoption to the United States becomes a viable and fully developed option for providing families for children in need, and for other purposes.

IN THE HOUSE OF REPRESENTATIVES

MAY 18, 2017

Ms. GRANGER (for herself and Mrs. LAWRENCE) introduced the following bill;
which was referred to the Committee on Foreign Affairs

A BILL

To realign structures and reallocate resources in the Federal Government in keeping with the core belief that families are the best protection for children and the bedrock of any society to bolster United States diplomacy targeted at ensuring that every child can grow up in a permanent, safe, nurturing, and loving family, and to ensure that intercountry adoption to the United States becomes a viable and fully developed option for providing families for children in need, 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; TABLE OF CONTENTS.

2 (a) SHORT TITLE.—This Act may be cited as the
3 “Vulnerable Children and Families Act of 2017”.

4 (b) TABLE OF CONTENTS.—The table of contents is
5 as follows:

See. 1. Short title; table of contents.

Sec. 2. Findings; purposes.

Sec. 3. Definitions.

**TITLE I—REALIGNMENT OF CERTAIN INTERNATIONAL CHILD
WELFARE RESPONSIBILITIES AND FUNCTIONS**

Sec. 101. Redesignation of Office of Children’s Issues as Office of Vulnerable
Children and Family Security.

TITLE II—ANNUAL REPORTING

Sec. 201. Annual report on implementation of action plan.

**TITLE III—PROMOTION OF A COMPREHENSIVE APPROACH FOR
CHILDREN IN ADVERSITY**

Sec. 301. USAID obligations for coordinating with Office of Vulnerable Children and Family Security.

**TITLE IV—FUNDING, RULE OF CONSTRUCTION, AND EFFECTIVE
DATES**

Sec. 401. Authorization of appropriations.

Sec. 402. Rule of construction.

Sec. 403. Effective dates.

6 SEC. 2. FINDINGS; PURPOSES.

7 (a) FINDINGS.—Congress makes the following find-
8 ings:

9 (1) The people of the United States recognize
10 and believe that children should grow up in perma-
11 nent, safe, and nurturing families in order to develop
12 and thrive.

13 (2) Science shows that children, and particu-
14 larly infants, living in impersonal, socially deprived

1 institutions may suffer lasting, and in many cases,
2 irreversible damage, including—

- 3 (A) reduced brain activity and brain size;
4 (B) lower intelligence quotients;
5 (C) serious behavioral and emotional prob-
6 lems; and
7 (D) disturbed relationships with others.

8 (3) Governments in other countries seek models
9 that promote the placement of children who are liv-
10 ing outside family care in permanent, safe, and nur-
11 turing families, rather than in foster care or institu-
12 tions; but many governments lack the resources or
13 infrastructure to adequately address this need.

14 (4) Despite the efforts of countless governments
15 and nongovernmental organizations, millions of chil-
16 dren remain uncounted and outside of the protec-
17 tion, nurturing care, permanence, safety, and love of
18 a family.

19 (5) No reliable data currently exists to define
20 and document the number and needs of children in
21 the world currently living without families, but avail-
22 able evidence demonstrates that there are millions of
23 children in this situation needing immediate help.

24 (6) The Action Plan on Children in Adversity
25 commits the United States Government to achieving

1 a world in which all children grow up within protective
2 family care and free from deprivation, exploitation,
3 and danger. To effectively and efficiently accomplish
4 this goal, it is necessary to realign the United States Government's current operational system
5 for assisting orphans and vulnerable children and processing intercountry adoptions.

8 (7) Significant resources are already dedicated to international assistance for orphans and vulnerable children, and a relatively small portion of these resources can be reallocated to achieve more timely, effective, nurturing, and permanent familial solutions for children living without families, resulting in fewer children worldwide living in institutions or on the streets, more families preserved or reunified, and increased domestic and international adoptions.

17 (b) PURPOSES.—The purposes of this Act are—

18 (1) to support the core value that families are the bedrock of any society;

20 (2) to protect the fundamental human right of all children to grow up within the loving care of permanent, safe, and nurturing families;

23 (3) to address a critical gap in United States foreign policy implementation by authorizing a whole-of-government strategic approach to ensure

1 coordination within and among the relevant Federal
2 agencies for international policy and operational
3 structures so that seeking permanent families for
4 children living without families receives more prominence,
5 focus, and resources (through the reallocation
6 of existing personnel and resources);

7 (4) to harness the diplomatic and operational
8 power of the United States Government in the international sphere by helping to identify and implement
9 timely, permanent, safe, and nurturing familial solutions for children living without families through effective implementation of the three core and three supporting objectives of the Action Plan on Children
10 in Adversity;

11 (5) to ensure that intercountry adoption by
12 United States citizens becomes a viable and fully developed option for creating permanent families for
13 children who need them;

14 (6) to protect against abuses of children; and

15 (7) to harmonize and strengthen existing intercountry adoption processes under United States
16 law—

17 (A) by ensuring that the same set of procedures and criteria govern suitability and eligibility determinations for prospective adoptive
18

1 parents seeking to complete intercountry adop-
2 tions, whether or not the child is from a foreign
3 state that is a party to the Hague Adoption
4 Convention; and

5 (B) by aligning the definitions of eligible
6 children for Convention adoptions and non-Con-
7 vention adoptions to the maximum extent pos-
8 sible.

9 **SEC. 3. DEFINITIONS.**

10 In this Act:

11 (1) ACTION PLAN ON CHILDREN IN ADVER-
12 SITY.—The term “Action Plan on Children in Adver-
13 sity” means the policy document entitled “United
14 States Government Action Plan on Children in Ad-
15 versity: A Framework for International Assistance:
16 2012–2017”, released on December 19, 2012.

17 (2) AMBASSADOR-AT-LARGE.—The term “Am-
18 bassador-at-Large” means the individual appointed
19 pursuant to section 101(b).

20 (3) APPROPRIATE, PROTECTIVE, AND PERMA-
21 NENT FAMILY CARE.—The term “appropriate, pro-
22 tective, and permanent family care” means a nur-
23 turing, lifelong, commitment to a child by an adult,
24 or adults with parental roles and responsibilities
25 that—

(A) provides physical and emotional support;

(B) provides the child with a sense of belonging; and

9 (4) CENTRAL AUTHORITY.—The term “central
10 authority” has the meaning given the term in sec-
11 tion 3 of the Intercountry Adoption Act of 2000 (42
12 U.S.C. 14902).

13 (5) CHILDREN IN ADVERSITY.—The term “chil-
14 dren in adversity” means children and youth—

21 (6) CONVENTION ADOPTION.—The term “Con-
22 vention adoption” has the meaning given the term in
23 section 3 of the Intercountry Adoption Act of 2000
24 (42 U.S.C. 14902).

6 (8) GUARDIANSHIP.—

(D) FAMILY-LIKE GROUP HOMES.—Individual parent-child relationships in a small, family-like group home in which caretaking is provided only by one or more unpaid caretakers

1 might, in some circumstances, qualify as a
2 guardianship if legalized in that form.

3 (E) PAID GUARDIANSHIP.—The term
4 guardianship does not include a paid guardian-
5 ship.

6 (9) HABITUAL RESIDENCE DETERMINATION.—
7 The term “habitual residence determination” means
8 a factual determination of where a prospective adopt-
9 ive parent (or parents) resides and where the child
10 resides for purposes of an intercountry adoption
11 case.

12 (10) HAGUE ADOPTION CONVENTION.—The
13 term “Hague Adoption Convention” means the Con-
14 vention of Protection of Children and Cooperation in
15 Respect of Intercountry Adoption, concluded at The
16 Hague May 29, 1993.

17 (11) INSTITUTIONAL CARE.—The term “institu-
18 tional care” means care provided in any nonfamily-
19 based group setting, including—

20 (A) orphanages;
21 (B) transit or interim care centers;
22 (C) children’s homes;
23 (D) children’s villages or cottage com-
24 plexes; and

(E) boarding schools used primarily for care purposes as an alternative to a children's home.

(12) KINSHIP CARE.—The term “kinship care”—

(A) means the full-time care, nurturing, and protection of children by relatives, members of their tribes or clans, godparents, stepparents, or any adult who has a kinship bond with a child, if such persons have the capacity and commitment to function as true parents for the child on a permanent basis; and

(B) an adoption by United States parents
of a child under the laws of the child's country
of origin (generally when the parents are living

1 in the child's country of origin and therefore
2 able legally to complete a domestic adoption); or

3 (C) in certain circumstances (generally
4 with respect to relative adoptions or adoptions
5 by dual national parents), an adoption by
6 United States parents of a child from a Con-
7 vention country if that country allows legal and
8 valid adoptions to take place outside the scope
9 of the Convention.

10 (14) NON-CONVENTION COUNTRY.—The term
11 “non-Convention country” means a country in which
12 the Hague Adoption Convention has not entered into
13 force, regardless of whether or not that country has
14 signed the Convention.

15 (15) SPECIAL ADVISOR.—The term “Special
16 Advisor” means the Special Advisor for Assistance
17 to Orphans and Vulnerable Children appointed pur-
18 suant to section 135(e) of the Foreign Assistance
19 Act of 1961 (22 U.S.C. 2152f(e)), who is also re-
20 ferred to as the Senior coordinator for the USAID
21 Administrator on Children in Adversity and who
22 leads the Center of Excellence for Children in Adver-
23 sity.

24 (16) UNPARENTED CHILDREN.—The term
25 “unparented children” means children lacking the

1 legally recognized, permanent, safe, and nurturing
2 care of a parental figure or figures, either inside
3 their country of origin, in the country of their habitual
4 residence, or elsewhere.

5 **TITLE I—REALIGNMENT OF CERTAIN INTERNATIONAL CHILD WELFARE RESPONSIBILITIES AND FUNCTIONS**

9 **SEC. 101. REDESIGNATION OF OFFICE OF CHILDREN'S ISSUES AS OFFICE OF VULNERABLE CHILDREN AND FAMILY SECURITY.**

12 (a) **REDESIGNATION.**—The Office of Children's Issues of the Department of State is hereby redesignated 13 as the Office of Vulnerable Children and Family Security 14 15 (referred to in this Act as the “VCFS”).

16 (b) **APPOINTMENT OF AMBASSADOR-AT-LARGE.**—
17 The President, acting through the Secretary, shall appoint 18 an Ambassador-at-Large to promote and support the following activities:

20 (1) Oversight of the Office of Vulnerable Children and Family Security.

22 (2) The development and implementation in foreign countries of child welfare laws, regulations, 23 policies, best practices, and procedures in keeping 24

1 with the goals articulated in the Action Plan on
2 Children in Adversity, including—

3 (A) the sound development of children
4 through the integration of health, nutrition, and
5 family support;

6 (B) supporting and enabling families to
7 care for children through family preservation,
8 reunification, and support of kinship care,
9 guardianship, and domestic and intercountry
10 adoption;

11 (C) facilitating the efforts of national gov-
12 ernments and partners to prevent, respond to,
13 and protect children from violence, exploitation,
14 abuse, and neglect;

15 (D) supporting partners to build and
16 strengthen holistic and integrated models to
17 promote the best interests of the child;

18 (E) building and maintaining strong evi-
19 dence base on which future activities to reach
20 and assist the most vulnerable children can be
21 effectively planned and implemented; and

22 (F) integrating this plan with United
23 States Government departments and agencies.

24 (3) Addressing the gap in United States Gov-
25 ernment diplomacy, policy, and operations with re-

1 spect to promoting appropriate, protective, and per-
2 manent family care for children living without fami-
3 lies by leading the development and implementation
4 of policies that will ensure the timely provision of
5 appropriate, protective, and permanent family care
6 for children living without families through the full
7 continuum of permanence solutions, including family
8 preservation and reunification, kinship care, guard-
9 ianship, and domestic and intercountry adoption.

10 (c) QUALIFICATIONS OF AMBASSADOR-AT-LARGE.—

11 The Ambassador-at-Large shall—

12 (1) have experience in the development of poli-
13 cies and systems and the implementation of pro-
14 grams that promote the goals of the Action Plan on
15 Children in Adversity;

16 (2) be knowledgeable of international child wel-
17 fare, family permanence, and family creation
18 through domestic and intercountry adoption; and

19 (3) be committed to developing an integrated
20 United States Government approach to international
21 child welfare that places equal emphasis on—

22 (A) early childhood survival and develop-
23 ment;

24 (B) family permanence; and

25 (C) protection from abuse and exploitation.

1 (d) FUNCTIONS.—

2 (1) ADVISORY.—The Ambassador-at-Large
3 shall serve as a primary advisor to the Secretary of
4 State and the President in all matters related to vul-
5 nerable children and family security in foreign coun-
6 tries.

7 (2) DIPLOMATIC REPRESENTATION.—Subject to
8 the direction of the President and the Secretary of
9 State, and in consultation and coordination with the
10 Administrator of the United States Agency for
11 International Development and the Secretary of
12 Homeland Security, the Ambassador-at-Large shall
13 represent the United States in matters relevant to
14 international child welfare, family preservation and
15 reunification, and provision of permanent, safe pa-
16 rental care through kinship, domestic and inter-
17 country adoption in—

18 (A) contacts with foreign governments,
19 nongovernmental organizations, intergovern-
20 mental agencies, and specialized agencies of the
21 United Nations and other international organi-
22 zations of which the United States is a member;

23 (B) multilateral conferences and meetings
24 relevant to family preservation, reunification,

1 and creating appropriate, protective, and per-
2 manent care for unparented children; and

3 (C) fulfillment of the diplomatic respon-
4 sibilities designated to the central authority
5 under title I of the Intercountry Adoption Act
6 of 2000 (42 U.S.C. 14911 et seq.).

7 (3) POLICY DEVELOPMENT WITH RESPECT TO
8 PERMANENCE FOR UNPARENTED CHILDREN.—

9 (A) IN GENERAL.—The Ambassador-at-
10 Large shall—

11 (i) develop and advocate for policies
12 and practices to ensure that children in
13 foreign countries who are living without
14 families find appropriate, protective, and
15 permanent family care;

16 (ii) give consideration to family pres-
17 ervation and reunification, kinship care,
18 guardianship, and domestic and inter-
19 country adoption; and

20 (iii) seek to develop and implement
21 policies that lead to the use of all options
22 for providing appropriate, protective, and
23 permanent family care to children living
24 without families as quickly as possible.

(B) ADVOCATE FOR CONCURRENT PLAN-
NING.—

(i) IN GENERAL.—In developing policies and programs under this Act, the Ambassador-at-Large shall advocate that all options for providing appropriate, protective, and permanent family care to children living without families must be considered concurrently and permanent solutions must be put in place as quickly as possible. Solutions include family preservation and reunification, kinship care, guardianship, domestic and intercountry adoption, and other culturally acceptable forms of care that will result in appropriate, protective, and permanent family care. Preference should be given to options that optimize the child's well-being, which generally means options which provide children with fully protected legal status and parents with full legal status as parents, including full parental rights and responsibilities. The principle of subsidiarity, which gives preference to in-country solutions, should be implemented within the context of a

1 concurrent planning strategy, exploring in-
2 and out-of-country options simultaneously.
3 If an in-country placement providing ap-
4 propriate, protective, and permanent care
5 is not quickly available, and such an inter-
6 national home is available, encourage poli-
7 cies that allow the child to be placed in an
8 international home without delay.

9 (ii) INTERIM PLACEMENTS.—Nothing
10 in this subsection may be construed to pre-
11 clude interim placements, including in kin-
12 ship care, foster care, and small group
13 homes, to temporarily improve children's
14 living conditions in individual cir-
15 cumstances in which—

16 (I) a permanent solution is not
17 immediately available if ongoing ef-
18 forts are made to move the child from
19 interim to permanent placement as
20 soon as possible; and

21 (II) the child's best interests will
22 be served.

23 (iii) EXCEPTIONS.—Exceptions to the
24 general rule set forth in clauses (i) and (ii)
25 may be made, as needed in individual

1 cases, to serve the child's best interests, in-
2 cluding the following:

3 (I) Permanent guardianship may
4 be preferable to adoption in certain
5 cases where the child has developed a
6 powerful bond to a loving guardian
7 who prefers not to adopt because of
8 the child's ties to birth parents who
9 love the child, but are not in a posi-
10 tion to provide appropriate nurturing.

11 (II) Options generally viewed as
12 interim solutions, such as foster care
13 and small group homes, may be pref-
14 erable to family reunification when
15 the parents are not in a position to
16 provide appropriate nurturing.

17 (III) For children with disabil-
18 ities, solutions to prevent institu-
19 tionalization and to assist with re-
20 integration into the community from
21 institutions, include payment and sup-
22 port to families, substitute families,
23 small group homes, or kinship care.

24 (C) BEST PRACTICES.—In developing poli-
25 cies and programs under this Act, the Ambas-

1 sador-at-Large shall identify and utilize evi-
2 dence-based programs and best practices in
3 family preservation and reunification and provi-
4 sion of permanent parental care through guard-
5 ianship, kinship care, and domestic and inter-
6 country adoption as derived from a wide variety
7 of domestic, foreign, and global policies and
8 practices.

9 (D) TECHNICAL ASSISTANCE.—The Am-
10 bassador-at-Large, in consultation with other
11 appropriate Federal agencies, shall provide
12 technical assistance to governments of foreign
13 countries to help build their child welfare capac-
14 ities, particularly pertaining to family-based
15 permanence. Such assistance should aim to
16 strengthen family preservation and reunification
17 and the provision of appropriate, protective, and
18 permanent family care through kinship care,
19 guardianship, and domestic and intercountry
20 adoption, including assistance with—

- 21 (i) drafting, disseminating, and imple-
22 menting legislation;
23 (ii) developing implementing systems
24 and procedures;

(iii) establishing public, private, and

faith- and community-based partnerships;

(iv) developing workforce training for

governmental and nongovernmental staff;

and

(v) infrastructure development and

data collection techniques necessary to

identify and document the number and

needs of children living without appro-

priate, protective, and permanent family

care.

(4) RESPONSIBILITIES WITH RESPECT TO

INTERCOUNTRY ADOPTION.—

(A) IN GENERAL.—The VCFS, in coordi-

nation with other offices of the Department of

State and U.S. Citizenship and Immigration

Services, shall have lead responsibility for rep-

resenting the United States Government in dis-

cussions, negotiations, and diplomatic contacts

pertaining to intercountry adoptions.

(B) CENTRAL AUTHORITY RESPONSIBILITY

UNDER THE INTERCOUNTRY ADOPTION ACT OF

2000.—Section 101(b)(2) of the Intercountry

Adoption Act of 2000 (42 U.S.C. 14911(b)(2))

is amended by striking “Office of Children’s

1 Issues” and inserting “Office of Vulnerable
2 Children and Family Security”.

3 (C) DETERMINATIONS OF HAGUE ADOPTION
4 CONVENTION COMPLIANCE.—The VCFS,
5 in consultation with other offices of the Department
6 of State, and the Department of Homeland
7 Security, shall have lead responsibility for
8 determining whether a Convention partner
9 country has met its obligations under the
10 Hague Adoption Convention and is eligible to
11 participate in intercountry adoptions in accordance
12 with United States law. Such determinations
13 shall be documented in writing, based on
14 standardized criteria, and available for public
15 review and comment.

16 (5) POLICY COORDINATION.—The Ambassador-at-Large shall coordinate with the Secretary of Homeland Security and the Administrator of the United States Agency for International Development to maintain consistency in United States foreign and domestic policy and operations with respect to children living outside family care in foreign countries.

23 (6) INFORMATION COORDINATION.—The Ambassador-at-Large shall transmit—
24

- 1 (A) any intercountry adoption related case
2 information received from the Central Authority
3 of another Convention country to the Secretary
4 of Homeland Security; and
5 (B) any intercountry adoption related case
6 information that the Secretary of Homeland Se-
7 curity requests to the central authority of an-
8 other Convention country.

9 **TITLE II—ANNUAL REPORTING**

10 **SEC. 201. ANNUAL REPORT ON IMPLEMENTATION OF AC-** 11 **TION PLAN.**

12 Not later than 180 days after the date of the enact-
13 ment of this Act, and annually thereafter, the Ambas-
14 sador-at-Large, in coordination with the Special Advisor,
15 shall submit to Congress a report on implementation of
16 the Action Plan on Children in Adversity, including the
17 technical assistance provided under section 101(d)(3)(D).

1 **TITLE III—PROMOTION OF A**
2 **COMPREHENSIVE APPROACH**
3 **FOR CHILDREN IN ADVER-**
4 **SITY**

5 **SEC. 301. USAID OBLIGATIONS FOR COORDINATING WITH**
6 **OFFICE OF VULNERABLE CHILDREN AND**
7 **FAMILY SECURITY.**

8 (a) OBJECTIVES.—The Special Advisor shall work in
9 consultation with the Ambassador-at-Large to promote
10 greater United States Government coherence and account-
11 ability for whole-of-government assistance to children in
12 adversity and ensure that United States foreign assistance
13 and development programs are focused on—

14 (1) the sound development of children through
15 the integration of health, nutrition, and family sup-
16 port;

17 (2) supporting and enabling families to care for
18 children through family preservation, reunification,
19 and support of kinship care, guardianship, and do-
20 mestic and intercountry adoption;

21 (3) facilitating the efforts of national govern-
22 ments and partners to prevent, respond to, and pro-
23 tect children from violence, exploitation, abuse, and
24 neglect;

(4) supporting partners to build and strengthen holistic and integrated child welfare and protection systems to promote the best interests of the child;

8 (6) integrating the objectives set forth in para-
9 graphs (1) through (5) with Federal departments
10 and agencies.

11 (b) APPROACH.—The Special Advisor shall ensure
12 that efforts to assist children in adversity through the Ac-
13 tion Plan on Children in Adversity are coordinated with
14 the efforts by the Ambassador-at-Large in implementing
15 its adoption strategy in priority countries.

16 (c) REPEAL.—Section 135 of the Foreign Assistance
17 Act of 1961 (22 U.S.C. 2152f) is repealed.

**18 TITLE IV—FUNDING, RULE OF
19 CONSTRUCTION, AND EFFEC-
20 TIVE DATES**

21 SEC. 401. AUTHORIZATION OF APPROPRIATIONS.

22 (a) PROHIBITION ON NEW APPROPRIATIONS.—

1 appropriated to carry out this Act or any amendments
2 made by this Act.

3 (2) USE OF EXISTING FUNDS.—This Act, and
4 the amendments made by this Act, shall be carried
5 out using amounts otherwise available for such pur-
6 poses, including unobligated balances of funds made
7 available to carry out activities under the Foreign
8 Assistance Act of 1961 (22 U.S.C. 2151 et seq.).

9 (b) LIMITATIONS ON USE OF FUNDS.—

10 (1) SEGREGATED SERVICES.—No funds obli-
11 gated in accordance with this Act may be awarded
12 for building, renovating, or refurbishing residential
13 facilities that segregate children with disabilities
14 from society. The limitation under this paragraph
15 does not prohibit funding for small, community-
16 based group homes that house up to six children.

17 (2) ADMINISTRATIVE EXPENSES.—Not more
18 than two percent of the amounts described in sub-
19 section (a)(2) may be used for administrative ex-
20 penses.

21 (c) FOCUS OF ASSISTANCE.—Assistance provided
22 under this Act—

23 (1) shall focus primarily on promoting inter-
24 national child welfare, as set forth in this Act, for
25 all children in adversity; and

1 (2) may be provided on such terms and condi-
2 tions as the President determines appropriate.

3 **SEC. 402. RULE OF CONSTRUCTION.**

4 Nothing in this Act shall be construed as precluding
5 the provision of stipends or subsidies to those caring for
6 children with disabilities.

7 **SEC. 403. EFFECTIVE DATES.**

8 (a) **EFFECTIVE UPON ENACTMENT.**—Sections 104
9 and 201 and titles III and IV shall take effect on the date
10 of the enactment of this Act.

11 (b) **DELAYED EFFECTIVE DATE.**—Sections 101,
12 102, and 103 shall take effect on the date that is 1 year
13 after the date of the enactment of this Act.

