105TH CONGRESS 2D SESSION

S. 2165

To amend title 31 of the United States Code to improve methods for preventing financial crimes, and for other purposes.

IN THE SENATE OF THE UNITED STATES

June 11, 1998

Mr. Grassley introduced the following bill; which was read twice and referred to the Committee on Banking, Housing, and Urban Affairs

A BILL

To amend title 31 of the United States Code to improve methods for preventing financial crimes, 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 "Money Laundering De-
- 5 terrence Act of 1998".
- 6 SEC. 2. FINDINGS AND PURPOSES.
- 7 (a) FINDINGS.—The Congress finds that—
- 8 (1) the dollar amount involved in international
- 9 money laundering likely exceeds \$500,000,000,000
- annually;

- 1 (2) organized crime groups are continually de-2 vising new methods to launder the proceeds of illegal 3 activities in an effort to subvert the transaction re-4 porting requirements of subchapter II of chapter 53 5 of title 31, United States Code, and chapter 2 of 6 Public Law 91–508;
 - (3) a number of methods to launder the proceeds of criminal activity were identified and described in congressional hearings, including the use of financial service providers which are not depository institutions, such as money transmitters and check cashing services, the purchase and resale of durable goods, and the exchange of foreign currency in the so-called "black market";
 - (4) recent successes in combating domestic money laundering have involved the application of the heretofore seldom-used authority granted to the Secretary of the Treasury and the cooperative efforts of Federal, State, and local law enforcement agencies; and
 - (5) such successes have been exemplified by the implementation of the geographic targeting order in New York City and through the work of the El Dorado task force, a group comprised of agents of Department of the Treasury law enforcement agen-

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1	cies, New York State troopers, and New York City
2	police officers.
3	(b) Purposes.—The purposes of this Act are—
4	(1) to amend subchapter II of chapter 53 of
5	title 31, United States Code, to provide the law en-
6	forcement community with the necessary legal au-
7	thority to combat money laundering;
8	(2) to broaden the law enforcement commu-
9	nity's access to transactional information already
10	being collected which relate to coins and currency re-
11	ceived in a nonfinancial trade or business; and
12	(3) to express the sense of the Congress that
13	the Secretary of the Treasury should expedite the
14	development and implementation of controls de-
15	signed to deter money laundering activities at cer-
16	tain types of financial institutions.
17	SEC. 3. AMENDMENTS RELATING TO REPORTING OF SUS-
18	PICIOUS ACTIVITIES.
19	(a) Amendment Relating to Civil Liability Im-
20	MUNITY FOR DISCLOSURES.—Section 5318(g)(3) of title
21	31, United States Code, is amended to read as follows:
22	"(3) Liability for disclosures.—
23	"(A) In general.—Notwithstanding any
24	other provision of law, an exempted entity, as
25	defined in subparagraph (B), shall not be liable

1	to any person under any law or regulation of
2	the United States, any constitution, law, or reg-
3	ulation of any State or political subdivision
4	thereof, or under any contract or other legally
5	enforceable agreement (including any arbitra-
6	tion agreement), for a disclosure described in
7	subparagraph (B)(i), or for any failure to notify
8	the person who is the subject of the disclosure
9	or any other person identified in the disclosure
10	"(B) Exempted entities.—For purposes
11	of this paragraph, the term 'exempted entity
12	means—
13	"(i) any financial institution that—
14	"(I) makes a disclosure of any
15	possible violation of law or regulation
16	to an appropriate government agency
17	or
18	"(II) makes a disclosure pursu-
19	ant to this subsection or any other au-
20	thority;
21	"(ii) any director, officer, employee, or
22	agent of an institution referred to in clause
23	(i) who makes, or requires another to make
24	a disclosure referred to in clause (i); and

1	"(iii) any independent public account-
2	ant who audits any such financial institu-
3	tion and makes a disclosure described in
4	clause (i).".
5	(b) Prohibition on Notification of Disclo-
6	SURES.—Section 5318(g)(2) of title 31, United States
7	Code, is amended to read as follows:
8	"(2) Notification prohibited.—
9	"(A) IN GENERAL.—If a financial institu-
10	tion, any director, officer, employee, or agent of
11	any financial institution, or any independent
12	public accountant who audits any such financial
13	institution, voluntarily or pursuant to this sec-
14	tion or any other authority, reports a suspicious
15	transaction to an appropriate government agen-
16	cy—
17	"(i) the financial institution, director,
18	officer, employee, agent, or accountant
19	may not notify any person involved in the
20	transaction that the transaction has been
21	reported and may not disclose any infor-
22	mation included in the report to any such
23	person; and
24	"(ii) no other person, including any
25	officer or employee of any government,

who has any knowledge that such report
was made, may disclose to any other person or government agency the fact that
such report was made.

"(B) EXCEPTION FOR USE BY GOVERNMENT OFFICERS IN OFFICIAL CAPACITY.—Paragraph (1) does not apply to the use or disclosure by an officer or employee of an appropriate
government agency of any report under this
subsection, or information included in the report, to the extent that the use is made solely
in conjunction with the performance of the official duties of the officer or employee to conduct
or assist in the conduct of a law enforcement or
regulatory inquiry, investigation, or proceeding.

"(C) Coordination with paragraph (5).—Subparagraph (A) shall not be construed to prohibit any financial institution, or any director, officer, employee, or agent of a financial institution, from including, in a written employment reference that is provided in accordance with paragraph (5) in response to a request from another financial institution, information that was included in a report to which subparagraph (A) applies, but such written employment

reference may not disclose that the information was also included in any such report or that a report was made.".

4 (c) AUTHORIZATION TO INCLUDE SUSPICIONS OF IL-5 LEGAL ACTIVITY IN EMPLOYMENT REFERENCES.—Sec-6 tion 5318(g) of title 31, United States Code, is amended 7 by adding at the end the following new paragraph:

8 "(5) Employment references may include 9 suspicions of involvement in illegal activ-10 ity.—

"(A) IN GENERAL.—Notwithstanding any other provision of law, and subject to subparagraph (B) of this paragraph and paragraph (2)(C), any financial institution, and any director, officer, employee, or agent of a financial institution, may disclose, in any written employment reference relating to a current or former institution-affiliated party of the institution that is provided to another financial institution in response to a request from the other institution, information concerning the possible involvement of the institution-affiliated party in any suspicious transaction relevant to a possible violation of law or regulation.

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1	"(B) Limit on liability for disclo-
2	SURES.—A financial institution, and any direc-
3	tor, officer, employee, or agent of the institu-
4	tion, shall not be liable to any person under any
5	law or regulation of the United States, any con-
6	stitution, law, or regulation of any State or po-
7	litical subdivision thereof, or under any contract
8	or other legally enforceable agreement (includ-
9	ing any arbitration agreement), for any disclo-
10	sure under subparagraph (A), to the exten-
11	that—
12	"(i) the disclosure does not contain in-
13	formation that the institution, director, of
14	ficer, employee, agent, or accountant
15	knows to be false; and
16	"(ii) the institution, director, officer
17	employee, agent, or accountant has no
18	acted with malice or with reckless dis-
19	regard for the truth in making the disclo-
20	sure.
21	"(C) Institution-affiliated party de-
22	FINED.—For purposes of this paragraph, the
23	term 'institution-affiliated party' has the same
24	meaning as in section 3(11) of the Federal De-

posit Insurance Act, except that section 3(u)

- shall be applied by substituting the term 'finan-
- 2 cial institution' for the term 'insured depository
- 3 institution'.".
- 4 (d) Amendments Relating to Availability of
- 5 Suspicious Activity Reports for Other Agen-
- 6 CIES.—Section 5319 of title 31, United States Code, is
- 7 amended—
- 8 (1) in the first sentence, by striking "5314, or
- 9 5316" and inserting "5313A, 5314, 5316, or
- 10 5318(g)";
- 11 (2) in the last sentence, by inserting "under
- section 5313, 5313A, 5314, 5316, or 5318(g)" after
- 13 "records of reports"; and
- 14 (3) by adding at the end the following: "The
- 15 Secretary of the Treasury may permit the dissemi-
- nation of information in any such report to any self-
- 17 regulatory organization (as defined in section
- 18 3(a)(26) of the Securities Exchange Act of 1934), if
- the Securities and Exchange Commission determines
- that the dissemination is necessary or appropriate to
- 21 permit the self-regulatory organization to perform
- 22 its functions under the Securities Exchange Act of
- 23 1934 and regulations prescribed under that Act.".

1 SEC. 4. EXPANSION OF SCOPE OF SUMMONS POWER.

- 2 Section 5318(b)(1) of title 31, United States Code,
- 3 is amended by inserting "examinations to determine com-
- 4 pliance with the requirements of this subchapter, section
- 5 21 of the Federal Deposit Insurance Act, and chapter 2
- 6 of Public Law 91–508 and regulations prescribed pursu-
- 7 ant to those provisions, investigations relating to reports
- 8 filed by financial institutions or other persons pursuant
- 9 to any such provision or regulation, and" after "in connec-
- 10 tion with".
- 11 SEC. 5. PENALTIES FOR VIOLATIONS OF GEOGRAPHIC TAR-
- 12 GETING ORDERS AND CERTAIN RECORD-
- 13 KEEPING REQUIREMENTS.
- 14 (a) Civil Penalty for Violation of Targeting
- 15 Order.—Section 5321(a)(1) of title 31, United States
- 16 Code, is amended by inserting "or order issued" after
- 17 "regulation prescribed".
- 18 (b) Criminal Penalties for Violation of Tar-
- 19 GETING ORDER.—Subsections (a) and (b) of section 5322
- 20 of title 31, United States Code, are amended by inserting
- 21 "or order issued" after "regulation prescribed" each place
- 22 that term appears.
- 23 (c) Structuring Transactions To Evade Tar-
- 24 GETING ORDER OR CERTAIN RECORDKEEPING REQUIRE-
- 25 MENTS.—Section 5324(a) of title 31, United States Code,
- 26 is amended—

1	(1) by inserting a comma after "shall";
2	(2) by striking "section—" and inserting "sec-
3	tion, the reporting requirements imposed by any
4	order issued under section 5326, or the record-
5	keeping requirements imposed by any regulation pre-
6	scribed under section 21 of the Federal Deposit In-
7	surance Act or section 123 of Public Law
8	91–508—''; and
9	(3) in paragraphs (1) and (2), by inserting
10	", to file a report required by any order issued under
11	section 5326, or to maintain a record required pur-
12	suant to any regulation prescribed under section 21
13	of the Federal Deposit Insurance Act or section 123
14	of Public Law 91–508" after "regulation prescribed
15	under any such section" each place that term ap-
16	pears.
17	(d) Increase in Civil Penalties for Violation
18	OF CERTAIN RECORDKEEPING REQUIREMENTS.—
19	(1) Federal Deposit insurance act.—Sec-
20	tion 21(j)(1) of the Federal Deposit Insurance Act
21	(12 U.S.C. $1829b(j)(1)$) is amended by striking
22	"\$10,000" and inserting "the greater of—
23	"(A) the amount (not to exceed \$100,000)
24	involved in the transaction (if any) with respect
25	to which the violation occurred; or

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"(B) $25,000".
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             (2) Public Law 91–508.—Section 125(a) of
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        Public Law 91–508 (12 U.S.C. 1955(a)) is amended
        by striking "$10,000" and inserting "the greater
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        of—
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             "(1) the amount (not to exceed $100,000) in-
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        volved in the transaction (if any) with respect to
 8
        which the violation occurred; or
 9
             "(2) $25,000".
10
        (e) Criminal Penalties for Violation of Cer-
    TAIN RECORDKEEPING REQUIREMENTS.—
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             (1) Section 126.—Section 126 of Public Law
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        91–508 (12 U.S.C. 1956) is amended to read as fol-
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        lows:
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   "SEC. 126. CRIMINAL PENALTY.
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        "A person that willfully violates this chapter, section
   21 of the Federal Deposit Insurance Act, or a regulation
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   prescribed under this chapter or that section 21, shall be
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   fined not more than $250,000, or imprisoned for not more
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   than 5 years, or both.".
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             (2) Section 127.—Section 127 of Public Law
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        91–508 (12 U.S.C. 1957) is amended to read as fol-
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        lows:
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1	"SEC. 127. ADDITIONAL CRIMINAL PENALTY IN CERTAIN
2	CASES.
3	"A person that willfully violates this chapter, section
4	21 of the Federal Deposit Insurance Act, or a regulation
5	prescribed under this chapter or that section 21, while vio-
6	lating another law of the United States or as part of a
7	pattern of any illegal activity involving more than
8	\$100,000 in a 12-month period, shall be fined not more
9	than \$500,000, imprisoned for not more than 10 years,
10	or both.".
11	SEC. 6. REPEAL OF CERTAIN REPORTING REQUIREMENTS.
12	Section 407(d) of the Money Laundering Suppression
13	Act of 1994 (31 U.S.C. 5311 note) is amended by striking
14	"subsection (c)" and inserting "subsection (c)(2)".
15	SEC. 7. LIMITED EXEMPTION FROM PAPERWORK REDUC-
16	TION ACT.
17	Section 3518(c)(1) of title 44, United States Code,
18	is amended—
19	(1) by redesignating subparagraphs (C) and
20	(D) as subparagraphs (D) and (E), respectively; and
21	(2) by inserting after subparagraph (B) the fol-
22	lowing new subparagraph:
23	"(C) pursuant to regulations prescribed or or-
24	ders issued by the Secretary of the Treasury under
2.5	section 5318(h) or 5326 of title 31."

1	SEC. 8. TRANSFER OF REPORTING REQUIREMENTS FROM
2	SECTION 6050I OF THE INTERNAL REVENUE
3	CODE OF 1986 TO TITLE 31, UNITED STATES
4	CODE.
5	(a) REENACTMENT OF SECTION 6050I.—Subchapter
6	2 of chapter 53 of title 31, United States Code, is amend-
7	ed by inserting after section 5313 the following new sec-
8	tion:
9	"SEC. 5313A. REPORTS RELATING TO COINS AND CUR-
10	RENCY RECEIVED IN NONFINANCIAL TRADE
11	OR BUSINESS.
12	"(a) Coin and Currency Receipts of More
13	Than \$10,000.—Any person—
14	"(1) who is engaged in a trade or business; and
15	"(2) who, in the course of that trade or busi-
16	ness, receives more than \$10,000 in coins or cur-
17	rency in 1 transaction (or 2 or more related trans-
18	actions),
19	shall file a report described in subsection (b) with respect
20	to the transaction (or related transactions) at such time
21	as the Secretary may by regulation prescribe.
22	"(b) Form and Manner of Reports.—A report is
23	described in this subsection if the report—
24	"(1) is in such form as the Secretary may pre-
25	scribe;
26	"(2) contains—

1	"(A) the name, address, and taxpayer
2	identification number of the person from whom
3	the coins or currency was received;
4	"(B) the amount of coins or currency re-
5	ceived;
6	"(C) the date and nature of the trans-
7	action; and
8	"(D) such other information as the Sec-
9	retary may prescribe.
10	"(c) Exceptions.—
11	"(1) Amounts received by financial insti-
12	TUTIONS.—Subsection (a) does not apply to
13	amounts received in a transaction reported under
14	section 5313 and regulations prescribed under that
15	section.
16	"(2) Transactions occurring outside the
17	UNITED STATES.—Except to the extent provided in
18	regulations prescribed by the Secretary, subsection
19	(a) does not apply to any transaction if the entire
20	transaction occurs outside of the United States.
21	"(d) Currency Includes Foreign Currency and
22	CERTAIN MONETARY INSTRUMENTS.—
23	"(1) In general.—For purposes of this sec-
24	tion, the term 'currency' includes—
25	"(A) foreign currency; and

1	"(B) to the extent provided in regulations
2	prescribed by the Secretary, any monetary in-
3	strument (whether or not in bearer form) with
4	a face amount of not more than \$10,000.
5	"(2) Scope of Application.—Paragraph
6	(1)(B) does not apply to any check drawn on the ac-
7	count of the writer in a financial institution referred
8	to in subparagraph (A), (B), (C), (D), (E), (F), (G),
9	(J), (K), (R), or (S) of section 5312(a)(2).
10	"(e) Coins or Currency Received by Criminal
11	Court Clerks.—
12	"(1) IN GENERAL.—Each clerk of a Federal or
13	State criminal court who receives more than \$10,000
14	in coins or currency as bail for any individual
15	charged with a specified criminal offense shall file a
16	report described in paragraph (2) (at such time as
17	the Secretary may by regulation prescribe) with re-
18	spect to the receipt of such bail.
19	"(2) Report.—A report is described in this
20	paragraph if the report—
21	"(A) is in such form as the Secretary may
22	prescribe; and
23	"(B) contains—
24	"(i) the name, address, and taxpayer
25	identification number of—

1	"(I) the individual charged with
2	the specified criminal offense; and
3	"(II) each person posting the bail
4	(other than a person licensed as a bail
5	bondsman);
6	"(ii) the amount of coins or currency
7	received;
8	"(iii) the date on which the coins or
9	currency were received; and
10	"(iv) such other information as the
11	Secretary may prescribe.
12	"(3) Specified Criminal Offense.—For pur-
13	poses of this subsection, the term 'specified criminal
14	offense' means—
15	"(A) any Federal criminal offense involv-
16	ing a controlled substance;
17	"(B) racketeering (as defined in section
18	1951, 1952, or 1955 of title 18, United States
19	Code);
20	"(C) money laundering (as defined in sec-
21	tion 1956 or 1957 of title 18, United States
22	Code); and
23	"(D) any State criminal offense that is
24	substantially similar to an offense described in

1	subparagraph (A), (B), or (C) of this para-
2	graph.
3	"(4) Information to federal prosecu-
4	TORS.—Each clerk required to include in a report
5	under paragraph (1) the information described in
6	paragraph (2)(B) with respect to an individual de-
7	scribed in paragraph $(2)(B)(i)(I)$ shall furnish (at
8	such time as the Secretary may by regulation pre-
9	scribe) a written statement showing such informa-
10	tion to the United States Attorney for the jurisdic-
11	tion in which the individual resides and the jurisdic-
12	tion in which the specified criminal offense occurred.
13	"(5) Information to payors of bail.—Each
14	clerk required to file a report under paragraph (1)
15	shall furnish (at such time as the Secretary may by
16	regulation prescribe) to each person whose name is
17	required to be set forth in the report by reason of
18	paragraph $(2)(B)(i)(II)$ a written statement show-
19	ing—
20	"(A) the name and address of the clerk's
21	office required to file the report; and
22	"(B) the aggregate amount of coins and
23	currency described in paragraph (1) received by
24	the clerk.".

1	(b) Prohibition on Structuring Trans-
2	ACTIONS.—
3	(1) In General.—Section 5324 of title 31,
4	United States Code, is amended—
5	(A) by redesignating subsections (b) and
6	(c) as subsections (c) and (d), respectively; and
7	(B) by inserting after subsection (a) the
8	following new subsection:
9	"(b) Domestic Coin and Currency Trans-
10	ACTIONS INVOLVING NONFINANCIAL TRADES OR BUSI-
11	NESSES.—No person shall, for the purpose of evading the
12	reporting requirements of section 5313A or any regulation
13	prescribed under that section—
14	"(1) cause or attempt to cause a nonfinancial
15	trade or business to fail to file a report required
16	under section 5313A or any regulation prescribed
17	under that section;
18	"(2) cause or attempt to cause a nonfinancial
19	trade or business to file a report required under sec-
20	tion 5313A or any regulation prescribed under that
21	section that contains a material omission or
22	misstatement of fact; or
23	"(3) structure or assist in structuring, or at-
24	tempt to structure or assist in structuring, any

1	transaction with 1 or more nonfinancial trades or
2	businesses.".
3	(2) Technical and conforming amend-
4	MENTS.—Title 31, United States Code, is amend-
5	ed —
6	(A) in the subsection heading for section
7	5324(a), by inserting "Involving Financial
8	Institutions" after "Transactions"; and
9	(B) in section 5317(c), by striking
10	"5324(b)" and inserting "5324(c)".
11	(c) Definition of Nonfinancial Trade or Busi-
12	NESS.—
13	(1) In general.—Section 5312(a) of title 31,
14	United States Code, is amended—
15	(A) by redesignating paragraphs (4) and
16	(5) as paragraphs (5) and (6), respectively; and
17	(B) by inserting after paragraph (3) the
18	following new paragraph:
19	"(4) The term 'nonfinancial trade or business'
20	means any trade or business, other than a financial
21	institution, that is subject to the reporting require-
22	ments of section 5313 and regulations prescribed
23	under that section.".
24	(2) Technical and conforming amend-
25	MENTS —

1	(A) TITLE 31.—Title 31, United States
2	Code, is amended—
3	(i) in section 5312(a)(3)(C), by strik-
4	ing "section 5316," and inserting "sections
5	5313A and 5316,"; and
6	(ii) in subsections (a) through (f) of
7	section 5318, and in sections 5326 and
8	5328, by inserting "or nonfinancial trade
9	or business" after "financial institution"
10	each place that term appears.
11	(B) TITLE 18.—Title 18, United States
12	Code, is amended—
13	(i) in section 981(a)(1)(A), by striking
14	"5313(a) or 5324(a) of title 31," and in-
15	serting "5313(a) or 5313A of title 31, of
16	subsection (a) or (b) of section 5324 of
17	title 31,"; and
18	(ii) in section 982(a)(1), by inserting
19	"5313A," after "5313(a),".
20	(d) Repeal of Duplicate Provision.—Section
21	6050I of the Internal Revenue Code of 1986 is repealed.
22	(e) CLERICAL AMENDMENTS.—
23	(1) Title 31.—The table of sections for chap-
24	ter 53 of title 31, United States Code, is amended

1	by inserting after the item relating to section 5313
2	the following new item:
	$\lq\lq 5313A.$ Reports relating to coins and currency received in nonfinancial trade or business.''.
3	(2) Internal revenue code of 1986.—The
4	Internal Revenue Code of 1986 is amended—
5	(A) in the table of sections for subpart B
6	of part III of subchapter A of chapter 61, by
7	striking the item relating to section 6050I;
8	(B) in section 6103—
9	(i) in subsection (l), by striking para-
10	graph (15);
11	(ii) in subsection (p)(3)(A), by strik-
12	ing "(15),";
13	(iii) in subsection (p)(4), in the mate-
14	rial preceding subparagraph (A), by strik-
15	ing "(12)" and all that follows through
16	"(16)" and inserting "(12), or (16)"; and
17	(iv) in subsection $(p)(4)(F)(ii)$, by
18	striking "(14), or (15)" and inserting "or
19	(14)";
20	(C) in section 6721(e)(2)—
21	(i) in subparagraph (A), by striking
22	"6050I," and by adding "or" at the end;
23	(ii) in subparagraph (B), by striking
24	"or" at the end and inserting "and" and

1	(iii) by striking subparagraph (C);
2	(D) in section 6724(d)(1)(B), by striking
3	clause (iv), and by redesignating clauses (v)
4	through the first clause designated as clause
5	(xv) as clauses (iv) through (xiv), respectively
6	(E) in section 6724(d)(2), by striking sub-
7	paragraph (K), and by redesignating subpara-
8	graphs (L) through (Z) as subparagraphs (K)
9	through (Y), respectively; and
10	(F) in section 7203, by striking the last
11	sentence.
12	(f) REGULATIONS; EFFECTIVE DATE.—
13	(1) Regulations.—Regulations that the Sec-
14	retary of the Treasury determines are necessary to
15	implement this section shall be published in fina
16	form before the end of the 6-month period beginning
17	on the date of enactment of this Act.
18	(2) Effective date.—The amendments made
19	by this section shall take effect at the end of the 6-
20	month period beginning on the date on which the
21	regulations referred to in paragraph (1) are pub-
22	lished in final form.
23	SEC. 9. SENSE OF THE CONGRESS.
24	It is the sense of the Congress that the Secretary of
25	the Treasury should, in conjunction with the Board of

- 1 Governors of the Federal Reserve System, expedite the
- 2 promulgation of "know your customer" regulations for fi-

3 nancial institutions.

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