106TH CONGRESS 1ST SESSION

S. 528

To provide for a private right of action in the case of injury from the importation of certain dumped and subsidized merchandise.

IN THE SENATE OF THE UNITED STATES

March 3, 1999

Mr. Specter introduced the following bill; which was read twice and referred to the Committee on Finance

A BILL

To provide for a private right of action in the case of injury from the importation of certain dumped and subsidized merchandise.

- 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 "Unfair Foreign Com-
- 5 petition Act of 1999".
- 6 SEC. 2. PRIVATE ACTIONS FOR RELIEF FROM UNFAIR FOR-
- 7 EIGN COMPETITION.
- 8 (a) CLAYTON ACT.—Section 1(a) of the Clayton Act
- 9 (15 U.S.C. 12) is amended by inserting "section 801 of
- 10 the Act of September 8, 1916, entitled 'An Act to raise

1	revenue, and for other purposes' (39 Stat. 798; 15 U.S.C.
2	72);" after "nineteen hundred and thirteen;".
3	(b) ACTION FOR DUMPING VIOLATIONS.—Section
4	801 of the Act of September 8, 1916 (39 Stat. 798; 15
5	U.S.C. 72) is amended to read as follows:
6	"SEC. 801. IMPORTATION OR SALE OF ARTICLES AT LESS
7	THAN FOREIGN MARKET VALUE OR CON-
8	STRUCTED VALUE.
9	"(a) Prohibition.—No person shall import into, or
10	sell within, the United States an article manufactured or
11	produced in a foreign country if—
12	"(1) the article is imported or sold within the
13	United States at a United States price that is less
14	than the foreign market value or constructed value
15	of the article; and
16	"(2) the importation or sale—
17	"(A) causes or threatens to cause material
18	injury to industry or labor in the United States;
19	or
20	"(B) prevents, in whole or in part, the es-
21	tablishment or modernization of any industry in
22	the United States.
23	"(b) CIVIL ACTION.—An interested party whose busi-
24	ness or property is injured by reason of an importation
25	or sale of an article in violation of this section may bring

1	a civil action in the United States District Court for the
2	District of Columbia or in the Court of International
3	Trade against any person who—
4	"(1) manufactures, produces, or exports the ar-
5	ticle; or
6	"(2) imports the article into the United States
7	if the person is related to the manufacturer or ex-
8	porter of the article.
9	"(c) Relief.—
10	"(1) In general.—Upon an affirmative deter-
11	mination by the United States District Court or the
12	Court of International Trade in an action brought
13	under subsection (b), the court shall issue an order
14	that includes a description of the subject article in
15	such detail as the court deems necessary and shall—
16	"(A) direct the Customs Service to assess
17	an antidumping duty on the article covered by
18	the determination in accordance with section
19	736(a) of the Tariff Act of 1930 (19 U.S.C.
20	1673e); and
21	"(B) require the deposit of estimated anti-
22	dumping duties pending liquidation of entries of
23	the article at the same time as estimated nor-
24	mal customs duties on that article are depos-
25	ited.

1	"(d) Standard of Proof.—
2	"(1) Preponderance of evidence.—The
3	standard of proof in an action brought under sub-
4	section (b) is a preponderance of the evidence.
5	"(2) Shift of Burden of Proof.—Upon—
6	"(A) a prima facie showing of the elements
7	set forth in subsection (a), or
8	"(B) affirmative final determinations ad-
9	verse to the defendant that are made by the ad-
10	ministering authority and the United States
11	International Trade Commission under section
12	735 of the Tariff Act of 1930 (19 U.S.C.
13	1673d) relating to imports of the article in
14	question for the country in which the manufac-
15	turer of the article is located,
16	the burden of proof in an action brought under sub-
17	section (b) shall be upon the defendant.
18	"(e) Other Parties.—
19	"(1) In General.—Whenever, in an action
20	brought under subsection (b), it appears to the court
21	that justice requires that other parties be brought
22	before the court, the court may cause them to be
23	summoned, without regard to where they reside, and
24	the subpoenas to that end may be served and en-

forced in any judicial district of the United States.

"(2) Service on district director of customs service.—A foreign manufacturer, producer, or exporter that sells articles, or for whom articles are sold by another party in the United States, shall be treated as having appointed the District Director of the United States Customs Service for the port through which the article that is the subject of the action is commonly imported as the true and lawful agent of the manufacturer, producer, or exporter, and all lawful process may be served on the District Director in any action brought under subsection (b) against the manufacturer, producer, or exporter.

"(f) Limitation.—

- "(1) STATUTE OF LIMITATION.—An action under subsection (b) shall be commenced not later than 4 years after the date on which the cause of action accrues.
- "(2) Suspension.—The 4-year period provided for in paragraph (1) shall be suspended—
 - "(A) while there is pending an administrative proceeding under subtitle B of title VII of the Tariff Act of 1930 (19 U.S.C. 1673 et seq.) relating to the article that is the subject of the action or an appeal of a final determination in such a proceeding; and

1	"(B) for 1 year thereafter.
2	"(g) Noncompliance With Court Order.—If a
3	defendant in an action brought under subsection (b) fails
4	to comply with any discovery order or other order or de-
5	cree of the court, the court may—
6	"(1) enjoin the further importation into, or the
7	sale or distribution within, the United States by the
8	defendant of articles that are the same as, or similar
9	to, the articles that are alleged in the action to have
10	been sold or imported under the conditions described
11	in subsection (a) until such time as the defendant
12	complies with the order or decree; or
13	"(2) take any other action authorized by law or
14	by the Federal Rules of Civil Procedure, including
15	entering judgment for the plaintiff.
16	"(h) Confidentiality and Privileged Status.—
17	"(1) In general.—Except as provided in para-
18	graph (2), the confidential or privileged status ac-
19	corded by law to any documents, evidence, com-
20	ments, or information shall be maintained in any ac-
21	tion brought under subsection (b).
22	"(2) Exception.—In an action brought under
23	subsection (b) the court may—
24	"(A) examine, in camera, any confidential
25	or privileged material;

- 1 "(B) accept depositions, documents, affida-
- 2 vits, or other evidence under seal; and
- 3 "(C) disclose such material under such
- 4 terms and conditions as the court may order.
- 5 "(i) Expedition of Action.—An action brought
- 6 under subsection (b) shall be advanced on the docket and
- 7 expedited in every way possible.
- 8 "(j) Definitions.—In this section, the terms
- 9 'United States price', 'foreign market value', 'constructed
- 10 value', 'subsidy', 'interested party', and 'material injury',
- 11 have the meanings given those terms under title VII of
- 12 the Tariff Act of 1930 (19 U.S.C. 1671 et seq.).
- 13 "(k) Intervention by the United States.—The
- 14 court shall permit the United States to intervene in any
- 15 action brought under subsection (b) as a matter of right.
- 16 The United States shall have all the rights of a party to
- 17 such action.
- 18 "(1) Nullification of Order.—An order by a
- 19 court under this section may be set aside by the President
- 20 pursuant to section 203 of the International Emergency
- 21 Economic Powers Act (50 U.S.C. 1702).".
- 22 (c) Action for Subsidies Violations.—Title VIII
- 23 of the Act of September 8, 1916 (39 U.S.C. 798; 15
- 24 U.S.C. 71 et seq.) is amended by adding at the end the
- 25 following new section:

1	"SEC. 807. IMPORTATION OR SALE OF SUBSIDIZED ARTI-
2	CLES.
3	"(a) Prohibition.—No person shall import into, or
4	sell within, the United States an article manufactured or
5	produced in a foreign country if—
6	"(1) the foreign country, any person who is a
7	citizen or national of the foreign country, or a cor-
8	poration, association, or other organization orga-
9	nized in the foreign country, is providing (directly or
10	indirectly) a subsidy with respect to the manufac-
11	ture, production, or exportation of the article; and
12	"(2) the importation or sale—
13	"(A) causes or threatens to cause material
14	injury to industry or labor in the United States;
15	or
16	"(B) prevents, in whole or in part, the es-
17	tablishment or modernization of any industry in
18	the United States.
19	"(b) CIVIL ACTION.—An interested party whose busi-
20	ness or property is injured by reason of the importation
21	or sale of an article in violation of this section may bring
22	a civil action in the United States District Court for the
23	District of Columbia or in the Court of International
24	Trade against any person who—
25	"(1) manufactures, produces, or exports the ar-
26	ticle; or

1	"(2) imports the article into the United States
2	if the person is related to the manufacturer, pro-
3	ducer, or exporter of the article.
4	"(c) Relief.—
5	"(1) In general.—Upon an affirmative deter-
6	mination by the United States District Court or the
7	Court of International Trade in an action brought
8	under subsection (b), the court shall issue an order
9	that includes a description of the subject article in
10	such detail as the court deems necessary and shall—
11	"(A) direct the Customs Service to assess
12	a countervailing duty on the article covered by
13	the determination in accordance with section
14	706(a) of the Tariff Act of 1930 (19 U.S.C.
15	1671e); and
16	"(B) require the deposit of estimated coun-
17	tervailing duties pending liquidation of entries
18	of the article at the same time as estimated
19	normal customs duties on that article are de-
20	posited.
21	"(d) Standard of Proof.—
22	"(1) Preponderance of evidence.—The
23	standard of proof in an action filed under subsection
24	(b) is a preponderance of the evidence.
25	"(2) Shift of Burden of Proof.—Upon—

1 "(A) a prima facie showing of the elements 2 set forth in subsection (a), or

"(B) affirmative final determinations adverse to the defendant that are made by the administering authority and the United States International Trade Commission under section 705 of the Tariff Act of 1930 (19 U.S.C. 1671d) relating to imports of the article in question from the country in which the manufacturer of the article is located,

the burden of proof in an action brought under subsection (b) shall be upon the defendant.

"(e) Other Parties.—

- "(1) IN GENERAL.—Whenever, in an action brought under subsection (b), it appears to the court that justice requires that other parties be brought before the court, the court may cause them to be summoned, without regard to where they reside, and the subpoenas to that end may be served and enforced in any judicial district of the United States.
- "(2) Service on district director of customs service.—A foreign manufacturer, producer, or exporter that sells articles, or for which articles are sold by another party in the United States, shall be treated as having appointed the District Director

1 of the United States Customs Service for the port 2 through which the article that is the subject of the 3 action is commonly imported as the true and lawful agent of the manufacturer, producer, or exporter, 5 and all lawful process may be served on the District 6 Director in any action brought under subsection (b) 7 against the manufacturer, producer, or exporter. "(f) Limitation.— 8 9 "(1) STATUTE OF LIMITATIONS.—An action under subsection (b) shall be commenced not later 10 11 than 4 years after the date on which the cause of 12 action accrues. 13 "(2) Suspension.—The 4-year period provided 14 for in paragraph (1) shall be suspended— 15 "(A) while there is pending an administra-16 tive proceeding under subtitle A of title VII of 17 the Tariff Act of 1930 (19 U.S.C. 1671 et seq.) 18 relating to the article that is the subject of the 19 action or an appeal of a final determination in 20 such a proceeding; and "(B) for 1 year thereafter. 21 22 "(g) Noncompliance With Court Order.—If a 23 defendant in an action brought under subsection (b) fails to comply with any discovery order or other order or decree of the court, the court may—

1	"(1) enjoin the further importation into, or the
2	sale or distribution within, the United States by the
3	defendant of articles that are the same as, or similar
4	to, the articles that are alleged in the action to have
5	been sold or imported under the conditions described
6	in subsection (a) until such time as the defendant
7	complies with the order or decree; or
8	"(2) take any other action authorized by law or
9	by the Federal Rules of Civil Procedure, including
10	entering judgment for the plaintiff.
11	"(h) Confidentiality and Privileged Status.—
12	"(1) In general.—Except as provided in para-
13	graph (2), the confidential or privileged status ac-
14	corded by law to any documents, evidence, com-
15	ments, or information shall be maintained in any ac-
16	tion brought under subsection (b).
17	"(2) Exception.—In an action brought under
18	subsection (b) the court may—
19	"(A) examine, in camera, any confidential
20	or privileged material;
21	"(B) accept depositions, documents, affida-
22	vits, or other evidence under seal; and
23	"(C) disclose such material under such
24	terms and conditions as the court may order.

- 1 "(i) Expedition of Action.—An action brought
- 2 under subsection (b) shall be advanced on the docket and
- 3 expedited in every way possible.
- 4 "(j) Definitions.—In this section, the terms 'sub-
- 5 sidy', 'material injury', and 'interested party' have the
- 6 meanings given those terms under title VII of the Tariff
- 7 Act of 1930 (19 U.S.C. 1671 et seq.).
- 8 "(k) Intervention by the United States.—The
- 9 court shall permit the United States to intervene in any
- 10 action brought under subsection (b) as a matter of right.
- 11 The United States shall have all the rights of a party to
- 12 such action.
- 13 "(1) Nullification of Order.—An order by a
- 14 court under this section may be set aside by the President
- 15 pursuant to section 203 of the International Emergency
- 16 Economic Powers Act (50 U.S.C. 1702).".
- 17 (d) Action for Customs Fraud.—
- 18 (1) Amendment of title 28, united states
- 19 CODE.—Chapter 95 of title 28, United States Code,
- is amended by adding at the end the following new
- 21 section:
- 22 "§ 1586. Private enforcement action for customs
- 23 fraud
- 24 "(a) CIVIL ACTION.—An interested party whose busi-
- 25 ness or property is injured by a fraudulent, grossly neg-

1	ligent, or negligent violation of section 592(a) of the Tariff
2	Act of 1930 (19 U.S.C. 1592(a)) may bring a civil action
3	in the United States District Court for the District of Co-
4	lumbia or in the Court of International Trade, without re-
5	spect to the amount in controversy.
6	"(b) Relief.—Upon proof by an interested party
7	that the business or property of such interested party has
8	been injured by a fraudulent, grossly negligent, or neg-
9	ligent violation of section 592(a) of the Tariff Act of 1930,
10	the interested party shall—
11	"(1)(A) be granted such equitable relief as may
12	be appropriate, which may include an injunction
13	against further importation into the United States
14	of the merchandise in question; or
15	"(B) if injunctive relief cannot be timely pro-
16	vided or is otherwise inadequate, recover damages
17	for the injuries sustained; and
18	"(2) recover the costs of suit, including reason-
19	able attorney's fees.
20	"(c) Definitions.—For purposes of this section:
21	"(1) Interested party.—The term 'inter-
22	ested party' means—
23	"(A) a manufacturer, producer, or whole-
24	saler in the United States of like or competing
25	merchandise; or

- "(B) a trade or business association a majority of whose members manufacture, produce,
 or wholesale like merchandise or competing
 merchandise in the United States.
- "(2) LIKE MERCHANDISE.—The term 'like merchandise' means merchandise that is like, or in the absence of like, most similar in characteristics and users with, merchandise being imported into the United States in violation of section 592(a) of the Tariff Act of 1930 (19 U.S.C. 1592(a)).
- "(3) COMPETING MERCHANDISE.—The term
 'competing merchandise' means merchandise that
 competes with or is a substitute for merchandise
 being imported into the United States in violation of
 section 592(a) of the Tariff Act of 1930 (19 U.S.C.
 1592(a)).
- 17 "(d) Intervention by the United States.—The 18 court shall permit the United States to intervene in an
- 19 action brought under this section, as a matter of right.
- 20 The United States shall have all the rights of a party.
- 21 "(e) Nullification of Order.—An order by a
- 22 court under this section may be set aside by the President
- 23 pursuant to section 203 of the International Emergency
- 24 Economic Powers Act (50 U.S.C. 1702).".

1	(2) Technical amendment.—The chapter
2	analysis for chapter 95 of title 28, United States
3	Code, is amended by adding at the end the following
4	new item:
	"1586. Private enforcement action for customs fraud.".
5	SEC. 3. AMENDMENTS TO THE TARIFF ACT OF 1930.
6	(a) In General.—Title VII of the Tariff Act of
7	1930 (19 U.S.C. 1671 et seq.) is amended by inserting
8	after section 753 the following new section:
9	"SEC. 754. CONTINUED DUMPING AND SUBSIDY OFFSET.
10	"(a) In General.—Duties assessed pursuant to a
11	countervailing duty order, an antidumping duty order, or
12	a finding under the Antidumping Act of 1921 shall be dis-
13	tributed on an annual basis under this section to workers
14	for damages sustained for loss of wages resulting from the
15	loss of jobs, and to the affected domestic producers for
16	qualifying expenditures. Such distribution shall be known
17	as the 'continued dumping and subsidy offset'.
18	"(b) Definitions.—As used in this section:
19	"(1) AFFECTED DOMESTIC PRODUCER.—The
20	term 'affected domestic producer' means any manu-
21	facturer, producer, farmer, rancher, or worker rep-
22	resentative (including associations of such persons)
23	that—
24	"(A) was a petitioner or interested party in
25	support of the petition with respect to which an

1	antidumping duty order, a finding under the
2	Antidumping Act of 1921, or a countervailing
3	duty order has been entered, and
4	"(B) remains in operation.
5	Companies, businesses, or persons that have ceased
6	the production of the product covered by the order
7	or finding or who have been acquired by a company
8	or business that is related to a company that op-
9	posed the investigation shall not be an affected do-
10	mestic producer.
11	"(2) Commissioner.—The term 'Commis-
12	sioner' means the Commissioner of Customs.
13	"(3) Commission.—The term 'Commission'
14	means the United States International Trade Com-
15	mission.
16	"(4) Qualifying expenditure.—The term
17	'qualifying expenditure' means an expenditure in-
18	curred after the issuance of the antidumping duty
19	finding or order or countervailing duty order in any
20	of the following categories:
21	"(A) Plant.
22	"(B) Equipment.
23	"(C) Research and development.
24	"(D) Personnel training.
25	"(E) Acquisition of technology.

1	"(F) Health care benefits to employees
2	paid for by the employer.
3	"(G) Pension benefits to employees paid
4	for by the employer.
5	"(H) Environmental equipment, training,
6	or technology.
7	"(I) Acquisition of raw materials and other
8	inputs.
9	"(J) Borrowed working capital or other
10	funds needed to maintain production.
11	"(5) Related to.—A company, business, or
12	person shall be considered to be 'related to' another
13	company, business, or person if—
14	"(A) the company, business, or person di-
15	rectly or indirectly controls or is controlled by
16	the other company, business, or person,
17	"(B) a third party directly or indirectly
18	controls both companies, businesses, or persons,
19	"(C) both companies, businesses, or per-
20	sons directly or indirectly control a third party
21	and there is reason to believe that the relation-
22	ship causes the first company, business, or per-
23	sons to act differently than a nonrelated party.
24	For purposes of this paragraph, a party shall be
25	considered to directly or indirectly control another

- 1 party if the party is legally or operationally in a po-
- 2 sition to exercise restraint or direction over the other
- 3 party.
- 4 "(6) Workers.—The term 'workers' refers to
- 5 persons who sustained damages for loss of wages re-
- 6 sulting from loss of jobs. The Secretary of Labor
- 7 shall determine eligibility for purposes of this sec-
- 8 tion.
- 9 "(c) Distribution Procedures.—The Commis-
- 10 sioner in consultation with the Secretary of Labor shall
- 11 prescribe procedures for distribution of the continued
- 12 dumping or subsidies offset required by this section. Such
- 13 distribution shall be made not later than 60 days after
- 14 the first day of a fiscal year from duties assessed during
- 15 the preceding fiscal year.
- 16 "(d) Parties Eligible for Distribution of
- 17 Antidumping and Countervailing Duties As-
- 18 SESSED.—
- 19 "(1) List of workers and affected domes-
- TIC PRODUCERS.—The Commission shall forward to
- 21 the Commissioner within 60 days after the effective
- date of this section in the case of orders or findings
- in effect on such effective date, or in any other case,
- 24 within 60 days after the date an antidumping or
- countervailing duty order or finding is issued, a list

of petitioners and persons with respect to each order and finding and a list of persons that indicate support of the petition by letter or through questionnaire response. In those cases in which a determination of injury was not required or the Commission's records do not permit an identification of those in support of a petition, the Commission shall consult with the administering authority to determine the identity of the petitioner and those domestic parties who have entered appearances during administrative reviews conducted by the administering authority under section 751.

"(2) Publication of List; Certification.—
The Commissioner shall publish in the Federal Register at least 30 days before the distribution of a continued dumping and subsidy offset, a notice of intention to distribute the offset and the list of workers and affected domestic producers potentially eligible for the distribution based on the list obtained from the Commission under paragraph (1). The Commissioner shall request a certification from each potentially eligible affected domestic producer—

"(A) that the producer desires to receive a distribution:

1 "(B) that the producer is eligible to receive 2 the distribution as an affected domestic pro-3 ducer; and

> "(C) the qualifying expenditures incurred by the producer since the issuance of the order or finding for which distribution under this section has not previously been made.

"(3) DISTRIBUTION OF FUNDS.—The Commissioner in consultation with the Secretary of Labor shall distribute all funds (including all interest earned on the funds) from assessed duties received in the preceding fiscal year to workers and to the affected domestic producers based on the certifications described in paragraph (2). The distributions shall be made on a pro rata basis based on new and remaining qualifying expenditures.

"(e) Special Accounts.—

"(1) ESTABLISHMENTS.—Within 14 days after the effective date of this section, with respect to antidumping duty orders and findings and countervailing duty orders in effect on the effective date of this section, and within 14 days after the date an antidumping duty order or finding or countervailing duty order issued after the effective date takes effect, the Commissioner shall establish in the Treas-

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1	ury of the United States a special account with re-
2	spect to each such order or finding.
3	"(2) Deposits into accounts.—The Commis-
4	sioner shall deposit into the special accounts, all
5	antidumping or countervailing duties (including in-
6	terest earned on such duties) that are assessed after
7	the effective date of this section under the anti-
8	dumping order or finding or the countervailing duty
9	order with respect to which the account was estab-
10	lished.
11	"(3) Time and manner of distributions.—
12	Consistent with the requirements of subsections (c)
13	and (d), the Commissioner shall by regulation pre-
14	scribe the time and manner in which distribution of
15	the funds in a special account shall made.
16	"(4) Termination.—A special account shall
17	terminate after—
18	"(A) the order or finding with respect to
19	which the account was established has termi-
20	nated;
21	"(B) all entries relating to the order or
22	finding are liquidated and duties assessed col-

lected;

1	"(C) the Commissioner has provided notice
2	and a final opportunity to obtain distribution
3	pursuant to subsection (c); and
4	"(D) 90 days has elapsed from the date of
5	the notice described in subparagraph (C).
6	Amounts not claimed within 90 days of the date of
7	the notice described in subparagraph (C), shall be
8	deposited into the general fund of the Treasury.".
9	(b) Conforming Amendment.—The table of con-
10	tents for title VII of the Tariff Act of 1930 is amended
11	by inserting the following new item after the item relating
12	to section 753:
	"Sec. 754. Continued dumping and subsidy offset.".
13	(c) Effective Date.—The amendments made by
14	this section shall apply with respect to all antidumping
15	and countervailing duty assessments made on or after

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16 October 1, 1996.