106TH CONGRESS 1ST SESSION S.658

To authorize appropriations for the United States Customs Service for fiscal years 2000 and 2001.

IN THE SENATE OF THE UNITED STATES

MARCH 18, 1999

Mr. GRAMM (for himself, Mrs. HUTCHISON, Mr. DOMENICI, Mr. BINGAMAN, Mr. KYL, Mr. MCCAIN, Mrs. FEINSTEIN, Mrs. BOXER, and Mr. GORTON) introduced the following bill; which was read twice and referred to the Committee on Finance

A BILL

To authorize appropriations for the United States Customs Service for fiscal years 2000 and 2001.

- 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 "Drug Free Borders
- 5 Act of 1999".

I—AUTHORIZATION TITLE OF 1 APPROPRIATIONS FOR 2 **UNITED STATES CUSTOMS** 3 SERVICE FOR ENHANCED IN-4 SPECTION. TRADE FACILITA-5 TION, AND DRUG INTERDIC-6 TION 7

8 SEC. 101. AUTHORIZATION OF APPROPRIATIONS.

9 (a) DRUG ENFORCEMENT AND OTHER NONCOMMER-10 CIAL OPERATIONS.—Subparagraphs (A) and (B) of sec-11 tion 301(b)(1) of the Customs Procedural Reform and 12 Simplification Act of 1978 (19 U.S.C. 2075(b)(1)(A) and 13 (B)) are amended to read as follows:

14 "(A) \$997,300,584 for fiscal year 2000.

15 "(B) \$1,100,818,328 for fiscal year
16 2001.".

(b) COMMERCIAL OPERATIONS.—Clauses (i) and (ii)
of section 301(b)(2)(A) of such Act (19 U.S.C.
2075(b)(2)(A)(i) and (ii)) are amended to read as follows:
"(i) \$990,030,000 for fiscal year 2000.

21 "(ii) \$1,009,312,000 for fiscal year
22 2001.".

23 (c) AIR AND MARINE INTERDICTION.—Subpara24 graphs (A) and (B) of section 301(b)(3) of such Act (19)

1 U.S.C. 2075(b)(3)(A) and (B)) are amended to read as2 follows:

3	"(A) \$229,001,000 for fiscal year 2000.
4	"(B) \$176,967,000 for fiscal year 2001.".
5	(d) SUBMISSION OF OUT-YEAR BUDGET PROJEC-
6	TIONS.—Section 301(a) of such Act (19 U.S.C. 2075(a))
7	is amended by adding at the end the following:

8 "(3) By no later than the date on which the President 9 submits to the Congress the budget of the United States 10 Government for a fiscal year, the Commissioner of Customs shall submit to the Committee on Ways and Means 11 12 of the House of Representatives and the Committee on 13 Finance of the Senate the projected amount of funds for the succeeding fiscal year that will be necessary for the 14 15 operations of the Customs Service as provided for in sub-16 section (b).".

17 SEC. 102. CARGO INSPECTION AND NARCOTICS DETECTION

18 EQUIPMENT FOR THE UNITED STATES-MEX19 ICO BORDER, UNITED STATES-CANADA BOR20 DER, AND FLORIDA AND GULF COAST SEA21 PORTS.

(a) FISCAL YEAR 2000.—Of the amounts made available for fiscal year 2000 under section 301(b)(1)(A) of
the Customs Procedural Reform and Simplification Act of
1978 (19 U.S.C. 2075(b)(1)(A)), as amended by section

1	101(a) of this Act, \$100,036,000 shall be available until
2	expended for acquisition and other expenses associated
3	with implementation and deployment of narcotics detec-
4	tion equipment along the United States-Mexico border, the
5	United States-Canada border, and Florida and the Gulf
6	Coast seaports, as follows:
7	(1) UNITED STATES-MEXICO BORDER.—For the
8	United States-Mexico border, the following:
9	(A) \$6,000,000 for 8 Vehicle and Con-
10	tainer Inspection Systems (VACIS).
11	(B) $$11,000,000$ for 5 mobile truck x-rays
12	with transmission and backscatter imaging.
13	(C) \$12,000,000 for the upgrade of 8
14	fixed-site truck x-rays from the present energy
15	level of $450,000$ electron volts to $1,000,000$
16	electron volts (1–MeV).
17	(D) $$7,200,000$ for 8 1-MeV pallet x-rays.
18	(E) $$1,000,000$ for 200 portable contra-
19	band detectors (busters) to be distributed
20	among ports where the current allocations are
21	inadequate.
22	(F) $600,000$ for 50 contraband detection
23	kits to be distributed among all southwest bor-
24	der ports based on traffic volume.

1	(G) $$500,000$ for 25 ultrasonic container
2	inspection units to be distributed among all
3	ports receiving liquid-filled cargo and to ports
4	with a hazardous material inspection facility.
5	(H) $$2,450,000$ for 7 automated targeting
6	systems.
7	(I) \$360,000 for 30 rapid tire deflator sys-
8	tems to be distributed to those ports where port
9	runners are a threat.
10	(J) \$480,000 for 20 portable Treasury En-
11	forcement Communications Systems (TECS)
12	terminals to be moved among ports as needed.
13	(K) $$1,000,000$ for 20 remote watch sur-
14	veillance camera systems at ports where there
15	are suspicious activities at loading docks, vehi-
16	cle queues, secondary inspection lanes, or areas
17	where visual surveillance or observation is ob-
18	scured.
19	(L) $$1,254,000$ for 57 weigh-in-motion
20	sensors to be distributed among the ports with
21	the greatest volume of outbound traffic.
22	(M) $$180,000$ for 36 AM traffic informa-
23	tion radio stations, with 1 station to be located
24	at each border crossing.

1	(N) \$1,040,000 for 260 inbound vehicle
2	counters to be installed at every inbound vehicle
3	lane.
4	(O) \$950,000 for 38 spotter camera sys-
5	tems to counter the surveillance of customs in-
6	spection activities by persons outside the bound-
7	aries of ports where such surveillance activities
8	are occurring.
9	(P) \$390,000 for 60 inbound commercial
10	truck transponders to be distributed to all ports
11	of entry.
12	(Q) $$1,600,000$ for 40 narcotics vapor and
13	particle detectors to be distributed to each bor-
14	der crossing.
15	(R) \$400,000 for license plate reader auto-
16	matic targeting software to be installed at each
17	port to target inbound vehicles.
18	(S) \$1,000,000 for a demonstration site
19	for a high-energy relocatable rail car inspection
20	system with an x-ray source switchable from
21	2,000,000 electron volts (2-MeV) to $6,000,000$
22	electron volts (6-MeV) at a shared Department
23	of Defense testing facility for a two-month test-
24	ing period.

1	(2) UNITED STATES-CANADA BORDER.—For the
2	United States-Canada border, the following:
3	(A) \$3,000,000 for 4 Vehicle and Con-
4	tainer Inspection Systems (VACIS).
5	(B) \$8,800,000 for 4 mobile truck x-rays
6	with transmission and backscatter imaging.
7	(C) \$3,600,000 for 4 1-MeV pallet x-rays.
8	(D) $$250,000$ for 50 portable contraband
9	detectors (busters) to be distributed among
10	ports where the current allocations are inad-
11	equate.
12	(E) $300,000$ for 25 contraband detection
13	kits to be distributed among ports based on
14	traffic volume.
15	(F) $$240,000$ for 10 portable Treasury
16	Enforcement Communications Systems (TECS)
17	terminals to be moved among ports as needed.
18	(G) $$400,000$ for 10 narcotics vapor and
19	particle detectors to be distributed to each bor-
20	der crossing based on traffic volume.
21	(H) $600,000$ for 30 fiber optic scopes.
22	(I) $$250,000$ for 50 portable contraband
23	detectors (busters) to be distributed among
24	ports where the current allocations are inad-
25	equate;

1	(J) \$3,000,000 for 10 x-ray vans with par-
2	ticle detectors.
3	(K) \$40,000 for 8 AM loop radio systems.
4	(L) \$400,000 for 100 vehicle counters.
5	(M) $$1,200,000$ for 12 examination tool
6	trucks.
7	(N) $$2,400,000$ for 3 dedicated commuter
8	lanes.
9	(O) \$1,050,000 for 3 automated targeting
10	systems.
11	(P) $$572,000$ for 26 weigh-in-motion sen-
12	sors.
13	(Q) \$480,000 for 20 portable Treasury
14	Enforcement Communication Systems (TECS).
15	(3) FLORIDA AND GULF COAST SEAPORTS.—
16	For Florida and the Gulf Coast seaports, the fol-
17	lowing:
18	(A) \$4,500,000 for 6 Vehicle and Con-
19	tainer Inspection Systems (VACIS).
20	(B) $11,800,000$ for 5 mobile truck x-rays
21	with transmission and backscatter imaging.
22	(C) \$7,200,000 for 8 1-MeV pallet x-rays.
23	(D) $$250,000$ for 50 portable contraband
24	detectors (busters) to be distributed among

ports where the current allocations are inadequate.

3 (E) \$300,000 for 25 contraband detection
4 kits to be distributed among ports based on
5 traffic volume.

6 (b) FISCAL YEAR 2001.—Of the amounts made avail-7 able for fiscal year 2001 under section 301(b)(1)(B) of 8 the Customs Procedural Reform and Simplification Act of 9 1978 (19 U.S.C. 2075(b)(1)(B)), as amended by section 10 101(a) of this Act, \$9,923,500 shall be for the mainte-11 nance and support of the equipment and training of per-12 sonnel to maintain and support the equipment described in subsection (a). 13

14 (c) Acquisition of Technologically Superior
15 Equipment; Transfer of Funds.—

16 (1) IN GENERAL.—The Commissioner of Cus-17 toms may use amounts made available for fiscal year 18 2000 under section 301(b)(1)(A) of the Customs 19 Procedural Reform and Simplification Act of 1978 20 (19 U.S.C. 2075(b)(1)(A)), as amended by section 21 101(a) of this Act, for the acquisition of equipment other than the equipment described in subsection (a) 22 23 if such other equipment—

24 (A)(i) is technologically superior to the
25 equipment described in subsection (a); and

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1	(ii) will achieve at least the same results at
2	a cost that is the same or less than the equip-
3	ment described in subsection (a); or
4	(B) can be obtained at a lower cost than
5	the equipment described in subsection (a).
6	(2) TRANSFER OF FUNDS.—Notwithstanding
7	any other provision of this section, the Commissioner
8	of Customs may reallocate an amount not to exceed
9	10 percent of—
10	(A) the amount specified in any of sub-
11	paragraphs (A) through (R) of subsection
12	(a)(1) for equipment specified in any other of
13	such subparagraphs (A) through (R);
14	(B) the amount specified in any of sub-
15	paragraphs (A) through (Q) of subsection
16	(a)(2) for equipment specified in any other of
17	such subparagraphs (A) through (Q); and
18	(C) the amount specified in any of sub-
19	paragraphs (A) through (E) of subsection
20	(a)(3) for equipment specified in any other of
21	such subparagraphs (A) through (E).

1	SEC. 103. PEAK HOURS AND INVESTIGATIVE RESOURCE EN-
2	HANCEMENT FOR THE UNITED STATES-MEX-
3	ICO AND UNITED STATES-CANADA BORDERS,
4	FLORIDA AND GULF COAST SEAPORTS, AND
5	THE BAHAMAS.

6 Of the amounts made available for fiscal years 2000 7 and 2001 under subparagraphs (A) and (B) of section 8 301(b)(1) of the Customs Procedural Reform and Sim-9 plification Act of 1978 (19 U.S.C. 2075(b)(1)(A) and (B)), as amended by section 101(a) of this Act, 10 11 \$159,557,000, including \$5,673,600, until expended, for investigative equipment, for fiscal year 12 2000and 13 \$220,351,000 for fiscal year 2001 shall be available for 14 the following:

(1) A net increase of 535 inspectors, 120 special agents, and 10 intelligence analysts for the
United States-Mexico border and 375 inspectors for
the United States-Canada border, in order to open
all primary lanes on such borders during peak hours
and enhance investigative resources.

(2) A net increase of 285 inspectors and canine
enforcement officers to be distributed at large cargo
facilities as needed to process and screen cargo (including rail cargo) and reduce commercial waiting
times on the United States-Mexico border and a net
increase of 125 inspectors to be distributed at large

1 cargo facilities as needed to process and screen 2 cargo (including rail cargo) and reduce commercial 3 waiting times on the United States-Canada border. (3) A net increase of 40 inspectors at sea ports 4 5 in southeast Florida to process and screen cargo. 6 (4) A net increase of 70 special agent positions, 7 23 intelligence analyst positions, 9 support staff, 8 and the necessary equipment to enhance investiga-9 tion efforts targeted at internal conspiracies at the 10 Nation's seaports. 11 (5) A net increase of 360 special agents, 30 in-12 telligence analysts, and additional resources to be 13 distributed among offices that have jurisdiction over 14 major metropolitan drug or narcotics distribution 15 and transportation centers for intensification of ef-16 forts against drug smuggling and money-laundering 17 organizations. 18 (6) A net increase of 2 special agent positions 19 to re-establish a Customs Attache office in Nassau. 20 (7) A net increase of 62 special agent positions 21 and 8 intelligence analyst positions for maritime 22 smuggling investigations and interdiction operations. 23 (8) A net increase of 50 positions and addi-

24 tional resources to the Office of Internal Affairs to

enhance investigative resources for anticorruption ef forts.

3 (9) The costs incurred as a result of the in-4 crease in personnel hired pursuant to this section.

5 SEC. 104. AIR AND MARINE OPERATION AND MAINTENANCE
6 FUNDING.

7 (a) FISCAL YEAR 2000.—Of the amounts made available for fiscal year 2000 under subparagraphs (A) and 8 9 (B) of section 301(b)(3) of the Customs Procedural Reform and Simplification Act of 1978 10 (19)U.S.C. 11 2075(b)(3) (A) and (B)) as amended by section 101(c)12 of this Act, \$130,513,000 shall be available until expended for the following: 13

14 (1) \$96,500,000 for Customs aircraft restora-15 tion and replacement initiative.

16 (2) \$15,000,000 for increased air interdiction17 and investigative support activities.

18 (3) \$19,013,000 for marine vessel replacement19 and related equipment.

(b) FISCAL YEAR 2001.—Of the amounts made available for fiscal year 2001 under subparagraphs (A) and
(B) of section 301(b)(3) of the Customs Procedural Reform and Simplification Act of 1978 (19 U.S.C.
2075(b)(3) (A) and (B)) as amended by section 101(c)

of this Act, \$75,524,000 shall be available until expended
 for the following:

3 (1) \$36,500,000 for Customs Service aircraft
4 restoration and replacement.

5 (2) \$15,000,000 for increased air interdiction
6 and investigative support activities.

7 (3) \$24,024,000 for marine vessel replacement
8 and related equipment.

9 SEC. 105. COMPLIANCE WITH PERFORMANCE PLAN RE-10 QUIREMENTS.

As part of the annual performance plan for each of 11 12 the fiscal years 2000 and 2001 covering each program ac-13 tivity set forth in the budget of the United States Customs Service, as required under section 1115 of title 31, United 14 15 States Code, the Commissioner of Customs shall establish performance goals and performance indicators, and com-16 17 ply with all other requirements contained in paragraphs 18 (1) through (6) of subsection (a) of such section with respect to each of the activities to be carried out pursuant 19 to sections 102 and 103 of this Act. 20

21 SEC. 106. COMMISSIONER OF CUSTOMS SALARY.

- 22 (a) IN GENERAL.—
- 23 (1) Section 5315 of title 5, United States Code,
- is amended by striking the following item:

"Commissioner of Customs, Department of
 Treasury.".

3 (2) Section 5314 of title 5, United States Code,
4 is amended by inserting the following item:

5 "Commissioner of Customs, Department of6 Treasury.".

7 (b) EFFECTIVE DATE.—The amendments made by8 this section shall apply to fiscal year 1999 and thereafter.

9 SEC. 107. PASSENGER PRECLEARANCE SERVICES.

10 (a) CONTINUATION OF PRECLEARANCE SERVICES.— Notwithstanding section 13031(f) of the Consolidated 11 12 Omnibus Budget Reconciliation Act of 1985 (19 U.S.C. 13 58c(f) or any other provision of law, the Customs Service shall, without regard to whether a passenger processing 14 15 fee is collected from a person departing for the United States from Canada and without regard to whether funds 16 17 are appropriated pursuant to subsection (b), provide the same level of enhanced preclearance customs services for 18 19 passengers arriving in the United States aboard commercial aircraft originating in Canada as the Customs Service 20 21 provided for such passengers during fiscal year 1997.

(b) AUTHORIZATION OF APPROPRIATIONS FOR
PRECLEARANCE SERVICES.—Notwithstanding section
13031(f) of the Consolidated Omnibus Budget Reconciliation Act of 1985 (19 U.S.C. 58c(f)) or any other provi-

sion of law, there are authorized to be appropriated, from 1 2 the date of enactment of this Act through September 30, 3 2001, such sums as may be necessary for the Customs Service to ensure that it will continue to provide the same, 4 5 and where necessary increased, levels of enhanced 6 preclearance customs services as the Customs Service pro-7 vided during fiscal year 1997, in connection with the ar-8 rival in the United States of passengers aboard commer-9 cial aircraft whose flights originated in Canada.

10 TITLE II—CUSTOMS 11 PERFORMANCE REPORT

12 SEC. 201. CUSTOMS PERFORMANCE REPORT.

(a) IN GENERAL.—Not later than 120 days after the
14 date of enactment of this Act, the Commissioner of Cus15 toms shall prepare and submit to the appropriate commit16 tees the report described in subsection (b).

17 (b) REPORT DESCRIBED.—The report described in18 this subsection shall include the following:

19 (1) IDENTIFICATION OF OBJECTIVES; ESTAB20 LISHMENT OF PRIORITIES.—

21 (A) An outline of the means the Customs
22 Service intends to use to identify enforcement
23 priorities and trade facilitation objectives.

24 (B) The reasons for selecting the objectives25 contained in the most recent plan submitted by

1	the Customs Service pursuant to section 1115
2	of title 31, United States Code.
3	(C) The performance standards against
4	which the appropriate committees can assess
5	the efforts of the Customs Service in reaching
6	the goals outlined in the plan described in sub-
7	paragraph (B).
8	(2) Implementation of the Customs Mod-
9	ERNIZATION ACT.—
10	(A) A review of the Customs Service's im-
11	plementation of title VI of the North American
12	Free Trade Agreement Implementation Act,
13	commonly known as the "Customs Moderniza-
14	tion Act", and the reasons why elements of that
15	Act, if any, have not been implemented.
16	(B) A review of the effectiveness of the in-
17	formed compliance strategy in obtaining higher
18	levels of compliance, particularly compliance by
19	those industries that have been the focus of the
20	most intense efforts by the Customs Service to
21	ensure compliance with the Customs Moderniza-
22	tion Act.
23	(C) A summary of the results of the re-
24	views of the initial industry-wide compliance as-
25	sessments conducted by the Customs Service as

1	part of the agency's informed compliance initia-
2	tive.
3	(3) Improvement of commercial oper-
4	ATIONS.—
5	(A) Identification of standards to be used
6	in assessing the performance and efficiency of
7	the commercial operations of the Customs Serv-
8	ice, including entry and inspection procedures,
9	classification, valuation, country-of-origin deter-
10	minations, and duty drawback determinations.
11	(B) Proposals for—
12	(i) improving the performance of the
13	commercial operations of the Customs
14	Service, particularly the functions de-
15	scribed in subparagraph (A), and
16	(ii) eliminating lengthy delays in ob-
17	taining rulings and other forms of guid-
18	ance on United States customs law, regula-
19	tions, procedures, or policies.
20	(C) Alternative strategies for ensuring that
21	United States importers, exporters, customs
22	brokers, and other members of the trade com-
23	munity have the information necessary to com-
24	ply with the customs laws of the United States

1	and to conduct their business operations ac-
2	cordingly.
3	(4) REVIEW OF ENFORCEMENT RESPONSIBIL-
4	ITIES.—
5	(A) A review of the enforcement respon-
6	sibilities of the Customs Service.
7	(B) An assessment of the degree to which
8	the current functions of the Customs Service
9	overlap with the functions of other agencies and
10	an identification of ways in which the Customs
11	Service can avoid duplication of effort.
12	(C) A description of the methods used to
13	ensure against misuse of personal search au-
14	thority with respect to persons entering the
15	United States at authorized ports of entry.
16	(5) Strategy for comprehensive drug
17	INTERDICTION.—
18	(A) A comprehensive strategy for the Cus-
19	toms Service's role in United States drug inter-
20	diction efforts.
21	(B) Identification of the respective roles of
22	cooperating agencies, such as the Drug En-
23	forcement Administration, the Federal Bureau
24	of Investigation, the Coast Guard, and the in-
25	telligence community, including—

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1	(i) identification of the functions that
2	can best be performed by the Customs
3	Service and the functions that can best be
4	performed by agencies other than the Cus-
5	toms Service; and
6	(ii) a description of how the Customs
7	Service plans to allocate the additional
8	drug interdiction resources authorized by
9	the Drug Free Borders Act of 1999.
10	(6) ENHANCEMENT OF COOPERATION WITH
11	THE TRADE COMMUNITY.—
12	(A) Identification of ways to expand co-
13	operation with United States importers and
14	customs brokers, United States and foreign car-
15	riers, and other members of the international
16	trade and transportation communities to im-
17	prove the detection of contraband before it
18	leaves a foreign port destined for the United
19	States.
20	(B) Identification of ways to enhance the
21	flow of information between the Customs Serv-
22	ice and industry in order to—
23	(i) achieve greater awareness of po-
24	tential compliance threats;

1	(ii) improve the design and efficiency
2	of the commercial operations of the Cus-
3	toms Service;
4	(iii) foster account-based manage-
5	ment;
6	(iv) eliminate unnecessary and bur-
7	densome regulations; and
8	(v) establish standards for industry
9	compliance with customs laws.
10	(7) Allocation of resources.—
11	(A) An outline of the basis for the current
12	allocation of inspection and investigative per-
13	sonnel by the Customs Service.
14	(B) Identification of the steps to be taken
15	to ensure that the Customs Service can detect
16	any misallocation of the resources described in
17	subparagraph (A) among various ports and a
18	description of what means the Customs Service
19	has for reallocating resources within the agency
20	to meet particular enforcement demands or
21	commercial operations needs.
22	(8) Automation and information tech-
23	NOLOGY.—
24	(A) Identification of the automation needs
25	of the Customs Service and an explanation of

1	the current state of the Automated Commercial
2	System and the status of implementing a re-
3	placement for that system.
4	(B) A comprehensive strategy for reaching
5	the technology goals of the Customs Service,
6	including-
7	(i) an explanation of the proposed ar-
8	chitecture of any replacement for the Auto-
9	mated Commercial System and how the ar-
10	chitecture of the proposed replacement sys-
11	tem best serves the core functions of the
12	Customs Service;
13	(ii) identification of public and private
14	sector automation projects that are com-
15	parable and that can be used as a bench-
16	mark against which to judge the progress
17	of the Customs Service in meeting its tech-
18	nology goals;
19	(iii) an estimate of the total cost for
20	each automation project currently under-
21	way at the Customs Service and a time-
22	table for the implementation of each
23	project; and
24	(iv) a summary of the options for fi-
25	nancing each automation project.

1	(9) Personnel policies.—
2	(A) An overview of current personnel prac-
3	tices, including a description of—
4	(i) performance standards;
5	(ii) the criteria for promotion and ter-
6	mination;
7	(iii) the process for investigating com-
8	plaints of bias and sexual harassment;
9	(iv) the criteria used for conducting
10	internal investigations;
11	(v) the protection, if any, that is pro-
12	vided for whistleblowers; and
13	(vi) the methods used to discover and
14	eliminate corruption within the Customs
15	Service.
16	(B) Identification of workforce needs for
17	the future and training needed to ensure Cus-
18	toms Service personnel stay abreast of develop-
19	ments in international business operations and
20	international trade that affect the operations of
21	the Customs Service, including identification of
22	any situations in which current personnel poli-
23	cies or practices may impede achievement of the
24	goals of the Customs Service with respect to
25	both enforcement and commercial operations.

(c) APPROPRIATE COMMITTEES.—For purposes of
 this section, the term "appropriate committees" means the
 Committee on Finance of the Senate and the Committee
 on Ways and Means of the House of Representatives.