103d CONGRESS 1ST SESSION **S. 1664**

To amend subchapter II of chapter 53 of title 31, United States Code, to improve enforcement of anti-money laundering laws, and for other purposes.

IN THE SENATE OF THE UNITED STATES

NOVEMBER 17 (legislative day, NOVEMBER 2), 1993

Mr. BRYAN (for himself, Mr. BOND, and Mr. RIEGLE) introduced the following bill; which was read twice and referred to the Committee on Banking, Housing, and Urban Affairs

A BILL

- To amend subchapter II of chapter 53 of title 31, United States Code, to improve enforcement of anti-money laundering laws, 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 "Anti-Money Launder-
- 5 ing Act of 1993".

1SEC. 2. REFORM OF CTR EXEMPTION REQUIREMENTS TO2REDUCE NUMBER AND SIZE OF REPORTS3CONSISTENT WITH EFFECTIVE LAW EN-4FORCEMENT.

5 (a) IN GENERAL.—Section 5313 of title 31, United
6 States Code, is amended by adding at the end the follow7 ing new subsections:

8 "(d) MANDATORY EXEMPTIONS FROM REPORTING9 REQUIREMENTS.—

10 "(1) IN GENERAL.—The Secretary of the 11 shall exempt, pursuant Treasury to section 12 5318(a)(5), a depository institution from the reporting requirements of subsection (a) (and regulations 13 prescribed under such subsection) with respect to 14 transactions between the depository institution and 15 16 the following categories of entities:

17 "(A) Another depository institution.

18 "(B) A department or agency of the 19 United States, any State, or any political sub-20 division of any State, including any entity es-21 tablished under the laws of the United States, 22 any State, or any political subdivision of any 23 State, or under an interstate compact between 24 2 or more States, which exercises governmental authority on behalf of the United States, the 25 State, or the political subdivision. 26

"(C) Any business or category of business
 the reports on which have little or no value for
 law enforcement purposes.

"(2) NOTICE OF EXEMPTION.—The Secretary 4 5 of the Treasury shall publish in the Federal Register at such times as the Secretary determines to be ap-6 propriate (but not less frequently than once each 7 year) a list of all the entities whose transactions 8 9 with a depository institution are exempt under this subsection from the reporting requirements of sub-10 section (a) (and regulations prescribed under such 11 12 subsection).

13 "(e) DISCRETIONARY EXEMPTIONS FROM REPORT-14 ING REQUIREMENTS.—

IN GENERAL.—The Secretary of the "(1) 15 16 Treasury may exempt, section pursuant to 17 5318(a)(5), a depository institution from the reporting requirements of subsection (a) (and regulations 18 19 prescribed under such subsection) with respect to 20 transactions between the depository institution and a 21 qualified business customer of the institution on the 22 basis of information submitted to the Secretary by the institution in accordance with procedures which 23 24 the Secretary shall establish.

1	"(2) QUALIFIED BUSINESS CUSTOMER DE-
2	FINED.—For purposes of this subsection, the term
3	'qualified business customer' means a business
4	which—
5	"(A) maintains a transaction account (as
6	defined in section 19(b)(1)(C) of the Federal
7	Reserve Act) at the depository institution;
8	''(B) frequently engages in transactions
9	with the depository institution which are subject
10	to the reporting requirements of subsection (a)
11	(and regulations prescribed under such sub-
12	section); and
13	"(C) meets criteria which the Secretary de-
14	termines are sufficient to ensure that the pur-
15	poses of this subchapter are carried out without
16	requiring a report with respect to such trans-
17	actions.
18	"(3) CRITERIA FOR EXEMPTION.—The Sec-
19	retary of the Treasury shall establish, by regulation,
20	the criteria for granting and maintaining an exemp-
21	tion under paragraph (1).
22	"(4) GUIDELINES.—
23	"(A) IN GENERAL.—The Secretary of the
24	Treasury shall establish guidelines for deposi-

1	tory institutions to follow in selecting customers
2	for an exemption under this subsection.
3	"(B) CONTENTS.—The guidelines may in-
4	clude a description of the types of businesses or
5	an itemization of specific businesses for which
6	no exemption will be granted under this sub-
7	section to any depository institution.
8	"(5) ANNUAL REVIEW.—The Secretary of the
9	Treasury shall prescribe regulations requiring each
10	depository institution to—
11	"(A) review, at least once each year, the
12	qualified business customers of such institution
13	with respect to whom an exemption has been
14	granted under this subsection; and
15	"(B) upon the completion of such review,
16	resubmit information about such customers,
17	with such modifications as the institution deter-
18	mines to be appropriate, to the Secretary for
19	the Secretary's approval.
20	"(f) Provisions Applicable to Mandatory and
21	DISCRETIONARY EXEMPTIONS.—
22	"(1) Limitation on liability of depository
23	INSTITUTIONS.—No depository institution shall be
24	subject to any penalty which may be imposed under
25	this subchapter for the failure of the institution to

1	file a report with respect to a transaction with a cus-
2	tomer for whom an exemption has been granted
3	under subsection (d) or (e) unless the institution—
4	"(A) knowingly files false or incomplete in-
5	formation to the Secretary with respect to the
6	transaction or the customer engaging in the
7	transaction; or
8	"(B) has reason to believe at the time the
9	exemption is granted or the transaction is en-
10	tered into that the customer or the transaction
11	does not meet the criteria established for grant-
12	ing such exemption.
13	"(2) Coordination with other provi-
14	SIONS.—Any exemption granted by the Secretary of
15	the Treasury under section 5318(a) in accordance
16	with this section, and any transaction which is sub-
17	ject to such exemption, shall be subject to any other
18	provision of law applicable to such exemption, in-
19	cluding—
20	"(A) the authority of the Secretary, under
21	section $5318(a)(5)$, to revoke such exemption at
22	any time; and
23	"(B) any requirement to report, or any au-
24	thority to require a report on, any possible vio-

lation of any law or regulation or any suspected criminal activity.

"(g) DEPOSITORY INSTITUTION DEFINED.—For purposes of this section, the term 'depository institution' has
the meaning given to such term in section 19(b)(1)(A) of
the Federal Reserve Act.".

7 (b) REPORT REDUCTION GOAL; REPORTS.—

(1) IN GENERAL.—In implementing the amend-8 9 ment made by subsection (a), the Secretary of the Treasury shall seek to reduce, within a reasonable 10 11 period of time, the number of reports required to be 12 filed in the aggregate by depository institutions pur-13 suant to section 5313(a) of title 31, United States 14 Code, by at least 30 percent of the number filed dur-15 ing the year preceding the date of enactment of this Act. 16

17 (2) INTERIM REPORT.—The Secretary of the 18 Treasury shall submit a report to the Congress not 19 later than the end of the 180-day period beginning 20 on the date of enactment of this Act on the progress 21 made by the Secretary in implementing the amend-22 ment made by subsection (a).

23 (3) ANNUAL REPORT.—The Secretary of the
24 Treasury shall submit an annual report to the Con25 gress after the end of each of the first 5 calendar

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years which begin after the date of enactment of this
Act on the extent to which the Secretary has reduced the overall number of currency transaction reports filed with the Secretary pursuant to section
5313(a) of title 31, United States Code, consistently
with the purposes of such section and effective law
enforcement.

8 (c) STREAMLINED CURRENCY TRANSACTION RE-9 PORTS.—The Secretary of the Treasury shall take such 10 action as may be appropriate to redesign the format of reports required to be filed by any depository institution 11 under section 5313(a) of title 31, United States Code, to 12 13 eliminate the need to report information which has little or no value for law enforcement purposes and reduce the 14 time and effort required to prepare such report for filing 15 by any depository institution under such section. 16

17 SEC. 3. SINGLE DESIGNEE FOR REPORTING OF SUSPICIOUS

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TRANSACTIONS.

(a) IN GENERAL.—Section 5318(g) of title 31,
20 United States Code, is amended by adding at the end the
21 following new paragraph:

22 "(4) SINGLE DESIGNEE FOR REPORTING SUS23 PICIOUS TRANSACTIONS.—

24 "(A) IN GENERAL.—In requiring reports
25 under paragraph (1) of suspicious transactions,

the Secretary of the Treasury shall designate, to the extent practicable and appropriate, a single officer or agency of the United States to whom such reports shall be made.

5 "(B) DUTY OF DESIGNEE.—The officer or 6 agency of the United States designated by the 7 Secretary of the Treasury pursuant to subpara-8 graph (A) shall refer any report of a suspicious 9 transaction to the appropriate law enforcement 10 or supervisory agency.

11 "(C) COORDINATION WITH OTHER RE-PORTING REQUIREMENTS.—Subparagraph (A) 12 13 shall not be construed as precluding any super-14 visory agency for any financial institution from 15 requiring the financial institution to submit any 16 information or report to the agency or another 17 agency pursuant to any provision of law other 18 than this subsection.

19 "(D) Reports.—

20 "(i) REPORTS REQUIRED.—The Sec21 retary of the Treasury shall submit an an22 nual report to the Congress at the times
23 required under clause (ii) on the number of
24 suspicious transactions reported to the offi25 cer or agency designated under subpara-

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graph (A) during the period covered by the 1 2 report and the disposition of such reports. "(ii) 3 TIME FOR SUBMITTING RE-4 PORTS.—The 1st report required under clause (i) shall be filed before the end of 5 6 the 1-year period beginning on the date of 7 enactment of the Anti-Money Laundering Act of 1993 and each subsequent report 8 9 shall be filed within 90 days after the end of each of the 5 calendar years which begin 10 11 after such date of enactment.".

(b) DESIGNATION REQUIRED TO BE MADE EXPEDITIOUSLY.—The initial designation of an officer or agency
of the United States pursuant to the amendment made
by subsection (a) shall be made before the end of the 180day period beginning on the date of enactment of this Act.
SEC. 4. BANKING AGENCY PILOT PROGRAMS TO IDENTIFY
MONEY LAUNDERING SCHEMES.

Before the end of the 6-month period beginning on the date of enactment of this Act, the Comptroller of the Currency and the Board of Governors of the Federal Reserve System shall each establish a pilot program designed to test the feasibility of using examiners employed by the agency to identify money laundering schemes involving depository institutions for which the agency is the appro-

1 priate Federal banking agency (as defined in section 3(q)) of the Federal Deposit Insurance Act. 2 SEC. 5. NEGOTIABLE INSTRUMENTS DRAWN ON FOREIGN 3 4 BANKS SUBJECT TO RECORDKEEPING AND 5 **REPORTING REQUIREMENTS.** 6 Section 5312(a)(3) of title 31, United States Code, 7 is amended— (1) by striking "and" at the end of subpara-8 graph (A); 9 (2) by striking the period at the end of sub-10 paragraph (B) and inserting "; and"; and 11 (3) by adding at the end the following new sub-12 paragraph: 13 "(C) as the Secretary of the Treasury shall 14 provide by regulation, checks, drafts, notes, 15 money orders, and other similar instruments 16 17 which are drawn on a foreign financial institu-18 tion and are not in bearer form.". 19 SEC. 6. IMPOSITION OF CIVIL MONEY PENALTIES BY AP-20 PROPRIATE FEDERAL BANKING AGENCIES. 21 Section 5321 of title 31, United States Code, is 22 amended by adding at the end the following new sub-23 section: 24 "(e) Delegation of Assessment Authority to 25 BANKING AGENCIES.—

GENERAL.—The Secretary of the "(1) 1 In 2 Treasury shall delegate, in accordance with section 3 5318(a)(1) and subject to such terms and conditions 4 as the Secretary may impose in accordance with 5 paragraph (3), any authority of the Secretary to assess a civil money penalty under this section on de-6 7 pository institutions (as defined in section 3 of the Federal Deposit Insurance Act) to the appropriate 8 Federal banking agencies (as defined in such section 9 10 3).

11 "(2) AUTHORITY OF AGENCIES.—Subject to 12 any term or condition imposed by the Secretary of 13 the Treasury under paragraph (3), the provisions of 14 this section shall apply to an appropriate Federal 15 banking agency to which is delegated any authority 16 of the Secretary under this section in the same man-17 ner such provisions apply to the Secretary.

18 "(3) TERMS AND CONDITIONS.—

19 "(A) IN GENERAL.—The Secretary of the
20 Treasury shall prescribe by regulation the terms
21 and conditions which shall apply to any delega22 tion under paragraph (1).

23 "(B) MAXIMUM DOLLAR AMOUNT.—The
24 terms and conditions authorized under subpara25 graph (A) may include, in the Secretary's sole

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1	discretion, a limitation on the amount of any
2	civil penalty which may be assessed by an ap-
3	propriate Federal banking agency pursuant to a
4	delegation under paragraph (1).".
5	SEC. 7. UNIFORM STATE LICENSING AND REGULATION OF
6	CHECK CASHING, CURRENCY EXCHANGE,
7	AND MONEY TRANSMITTING BUSINESSES.
8	(a) Uniform Laws and Enforcement.—For pur-
9	poses of preventing money laundering and protecting the
10	payment system from fraud and abuse, it is the sense of
11	the Congress that the several States should—
12	(1) establish uniform laws for licensing and reg-
13	ulating businesses which—
14	(A) provide check cashing, currency ex-
15	change, or money transmitting or remittance
16	services, or issue or redeem money orders, trav-
17	elers' checks, and other similar instruments;
18	and
19	(B) are not depository institutions (as de-
20	fined in section $19(b)(1)(A)$ of the Federal Re-
21	serve Act); and
22	(2) provide sufficient resources to the appro-
23	priate State agency to enforce such laws and regula-
24	tions prescribed pursuant to such laws.

1 (b) MODEL STATUTE.—It is the sense of the Con-2 gress that the several States should develop, through the 3 auspices of the National Conference of Commissioners on 4 Uniform State Laws, the American Law Institute, or such 5 other forum as the States may determine to be appro-6 priate, a model statute to carry out the goals described 7 in subsection (a) which would include the following:

8 (1) LICENSING REQUIREMENTS.—A require-9 ment that any business described in subsection 10 (a)(1) be licensed and regulated by an appropriate 11 State agency in order to engage in any such activity 12 within the State.

13 (2) LICENSING STANDARDS.—A requirement
14 that—

(A) in order for any business described in
subsection (a)(1) to be licensed in the State, the
appropriate State agency shall review and approve—

19(i) the business record and the capital20adequacy of the business seeking the li-21cense; and

(ii) the competence, experience, integrity, and financial ability of any individual
who—

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1	(I) is a director, officer, or super-
2	visory employee of such business; or
3	(II) owns or controls such busi-
4	ness; and
5	(B) any record, on the part of any business
6	seeking the license or any person referred to in
7	subparagraph (A)(ii), of—
8	(i) any criminal activity;
9	(ii) any fraud or other act of personal
10	dishonesty;
11	(iii) any act, omission, or practice
12	which constitutes a breach of a fiduciary
13	duty; or
14	(iv) any suspension or removal, by any
15	agency or department of the United States
16	or any State, from participation in the con-
17	duct of any federally or State licensed or
18	regulated business,
19	may be grounds for the denial of any such li-
20	cense by the appropriate State agency.
21	(3) PROCEDURES TO ENSURE COMPLIANCE
22	WITH FEDERAL CASH TRANSACTION REPORTING RE-
23	QUIREMENTS.—A civil or criminal penalty for oper-
24	ating any business referred to in paragraph (1)
25	without establishing and complying with appropriate

procedures to ensure compliance with subchapter II
 of chapter 53 of title 31, United States Code (relat ing to records and reports on monetary instruments
 transactions).

5 (4) CRIMINAL PENALTIES FOR OPERATION OF 6 BUSINESS WITHOUT A LICENSE.—A criminal penalty 7 for operating any business referred to in paragraph 8 (1) without a license within the State after the end 9 of an appropriate transition period beginning on the 10 date of the enactment of such model statute by the 11 State.

12 (c) STUDY REQUIRED.—The Secretary of the Treas-13 ury shall conduct a study of—

14 (1) the progress made by the several States in15 developing and enacting a model statute which—

16 (A) meets the requirements of subsection17 (b); and

18 (B) furthers the goals of—

(i) preventing money laundering by
businesses which are required to be licensed under any such statute; and

(ii) protecting the payment system, including the receipt, payment, collection,
and clearing of checks, from fraud and
abuse by such businesses; and

(2) the adequacy of—

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2 (A) the activity of the several States in en3 forcing the requirements of such statute; and

4 (B) the resources made available to the ap5 propriate State agencies for such enforcement
6 activity.

7 (d) REPORT REQUIRED.—Before the end of the 3year period beginning on the date of enactment of this 8 9 Act and by the end of each of the first 2 1-year periods beginning after the end of such 3-year period, the Sec-10 retary of the Treasury shall submit a report to the Con-11 gress containing the findings and recommendations of the 12 Secretary in connection with the study under subsection 13 (c), together with such recommendations for legislative 14 and administrative action as the Secretary may determine 15 to be appropriate, including any recommendation pursu-16 ant to subsection (e). 17

(e) RECOMMENDATIONS FOR INCENTIVES OR SANCTIONS IN CASES OF INADEQUATE REGULATION AND ENFORCEMENT BY STATES.—If the Secretary of the Treasury determines that any State has failed—

(1) to enact a statute which meets the require-ments described in subsection (b);

24 (2) to undertake adequate activity to enforce25 such statute; or

(3) to make adequate resources available to the 1 2 appropriate State agency for such enforcement activ-3 ity, the report submitted pursuant to subsection (d) shall con-4 tain recommendations for legislation establishing incen-5 tives which may be provided or sanctions which may be 6 7 imposed to remedy such failure. 8 SEC. 8. REGISTRATION OF MONEY TRANSMITTING BUSI-9 NESSES TO PROMOTE EFFECTIVE LAW EN-10 FORCEMENT. 11 (a) FINDINGS AND PURPOSES.— (1) FINDINGS.—The Congress hereby finds the 12 following: 13 (A) Money transmitting businesses are 14 subject to the recordkeeping and reporting re-15 quirements of subchapter II of chapter 53 of 16 17 title 31, United States Code. 18 (B) Money transmitting businesses are 19 largely unregulated businesses and are fre-20 quently used in sophisticated schemes to— (i) transfer large amounts of money 21 22 which are the proceeds of unlawful enterprises; and 23 24 (ii) evade the requirements of such subchapter II, the Internal Revenue Code 25

1of 1986, and other laws of the United2States.

3 (C) Information on the identity of money 4 transmitting businesses and the names of the 5 persons who own or control, or are officers or 6 employees of, a money transmitting business 7 would have a high degree of usefulness in crimi-8 nal, tax, or regulatory investigations and pro-9 ceedings.

(2) PURPOSE.—It is the purpose of this section 10 11 to establish a registration requirement for businesses 12 engaged in providing check cashing, currency ex-13 change, or money transmitting or remittance serv-14 ices, or issuing or redeeming money orders, travelers' checks, and other similar instruments to assist 15 16 the Secretary of the Treasury, the Attorney General, 17 and other supervisory and law enforcement agencies 18 to effectively enforce the criminal, tax, and regu-19 latory laws and prevent such money transmitting businesses from engaging in illegal activities. 20

(b) IN GENERAL.—Subchapter II of chapter 53 of
title 31, United States Code, is amended by adding at the
end the following new section:

1 "§ 5329. Registration of money transmitting busi 2 nesses

3 "(a) REGISTRATION WITH SECRETARY OF THE4 TREASURY REQUIRED.—

"(1) IN GENERAL.—Any person who owns or 5 6 controls a money transmitting business which is not 7 depository institution (as defined in section а 19(b)(1)(A) of the Federal Reserve Act) shall reg-8 9 ister the business (whether or not the business is li-10 censed as a money transmitting business in any 11 State) with the Secretary of the Treasury before the 12 end of the 180-day period beginning on the later 13 of—

14 "(A) the date of enactment of this section;15 or

"(B) the date the business is established.
"(2) FORM AND MANNER OF REGISTRATION.—
Subject to the requirements of subsection (b), the
Secretary of the Treasury shall prescribe, in regulations, the form and manner for registering a money
transmitting business pursuant to paragraph (1).

"(3) BUSINESSES REMAIN SUBJECT TO STATE
LAW.—This section shall not be construed as superseding any requirement of State law relating to
money transmitting businesses operating in such
State.

	"(4) False and incomplete information.—
2	The filing of false or materially incomplete informa-
3	tion in connection with the registration of a money
4	transmitting business shall be considered as a failure
5	to comply with the requirements of this subsection.
6	"(b) CONTENTS OF REGISTRATION.—The registra-
7 tio	on of a money transmitting business under subsection
8 (a)) shall include the following information:
9	((1) The name and location of the business.
10	"(2) The name and address of each person
11	who—
12	"(A) owns or controls the business;
13	"(B) is an director or officer of the busi-
14	ness; or
15	"(C) otherwise participates in the conduct
16	of the affairs of the business.
17	"(3) The name and address of any depository
18	institution at which the business maintains a trans-
19	action account (as defined in section $19(b)(1)(C)$ of
20	the Federal Reserve Act).
21	"(4) Such other information as the Secretary of
22	the Treasury may require.
23	"(c) DEFINITIONS.—For purposes of this section—
24	"(1) Money transmitting business.—The
25	term 'money transmitting business' means any busi-

ness other than the United States Postal Service
 which—
 "(A) provides check cashing, currency ex-

4 change, or money transmitting or remittance
5 services, or issues or redeems money orders,
6 travelers' checks, and other similar instruments;
7 "(B) is required to file reports under sec8 tion 5313; and

9 ''(C) is not a depository institution (as de-10 fined in section 19(b)(1)(A) of the Federal Re-11 serve Act).

12 ⁽⁽²⁾ MONEY TRANSMITTING SERVICE.—The term 'money transmitting service' includes accepting 13 14 currency or funds denominated in the currency of 15 any country and transmitting the currency or funds, 16 or the value of the currency or funds, by any means 17 through a financial agency or institution, a Federal 18 reserve bank or other facility of the Board of Gov-19 ernors of the Federal Reserve System, or an elec-20 tronic funds transfer network.

21 "(d) CIVIL PENALTY FOR FAILURE TO COMPLY22 WITH REGISTRATION REQUIREMENTS.—

23 "(1) IN GENERAL.—Any person who fails to
24 comply with the money transmitting business reg25 istration requirements under subsection (a) or regu-

lations prescribed under such subsection shall be lia ble to the United States for a civil penalty of \$5,000
 for each such violation.

4 "(2) CONTINUING VIOLATION.—Each day a vio5 lation described in paragraph (1) continues shall
6 constitute a separate violation for purposes of such
7 paragraph.

8 "(3) ASSESSMENTS.—Any penalty imposed 9 under this subsection shall be assessed and collected 10 by the Secretary of the Treasury in the manner pro-11 vided in section 5321 and any such assessment shall 12 be subject to the provisions of such section.".

(c) CRIMINAL PENALTY FOR FAILURE TO COMPLY
WITH REGISTRATION REQUIREMENTS.—Section
1960(b)(1) of title 18, United States Code, is amended
to read as follows:

17 ''(1) the term 'illegal money transmitting busi18 ness' means a money transmitting business which
19 affects interstate or foreign commerce in any man20 ner or degree and—

21 "(A) is intentionally operated without an
22 appropriate money transmitting license in a
23 State where such operation is punishable as a
24 misdemeanor or a felony under State law; or

1 "(B) fails to comply with the money trans-2 mitting business registration requirements under section 5329 of title 31, United States 3 4 Code, or regulations prescribed under such section;". 5 6 (d) CIVIL FORFEITURE.—Section 981(a)(1)(A) of 7 title 18, United States Code, is amended by striking "or of section 1956 or 1957 of this title," and inserting ", 8 of section 1956, 1957, or 1960 of this title,". 9 10 (e) CLERICAL AMENDMENT.—The table of sections for chapter 53 of title 31, United States Code, is amended 11 12 by inserting after the item relating to section 5328 the following new item: 13 "5329. Registration of money transmitting businesses.". 14 SEC. 9. TREASURY STUDY OF CASHIERS' CHECKS. (a) STUDY REQUIRED.—The Secretary of the Treas-15 ury shall conduct a study to determine— 16 17 (1) the extent to which the practice of issuing 18 of cashiers' checks by financial institutions is vulner-19 able to money laundering schemes; 20 (2) the extent to which additional recordkeeping 21 requirements should be imposed on financial institu-22 tions which issue cashiers' checks: and 23 (3) such other factors relating to the use and 24 regulation of cashiers' checks as the Secretary deter-25 mines to be appropriate.

(b) REPORT REQUIRED.—Before the end of the 180 day period beginning on the date of enactment of this Act,
 the Secretary of the Treasury shall submit a report to the
 Congress containing—

5 (1) the findings and conclusions of the Sec6 retary in connection with the study conducted pursu7 ant to subsection (a); and

8 (2) such recommendations for legislative and 9 administrative action as the Secretary may deter-10 mine to be appropriate.

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