103d CONGRESS 1ST SESSION **S. 1767**

To amend the Comprehensive Drug Abuse Prevention and Control Act of 1970 to control the diversion of certain chemicals used in the illicit production of controlled substances such as methcathinone and meth-amphetamine, and for other purposes.

IN THE SENATE OF THE UNITED STATES

NOVEMBER 20 (legislative day, NOVEMBER 2), 1993

Mr. GORTON (for himself, Mr. LEVIN, Mr. RIEGLE, Mr. FEINGOLD, and Mr. KOHL) introduced the following bill; which was considered, read the third time and passed

A BILL

- To amend the Comprehensive Drug Abuse Prevention and Control Act of 1970 to control the diversion of certain chemicals used in the illicit production of controlled substances such as methcathinone and methamphetamine, 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 "Domestic Chemical Di-
- 5 version Control Act of 1993".

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1 SEC. 2. DEFINITION AMENDMENTS.

2	(a) DEFINITIONS.—Section 102 of the Controlled
3	Substances Act (21 U.S.C. 802) is amended—
4	(1) in paragraph (33), by striking ''any listed
5	precursor chemical or listed essential chemical" and
6	inserting ''any list I chemical or any list II chemi-
7	cal'';
8	(2) in paragraph (34)—
9	(A) by striking "listed precursor chemical"
10	and inserting ''list I chemical''; and
11	(B) by striking "critical to the creation"
12	and inserting "important to the manufacture";
13	(3) in paragraph (34) (A), (F), and (H), by in-
14	serting ", its esters," before "and";
15	(4) in paragraph (35)—
16	(A) by striking "listed essential chemical"
17	and inserting "list II chemical";
18	(B) by inserting ''(other than a list I
19	chemical)" before "specified"; and
20	(C) by striking ''as a solvent, reagent, or
21	catalyst"; and
22	(5) in paragraph (38), by inserting ''or who
23	acts as a broker or trader for an international trans-
24	action involving a listed chemical, a tableting ma-
25	chine, or an encapsulating machine" before the pe-
26	riod;

1	(6) in paragraph (39)(A)—
2	(A) by striking ''importation or exportation
3	of" and inserting "importation, or exportation
4	of, or an international transaction involving
5	shipment of,";
6	(B) in clause (iii) by inserting ''or any cat-
7	egory of transaction for a specific listed chemi-
8	cal or chemicals" after "transaction";
9	(C) by amending clause (iv) to read as fol-
10	lows:
11	"(iv) any transaction in a listed chemical
12	that is contained in a drug that may be mar-
13	keted or distributed lawfully in the United
14	States under the Federal Food, Drug, and Cos-
15	metic Act (21 U.S.C. 301 et seq.) unless-
16	''(I)(aa) the drug contains ephedrine
17	or its salts, optical isomers, or salts of op-
18	tical isomers as the only active medicinal
19	ingredient or contains ephedrine or its
20	salts, optical isomers, or salts of optical
21	isomers and therapeutically insignificant
22	quantities of another active medicinal in-
23	gredient; or
24	"(bb) the Attorney General has deter-
25	mined under section 204 that the drug or

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1	group of drugs is being diverted to obtain
2	the listed chemical for use in the illicit pro-
3	duction of a controlled substance; and
4	''(II) the quantity of ephedrine or
5	other listed chemical contained in the drug
6	included in the transaction or multiple
7	transactions equals or exceeds the thresh-
8	old established for that chemical by the At-
9	torney General."; and
10	(D) in clause (v), by striking the semicolon
11	and inserting ''which the Attorney General has
12	by regulation designated as exempt from the
13	application of this title and title III based on a
14	finding that the mixture is formulated in such
15	a way that it cannot be easily used in the illicit
16	production of a controlled substance and that
17	the listed chemical or chemicals contained in
18	the mixture cannot be readily recovered;";
19	(7) in paragraph (40), by striking ''listed pre-
20	cursor chemical or a listed essential chemical" each
21	place it appears and inserting ''list I chemical or a
22	list II chemical''; and
23	(8) by adding at the end the following new
24	paragraphs:

"(42) The term 'international transaction' means a
 transaction involving the shipment of a listed chemical
 across an international border (other than a United States
 border) in which a broker or trader located in the United
 States participates.

6 ''(43) The terms 'broker' and 'trader' mean a person
7 that assists in arranging an international transaction in
8 a listed chemical by—

9 "(A) negotiating contracts;

"(B) serving as an agent or intermediary; or
"(C) bringing together a buyer and seller, a
buyer and transporter, or a seller and transporter.".
(b) REMOVAL OF EXEMPTION OF CERTAIN DRUGS.—
(1) PROCEDURE.—Part B of the Controlled
Substances Act (21 U.S.C. 811 et seq.) is amended

16 by adding at the end the following new section:

17 "REMOVAL OF EXEMPTION OF CERTAIN DRUGS

18 "SEC. 204. (a) REMOVAL OF EXEMPTION.—The At-19 torney General shall by regulation remove from exemption 20 under section 102(39)(A)(iv) a drug or group of drugs 21 that the Attorney General finds is being diverted to obtain 22 a listed chemical for use in the illicit production of a con-23 trolled substance.

24 "(b) FACTORS TO BE CONSIDERED.—In removing a
25 drug or group of drugs from exemption under subsection
26 (a), the Attorney General shall consider, with respect to s 1767 CPS

a drug or group of drugs that is proposed to be removed
 from exemption—

3 "(1) the scope, duration, and significance of the4 diversion;

5 "(2) whether the drug or group of drugs is for-6 mulated in such a way that it cannot be easily used 7 in the illicit production of a controlled substance; 8 and

9 "(3) whether the listed chemical can be readily
10 recovered from the drug or group of drugs.

11 "(c) SPECIFICITY OF DESIGNATION.—The Attorney 12 General shall limit the designation of a drug or a group 13 of drugs removed from exemption under subsection (a) to 14 the most particularly identifiable type of drug or group 15 of drugs for which evidence of diversion exists unless there 16 is evidence, based on the pattern of diversion and other 17 relevant factors, that the diversion will not be limited to 18 that particular drug or group of drugs.

19 "(d) REINSTATEMENT OF EXEMPTION WITH RE-20 SPECT TO PARTICULAR DRUG PRODUCTS.—

21 "(1) REINSTATEMENT.—On application by a
22 manufacturer of a particular drug product that has
23 been removed from exemption under subsection (a),
24 the Attorney General shall by regulation reinstate
25 the exemption with respect to that particular drug

1	product if the Attorney General determines that the
2	particular drug product is manufactured and distrib-
3	uted in a manner that prevents diversion.
4	"(2) Factors to be considered.—In decid-
5	ing whether to reinstate the exemption with respect
6	to a particular drug product under paragraph (1),
7	the Attorney General shall consider—
8	"(A) the package sizes and manner of
9	packaging of the drug product;
10	"(B) the manner of distribution and adver-
11	tising of the drug product;
12	"(C) evidence of diversion of the drug
13	product;
14	"(D) any actions taken by the manufac-
15	turer to prevent diversion of the drug product;
16	and
17	"(E) such other factors as are relevant to
18	and consistent with the public health and safe-
19	ty, including the factors described in subsection
20	(b) as applied to the drug product.
21	"(3) Status pending application for rein-
22	STATEMENT.—A transaction involving a particular
23	drug product that is the subject of a bona fide pend-
24	ing application for reinstatement of exemption filed
25	with the Attorney General not later than 60 days

1	after a regulation removing the exemption is issued
2	pursuant to subsection (a) shall not be considered to
3	be a regulated transaction if the transaction occurs
4	during the pendency of the application and, if the
5	Attorney General denies the application, during the
6	period of 60 days following the date on which the
7	Attorney General denies the application, unless—
8	"(A) the Attorney General has evidence
9	that, applying the factors described in sub-
10	section (b) to the drug product, the drug prod-
11	uct is being diverted; and
12	"(B) the Attorney General so notifies the
13	applicant.
14	"(4) Amendment and modification.—A reg-
15	ulation reinstating an exemption under paragraph
16	(1) may be modified or revoked with respect to a
17	particular drug product upon a finding that—
18	"(A) applying the factors described in sub-
19	section (b) to the drug product, the drug prod-
20	uct is being diverted; or
21	"(B) there is a significant change in the
22	data that led to the issuance of the regula-
23	tion.''.
24	(2) CLERICAL AMENDMENT.—The table of con-
25	tents of the Comprehensive Drug Abuse Prevention

	C C
1	and Control Act of 1970 (84 Stat. 1236) is amended
2	by adding at the end of that portion relating to part
3	B of title II the following new item:
	"Sec. 204. Removal of exemption of certain drugs.".
4	(c) Regulation of Listed Chemicals.—Section
5	310 of the Controlled Substances Act (21 U.S.C. 830) is
6	amended—
7	(1) in subsection (a)(1)—
8	(A) by striking "precursor chemical" and
9	inserting ''list I chemical''; and
10	(B) in subparagraph (B), by striking ''an
11	essential chemical'' and inserting ''a list II
12	chemical"; and
13	(2) in subsection $(c)(2)(D)$, by striking "precur-
14	sor chemical" and inserting "chemical control".
15	SEC. 3. REGISTRATION REQUIREMENTS.
16	(a) RULES AND REGULATIONS.—Section 301 of the
17	Controlled Substances Act (21 U.S.C. 821) is amended
18	by striking the period and inserting "and to the registra-
19	tion and control of regulated persons and of regulated
20	transactions.".
21	(b) Persons Required To Register Under Sec-
22	TION 302.—Section 302 of the Controlled Substances Act
•••	

23 (21 U.S.C. 822) is amended—

1	(1) in subsection (a)(1), by inserting "or list I
2	chemical" after "controlled substance" each place it
3	appears;
4	(2) in subsection (b)—
5	(A) by inserting ''or list I chemicals'' after
6	"controlled substances"; and
7	(B) by inserting ''or chemicals'' after
8	"such substances";
9	(3) in subsection (c), by inserting ''or list I
10	chemical" after "controlled substance" each place it
11	appears; and
12	(4) in subsection (e), by inserting "or list I
13	chemicals" after "controlled substances".
14	(c) Registration Requirements Under Section
15	303.—Section 303 of the Controlled Substances Act (21
16	U.S.C. 823) is amended by adding at the end the following
17	new subsection:
18	''(h) The Attorney General shall register an applicant
19	to distribute a list I chemical unless the Attorney General
20	determines that registration of the applicant is inconsist-
21	ent with the public interest. Registration under this sub-
22	section shall not be required for the distribution of a drug
23	product that is exempted under section $102(39)(A)(iv)$. In
24	determining the public interest for the purposes of this
25	subsection, the Attorney General shall consider—

1	"(1) maintenance by the applicant of effective
2	controls against diversion of listed chemicals into
3	other than legitimate channels;
4	"(2) compliance by the applicant with applica-
5	ble Federal, State, and local law;
6	"(3) any prior conviction record of the appli-
7	cant under Federal or State laws relating to con-
8	trolled substances or to chemicals controlled under
9	Federal or State law;
10	"(4) any past experience of the applicant in the
11	manufacture and distribution of chemicals; and
12	"(5) such other factors as are relevant to and
13	consistent with the public health and safety.".
14	(d) Denial, Revocation, or Suspension of Reg-
15	ISTRATION.—Section 304 of the Controlled Substances
16	Act (21 U.S.C. 824) is amended—
17	(1) in subsection (a)—
18	(A) by inserting ''or a list I chemical''
19	after "controlled substance" each place it ap-
20	pears; and
21	(B) by inserting "or list I chemicals" after
22	"controlled substances";
23	(2) in subsection (b), by inserting ''or list I
24	chemical" after "controlled substance";

1	(3) in subsection (f), by inserting ''or list I
2	chemicals" after "controlled substances" each place
3	it appears; and
4	(4) in subsection (g)—
5	(A) by inserting ''or list I chemicals'' after
6	"controlled substances" each place it appears;
7	and
8	(B) by inserting ''or list I chemical'' after
9	"controlled substance" each place it appears.
10	(e) Persons Required To Register Under Sec-
11	TION 1007.—Section 1007 of the Controlled Substances
12	Import and Export Act (21 U.S.C. 957) is amended—
13	(1) in subsection (a)—
14	(A) in paragraph (1), by inserting ''or list
15	I chemical" after "controlled substance"; and
16	(B) in paragraph (2), by striking ''in
17	schedule I, II, III, IV, or V," and inserting "or
18	list I chemical,"; and
19	(2) in subsection (b)—
20	(A) in paragraph (1), by inserting ''or list
21	I chemical" after "controlled substance" each
22	place it appears; and
23	(B) in paragraph (2), by inserting ''or list
24	I chemicals" after "controlled substances".

1	(f) Registration Requirements Under Section
2	1008.—Section 1008 of the Controlled Substances Import
3	and Export Act (21 U.S.C. 958) is amended—
4	(1) in subsection (c)—
5	(A) by inserting ''(1)'' after ''(c)''; and
6	(B) by adding at the end the following new
7	paragraph:
8	''(2)(A) The Attorney General shall register an appli-
9	cant to import or export a list I chemical unless the Attor-
10	ney General determines that registration of the applicant
11	is inconsistent with the public interest. Registration under
12	this subsection shall not be required for the import or ex-
13	port of a drug product that is exempted under section
14	102(39)(A)(iv).
15	"(B) In determining the public interest for the pur-
16	poses of subparagraph (A), the Attorney General shall
17	consider the factors specified in section 303(h).";
18	(2) in subsection (d)—
19	(A) in paragraph (3), by inserting ''or list
20	I chemical or chemicals," after "substances,";
21	and
22	(B) in paragraph (6), by inserting ''or list
23	I chemicals" after "controlled substances" each
24	place it appears;

(3) in subsection (e), by striking "and 307"
 and inserting "307, and 310"; and
 (4) in subsections (f), (g), and (h), by inserting

4 "or list I chemicals" after "controlled substances"5 each place it appears.

6 (g) PROHIBITED ACTS C.—Section 403(a) of the 7 Controlled Substances Act (21 U.S.C. 843(a)) is amend-8 ed—

9 (1) by amending paragraphs (6) and (7) to 10 read as follows:

"(6) to possess any three-neck round-bottom 11 flask, tableting machine, encapsulating machine, or 12 gelatin capsule, or any equipment, chemical, prod-13 14 uct, or material which may be used to manufacture 15 a controlled substance or listed chemical, knowing, intending, or having reasonable cause to believe, that 16 17 it will be used to manufacture a controlled substance 18 or listed chemical in violation of this title or title III;

19 "(7) to manufacture, distribute, export, or im-20 port any three-neck round-bottom flask, tableting 21 machine, encapsulating machine, or gelatin capsule, 22 or any equipment, chemical, product, or material 23 which may be used to manufacture a controlled sub-24 stance or listed chemical, knowing, intending, or 25 having reasonable cause to believe, that it will be

used to manufacture a controlled substance or listed 1 chemical in violation of this title or title III or, in 2 3 the case of an exportation, in violation of this title 4 or title III or of the laws of the country to which it is exported;"; 5 6 (2) by striking the period at the end of paragraph (8) and inserting "; or"; and 7 (3) by adding at the end the following new 8 paragraph: 9 "(9) to distribute, import, or export a list I 10 11 chemical without the registration required by this 12 title or title III.". 13 SEC. 4. REPORTS BY BROKERS AND TRADERS; CRIMINAL 14 PENALTIES. 15 (a) NOTIFICATION, SUSPENSION OF SHIPMENT, AND PENALTIES WITH RESPECT TO IMPORTATION AND EX-16 PORTATION OF LISTED CHEMICALS.—Section 1018 of the 17 Controlled Substances Import and Export Act (21 U.S.C. 18 971) is amended by adding at the end the following new 19 20subsection: "(d) A person located in the United States who is 21 22 a broker or trader for an international transaction in a listed chemical that is a regulated transaction solely be-23 24 cause of that person's involvement as a broker or trader shall, with respect to that transaction, be subject to all 25

of the notification, reporting, recordkeeping, and other re quirements placed upon exporters of listed chemicals by
 this title and title II.".

4 (b) PROHIBITED ACTS A.—Section 1010(d) of the
5 Controlled Substances Import and Export Act (21 U.S.C.
6 960(d)) is amended to read as follows:

7 "(d) A person who knowingly or intentionally—

8 "(1) imports or exports a listed chemical with 9 intent to manufacture a controlled substance in vio-10 lation of this title or title II;

11 "(2) exports a listed chemical in violation of the 12 laws of the country to which the chemical is ex-13 ported or serves as a broker or trader for an inter-14 national transaction involving a listed chemical, if 15 the transaction is in violation of the laws of the 16 country to which the chemical is exported;

17 "(3) imports or exports a listed chemical know18 ing, or having reasonable cause to believe, that the
19 chemical will be used to manufacture a controlled
20 substance in violation of this title or title II; or

21 "(4) exports a listed chemical, or serves as a 22 broker or trader for an international transaction in-23 volving a listed chemical, knowing, or having reason-24 able cause to believe, that the chemical will be used 25 to manufacture a controlled substance in violation of the laws of the country to which the chemical is exported,

3 shall be fined in accordance with title 18, imprisoned not4 more than 10 years, or both.".

5 SEC. 5. EXEMPTION AUTHORITY; ANTISMUGGLING PROVI6 SION.

7 (a) NOTIFICATION REQUIREMENT.—Section 1018 of
8 the Controlled Substances Import and Export Act (21
9 U.S.C. 971), as amended by section 1505(a) of this Act,
10 is amended by adding at the end the following new sub11 section:

"(e)(1) The Attorney General may by regulation re-12 quire that the 15-day notification requirement of sub-13 section (a) apply to all exports of a listed chemical to a 14 specified country, regardless of the status of certain cus-15 tomers in such country as regular customers, if the Attor-16 ney General finds that such notification is necessary to 17 support effective chemical diversion control programs or 18 is required by treaty or other international agreement to 19 which the United States is a party. 20

21 "(2) The Attorney General may by regulation waive 22 the 15-day notification requirement for exports of a listed 23 chemical to a specified country if the Attorney General 24 determines that such notification is not required for effec-25 tive chemical diversion control. If the notification require1 ment is waived, exporters of the listed chemical shall be
2 required to submit to the Attorney General reports of indi3 vidual exportations or periodic reports of such exportation
4 of the listed chemical, at such time or times and contain5 ing such information as the Attorney General shall estab6 lish by regulation.

"(3) The Attorney General may by regulation waive 7 8 the 15-day notification requirement for the importation of 9 a listed chemical if the Attorney General determines that 10 such notification is not necessary for effective chemical diversion control. If the notification requirement is waived, 11 importers of the listed chemical shall be required to submit 12 to the Attorney General reports of individual importations 13 or periodic reports of the importation of the listed chemi-14 cal, at such time or times and containing such information 15 as the Attorney General shall establish by regulation.". 16

(b) PROHIBITED ACTS A.—Section 1010(d) of the
Controlled Substances Import and Export Act (21 U.S.C.
960(d)), as amended by section 4(b) of this Act, is amended—

21 (1) by striking "or" at the end of paragraph22 (3);

23 (2) by striking the comma at the end of para-24 graph (4) and inserting a semicolon; and

1 (3) by adding at the end the following new 2 paragraphs:

"(5) imports or exports a listed chemical, with 3 4 the intent to evade the reporting or recordkeeping requirements of section 1018 applicable to such im-5 portation or exportation by falsely representing to 6 the Attorney General that the importation or expor-7 tation qualifies for a waiver of the 15-day notifica-8 9 tion requirement granted pursuant to section 1018(e) (2) or (3) by misrepresenting the actual 10 11 country of final destination of the listed chemical or the actual listed chemical being imported or ex-12 13 ported; or

14 "(6) imports or exports a listed chemical in vio-15 lation of section 1007 or 1018,".

16 SEC. 6. ADMINISTRATIVE INSPECTIONS AND AUTHORITY.

17 Section 510 of the Controlled Substances Act (2118 U.S.C. 880) is amended—

19 (1) by amending subsection (a)(2) to read as20 follows:

"(2) places, including factories, warehouses,
and other establishments, and conveyances, where
persons registered under section 303 (or exempt
from registration under section 302(d) or by regulation of the Attorney General) or regulated persons

may lawfully hold, manufacture, distribute, dispense, 1 2 administer, or otherwise dispose of controlled substances or listed chemicals or where records relating 3 to those activities are maintained."; and 4 (2) in subsection (b)(3)— 5 (A) in subparagraph (B), by inserting ", 6 listed chemicals," after "unfinished drugs"; and 7 (B) in subparagraph (C), by inserting "or 8 listed chemical" after "controlled substance" 9 and inserting "or chemical" after "such sub-10 11 stance".

12 SEC. 7. THRESHOLD AMOUNTS.

13 Section 102(39)(A) of the Controlled Substances Act (21 U.S.C. 802(39)(A)), as amended by section 2, is 14 amended by inserting "a listed chemical, or if the Attorney 15 General establishes a threshold amount for a specific listed 16 chemical," before "a threshold amount, including a cumu-17 lative threshold amount for multiple transactions". 18

19 SEC. 8. AMENDMENTS TO LIST I.

Section 102(34) of the Controlled Substances Act (21 20 U.S.C. 802(34)) is amended— 21

(1) by striking subparagraphs (O), (U), and 22 (W); 23

(2) by redesignating subparagraphs (P) through 24 25 (T) as (O) through (S), subparagraph (V) as (T),

1	and subparagraphs (X) and (Y) as (U) and (X), re-
2	spectively;
3	(3) in subparagraph (X), as redesignated by
4	paragraph (2), by striking ''(X)'' and inserting
5	"(U)"; and
6	(4) by inserting after subparagraph (U), as re-
7	designated by paragraph (2), the following new sub-
8	paragraphs:
9	''(V) benzaldehyde.
10	"(W) nitroethane.".
11	SEC. 9. ELIMINATION OF REGULAR SUPPLIER STATUS AND
12	CREATION OF REGULAR IMPORTER STATUS.
13	(a) DEFINITION.—Section $102(37)$ of the Controlled
14	Substances Act (21 U.S.C. 802(37)) is amended to read
15	as follows:
16	"(37) The term 'regular importer' means, with re-
17	spect to a listed chemical, a person that has an established
18	record as an importer of that listed chemical that is re-
19	ported to the Attorney General.".
20	(b) NOTIFICATION.—Section 1018 of the Controlled
21	Substances Act (21 U.S.C. 971) is amended—
22	(1) in subsection (b)—
23	(A) in paragraph (1) by striking ''regular
24	supplier of the regulated person" and inserting
25	"to an importation by a regular importar"; and

25 "to an importation by a regular importer"; and

1	(B) in paragraph (2)—
2	(i) by striking ''a customer or supplier
3	of a regulated person" and inserting "a
4	customer of a regulated person or to an
5	importer"; and
6	(ii) by striking ''regular supplier'' and
7	inserting ''the importer as a regular im-
8	porter"; and
9	(2) in subsection $(c)(1)$ by striking "regular
10	supplier" and inserting "regular importer".
11	SEC. 10. REPORTING OF LISTED CHEMICAL MANUFACTUR-
12	ING.
13	Section 310(b) of the Controlled Substances Act (21
14	U.S.C. 830(b)) is amended—
15	(1) by inserting ''(1)'' after ''(b)'';
16	(2) by redesignating paragraphs (1), (2), (3),
17	
	and (4) as subparagraphs (A), (B), (C), and (D), re-
18	and (4) as subparagraphs (A), (B), (C), and (D), re- spectively;
18 19	
	spectively;
19	spectively; (3) by striking ''paragraph (1)'' each place it
19 20	spectively; (3) by striking "paragraph (1)" each place it appears and inserting "subparagraph (A)";
19 20 21	spectively; (3) by striking "paragraph (1)" each place it appears and inserting "subparagraph (A)"; (4) by striking "paragraph (2)" and inserting

(6) by adding at the end the following new
 paragraph:

"(2) A regulated person that manufactures a 3 listed chemical shall report annually to the Attorney 4 General, in such form and manner and containing 5 such specific data as the Attorney General shall pre-6 scribe by regulation, information concerning listed 7 chemicals manufactured by the person. The require-8 ment of the preceding sentence shall not apply to the 9 manufacture of a drug product that is exempted 10 under section 102(39)(A)(iv).". 11

12 SEC. 11. EFFECTIVE DATE.

13 This Act and the amendments made by this Act shall 14 take effect on the date that is 120 days after the date 15 of enactment of this Act.

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