106TH CONGRESS 2D SESSION

H. R. 3886

To combat international money laundering, and for other purposes.

IN THE HOUSE OF REPRESENTATIVES

March 9, 2000

Mr. Leach (for himself, Mr. Lafalce, Mrs. Roukema, and Mr. Vento) introduced the following bill; which was referred to the Committee on Banking and Financial Services

A BILL

To combat international money laundering, 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; TABLE OF CONTENTS.
- 4 (a) Short Title.—This Act may be cited as the
- 5 "International Counter-Money Laundering Act of 2000".
- 6 (b) Table of Contents for
- 7 this Act is as follows:
 - Sec. 1. Short title; table of contents.
 - Sec. 2. Findings and purposes.

TITLE I—INTERNATIONAL COUNTER-MONEY LAUNDERING MEASURES

Sec. 101. Special measures for jurisdictions, financial institutions, or international transactions of primary money laundering concern.

TITLE II—CURRENCY TRANSACTION REPORTING AMENDMENTS AND RELATED IMPROVEMENTS

Sec. 201. Amendments relating to reporting of suspicious activities.

Sec. 202. Penalties for violations of geographic targeting orders and certain recordkeeping requirements, and lengthening effective period of geographic targeting orders.

Sec. 203. Authorization to include suspicions of illegal activity in written employment references.

1 SEC. 2. FINDINGS AND PURPOSES.

- 2 (a) FINDINGS.—The Congress finds as follows:
- (1) International money laundering provides the financial fuel that permits international criminal enterprises to conduct and expand their operations to the detriment of the safety and security of American citizens.
 - (2) Money launderers subvert legitimate financial mechanisms and banking relationships by using them as protective covering for the movement of criminal proceeds and, by so doing, can undermine the integrity of our financial institutions and of the global financial and trading systems upon which our prosperity and growth depend.
 - (3) Money launderers rely upon the existence and use of certain jurisdictions outside the United States that offer bank secrecy and special tax or regulatory advantages to nonresidents, and often complement those advantages with weak financial supervisory and regulatory regimes.

8

9

10

11

12

13

14

15

16

17

18

19

- (4) Certain kinds of transactions involving such offshore jurisdictions—for example, those trans-actions specifically designed to offer anonymity or the avoidance of regulatory scrutiny—make it even more difficult for law enforcement and regulators to follow the trail of money earned by criminals who traffic in human misery, whether they are narcotics dealers, pornographers, terrorists, arms smugglers, or those whose frauds prey upon law abiding citi-zens.
 - (5) Certain banking relationships between financial institutions in the United States and financial institutions located in such offshore jurisdictions, such as correspondent and payable-through accounts, are particularly vulnerable to abuse because of the difficulty in obtaining accurate information about the beneficial owners whose funds pass through such accounts.
 - (6) The ability to mount effective counter-measures to international money launderers requires national, as well as bilateral and multilateral action, using tools specially designed for that use.
- 23 (b) Purposes.—The purposes of this Act are as follows:

- (1) To ensure that banking transactions and fi-nancial relationships, the conduct of such trans-actions and relationships, or both, do not contravene the purposes of subchapter II of chapter 53 of title 31, United States Code, section 21 of the Federal Deposit Insurance Act, and chapter 2 of title I of Public Law 91–508, or facilitate the evasion of any such provision, to ensure that the purposes of such subchapter II continue to be fulfilled, and to guard against international money laundering and other fi-nancial crimes.
 - (2) To provide a clear national mandate for subjecting to special scrutiny those foreign jurisdictions, financial institutions operating outside the United States, and classes of international transactions that pose particular, identifiable opportunities for money laundering.
 - (3) To provide the Secretary of the Treasury with broad discretionary authority to take certain measures tailored to the particular money laundering problems presented by specific foreign jurisdictions, financial institutions operating outside the United States, and classes of international transactions.

- 1 (4) To provide domestic financial institutions 2 with guidance on which foreign jurisdictions, finan-3 cial institutions operating outside the United States, 4 and classes of international transactions are of pri-5 mary money laundering concern to the United States 6 government.
 - (5) To encourage the filing of suspicious activity reports by financial institutions by improving the terms of the safe harbor from civil liability for filing such reports.
 - (6) To strengthen the Secretary's authority to issue and administer geographic targeting orders, and to clarify that violations of such orders or any other requirement imposed under the authority contained in chapter 2 of title I of Public Law 91–508 and subchapters II and III of chapter 53 of title 31, United States Code, may result in criminal and civil penalties.
 - (7) To strengthen the ability of financial institutions to maintain the integrity of their employee population.

1	TITLE I—INTERNATIONAL COUN-
2	TER-MONEY LAUNDERING
3	MEASURES
4	SEC. 101. SPECIAL MEASURES FOR JURISDICTIONS, FINAN-
5	CIAL INSTITUTIONS, OR INTERNATIONAL
6	TRANSACTIONS OF PRIMARY MONEY LAUN-
7	DERING CONCERN.
8	(a) In General.—Subchapter II of chapter 53 of
9	title 31, United States Code, is amended by inserting after
10	section 5318 the following new section:
11	" \S 5318A. Special measures for jurisdictions, financial
12	institutions, or international transactions
13	of primary money laundering concern
14	"(a) International Counter-Money Laun-
15	DERING REQUIREMENTS.—
16	"(1) IN GENERAL.—The Secretary may require
17	domestic financial institutions and domestic financial
18	agencies to take 1 or more of the special measures
19	described in subsection (b) if the Secretary finds
20	that reasonable grounds exist for concluding that a
21	jurisdiction outside the United States, 1 or more fi-
22	nancial institutions operating outside the United
23	States, or 1 or more classes of transactions within
24	or involving a jurisdiction outside the United States

1	is of primary money laundering concern, in accord-
2	ance with subsection (c).
3	"(2) Form of requirement.—The special
4	measures described in subsection (b) may be im-
5	posed by regulation, order, or otherwise as permitted
6	by law, and in such sequence or combination, as the
7	Secretary shall determine.
8	"(3) Process.—
9	"(A) In GENERAL.—In selecting which
10	special measure or measures to take under this
11	subsection, the Secretary shall consult with the
12	Chairman of the Board of Governors of the
13	Federal Reserve System.
14	"(B) Factors.—The Secretary also shall
15	consider—
16	"(i) whether similar action has been
17	or is being taken by other nations or multi-
18	lateral groups;
19	"(ii) whether the imposition of any
20	particular special measure would create a
21	significant competitive disadvantage for fi-
22	nancial institutions organized in the
23	United States; and
24	"(iii) the extent to which the action
25	would have a significant adverse systemic

1	impact on the international payment, clear-
2	ance and settlement system, or on legiti-
3	mate business activities involving the par-
4	ticular jurisdiction.
5	"(4) No limitation on other authority.—

"(4) NO LIMITATION ON OTHER AUTHORITY.—
This section shall not be construed as superseding or otherwise restricting any other authority granted to the Secretary, or to any other agency, by this subchapter or otherwise.

"(b) Special Measures.—The special measures referred to in subsection (a), with respect to a jurisdiction outside the United States, financial institution operating outside the United States, or class of transaction within or involving a jurisdiction outside the United States, are as follows:

"(1) RECORDKEEPING AND REPORTING OF CERTAIN FINANCIAL TRANSACTIONS.—

"(A) IN GENERAL.—The Secretary may require a domestic financial institution or domestic financial agency to maintain records, file reports, or both, concerning the aggregate amount of transactions, or concerning each transaction, with respect to a jurisdiction outside the United States, 1 or more financial institutions operating outside the United States,

6

7

8

9

16

17

18

19

20

21

22

23

24

1	or 1 or more classes of transactions within or
2	involving a jurisdiction outside the United
3	States, if the Secretary finds any such jurisdic-
4	tion, institution, or transaction to be of primary
5	money laundering concern.
6	"(B) Form of records and reports.—
7	Such records and reports shall be made and re-
8	tained at such time, in such manner, and for
9	such period of time, as the Secretary shall de-
10	termine, and shall include such information as
11	the Secretary may determine, including—
12	"(i) the identity and address of the
13	participants in a transaction or relation-
14	ship, including the identity of the origi-
15	nator of any funds transfer;
16	"(ii) the legal capacity in which a par-
17	ticipant in any transaction is acting;
18	"(iii) the identity of the beneficial
19	owner of the funds involved in any trans-
20	action; and
21	"(iv) a description of any transaction.
22	"(2) Identification of Beneficial
23	OWNER.—The Secretary may require any domestic
24	financial institution or domestic financial agency to
25	obtain and retain information concerning the iden-

tity of each beneficial owner, and any agent of such beneficial owner, of any account opened or maintained in the United States by a foreign person (other than a foreign entity some or all of whose shares are publicly-traded), or a representative of such a foreign person, that involves a jurisdiction outside the United States, 1 or more financial institutions operating outside the United States, or 1 or more classes of transactions within or involving a jurisdiction outside the United States, if the Secretary finds any such jurisdiction, institution, or transaction to be of primary money laundering concern.

"(3) Information relating to certain payable-through accounts.—If the Secretary finds a jurisdiction outside the United States, 1 or more financial institutions operating outside the United States, or 1 or more classes of transactions within or involving a jurisdiction outside the United States to be of primary money laundering concern, the Secretary may require any domestic financial institution or domestic financial agency that opens or maintains a payable-through account in the United States for a foreign financial institution involving any such jurisdiction or any such financial institution operating outside the United States, or a payable-through account in the United States.

count through which any such transaction may be conducted, as a condition of opening or maintaining such account, to—

"(A) identify each customer (and representative of such customer) of such financial institution who is permitted to use, or whose transactions are routed through, such payable-through account; and

"(B) obtain, with respect to each such customer (and each such representative), the same information that the depository institution obtains in the ordinary course of business with respect to customers residing in the United States.

"(4) Information relating to certain correspondent accounts.—If the Secretary finds a jurisdiction outside the United States, 1 or more financial institutions operating outside the United States, or 1 or more classes of transactions within or involving a jurisdiction outside the United States to be of primary money laundering concern, the Secretary may require any domestic financial institution or domestic financial agency that opens or maintains a correspondent account in the United States for a foreign financial institution involving any such juris-

diction or any such financial institution operating outside the United States, or a correspondent account through which any such transaction may be conducted, as a condition of opening or maintaining such account, to—

- "(A) identify each customer (and representative of such customer) of any such financial institution who is permitted to use, or whose transactions are routed through, such correspondent account; and
- "(B) obtain, with respect to each such customer (and each such representative), the same information that the depository institution obtains in the ordinary course with respect to customers residing in the United States.
- "(5) Prohibitions or conditions on openING OR MAINTAINING CERTAIN CORRESPONDENT OR
 PAYABLE-THROUGH ACCOUNTS.—If the Secretary
 finds a jurisdiction outside the United States, 1 or
 more financial institutions operating outside the
 United States, or 1 or more classes of transactions
 within or involving a jurisdiction outside the United
 States to be of primary money laundering concern,
 the Secretary, in consultation with the Secretary of
 State and the Attorney General, may prohibit, or

impose conditions upon, the opening or maintaining
in the United States of a correspondent account or
payable-through account by a domestic financial institution or domestic financial agency for or on behalf of a foreign banking institution if such correspondent account or payable-through account involves any such jurisdiction or institution, or if any
such transaction may be conducted through such

"(c) Information To Be Considered in Finding
 Jurisdictions, Institutions, or Transactions To Be
 of Primary Money Laundering Concern.—

correspondent account or payable-through account.

"(1) IN GENERAL.—In making a finding that reasonable grounds exist for concluding that a jurisdiction outside the United States, 1 or more financial institutions operating outside the United States, or 1 or more classes of transactions within or involving a jurisdiction outside the United States is of primary money laundering concern so as to allow the Secretary to invoke 1 or more of the special measures of subsection (b), the Secretary shall consult with the Secretary of State and the Attorney General.

"(2) Information.—The Secretary also shall consider such information as the Secretary considers

1	to be relevant, including the following potentially rel-
2	evant factors:
3	"(A) In the case of a particular
4	jurisdiction—
5	"(i) the extent to which that jurisdic-
6	tion or financial institutions operating
7	therein offer bank secrecy or special tax or
8	regulatory advantages to nonresidents or
9	nondomiciliaries of such jurisdiction;
10	"(ii) the substance and quality of ad-
11	ministration of the jurisdiction's bank su-
12	pervisory and counter-money laundering
13	laws;
14	"(iii) the relationship between the vol-
15	ume of financial transactions occurring in
16	that jurisdiction and the size of the juris-
17	diction's economy;
18	"(iv) the extent to which the jurisdic-
19	tion is characterized as a tax haven or off-
20	shore banking or secrecy haven by credible
21	international organizations or multilateral
22	expert groups; and
23	"(v) the experience of United States
24	law enforcement officials, regulatory offi-
25	cials, and tax administrators in obtaining

1	information about transactions originating
2	in or routed through or to such jurisdic-
3	tions;
4	"(B) In the case of a decision to apply 1
5	or more of the special measures described in
6	subsection (b) only to a financial institution or
7	institutions, or to a transaction or class of
8	transactions, or to both, within or involving a
9	particular jurisdiction—
10	"(i) the extent to which such financial
11	institutions or transactions are used to fa-
12	cilitate or promote money laundering in or
13	through the jurisdiction;
14	"(ii) the extent to which such institu-
15	tions or transactions are used for legiti-
16	mate business purposes in such jurisdic-
17	tion; and
18	"(iii) the extent to which such action
19	is sufficient to ensure, with respect to
20	transactions involving such jurisdiction and
21	institutions operating in such jurisdiction,
22	that the purposes of this subchapter con-
23	tinue to be fulfilled, and to guard against
24	international money laundering and other
25	financial crimes.

1	"(d) Definitions.—Notwithstanding any other pro-
2	vision of this subchapter, for purposes of this section, the
3	following definitions shall apply:
4	"(1) Defined Terms.—
5	"(A) BANK DEFINITIONS.—The following
6	definitions shall apply with respect to a bank:
7	"(i) ACCOUNT.—The term 'account'—
8	"(I) means a formal banking or
9	business relationship established to
10	provide regular services, dealings, and
11	other financial transactions; and
12	"(II) includes a demand deposit,
13	savings deposit, or other transaction
14	or asset account and a credit account
15	or other extension of credit.
16	"(ii) Correspondent account.—
17	The term 'correspondent account' means
18	an account established to receive deposits
19	from and make payments on behalf of a
20	correspondent bank.
21	"(iii) Correspondent bank.—The
22	term 'correspondent bank' means a deposi-
23	tory institution that accepts deposits from
24	another financial institution and provides

1	services	on	behalf	of	such	other	financial
2	institutio	n.					

- "(B) Definitions applicable to institutions other than a banks.—With respect to any financial institution other than a bank, the Secretary shall define, by regulation, order, or otherwise as permitted by law, the term 'account' and shall include within the meaning of such term arrangements similar to payable-through and correspondent accounts.
- "(2) OTHER TERMS.—The Secretary may, by regulation, order, or otherwise as permitted by law, further define the terms in paragraph (1) and define other terms for the purposes of this section, as the Secretary deems appropriate.".
- 16 (b) CLERICAL AMENDMENT.—The table of sections
 17 for subchapter II of chapter 53 of title 31, United States
 18 Code, is amended by inserting after the item relating to
 19 section 5318 the following new item:

"5318A. Special measures for jurisdictions, financial institutions, or international transactions of primary money laundering concern.".

3

4

5

6

7

8

9

1	TITLE II—CURRENCY TRANS-
2	ACTION REPORTING AMEND-
3	MENTS AND RELATED IM-
4	PROVEMENTS
5	SEC. 201. AMENDMENTS RELATING TO REPORTING OF SUS-
6	PICIOUS ACTIVITIES.
7	(a) Amendment Relating to Civil Liability Im-
8	MUNITY FOR DISCLOSURES.—Section 5318(g)(3) of title
9	31, United States Code, is amended to read as follows:
10	"(3) Liability for disclosures.—
11	"(A) In General.—Notwithstanding any
12	other provision of law—
13	"(i) any financial institution that—
14	"(I) makes a voluntary disclosure
15	of any possible violation of law or reg-
16	ulation to a government agency; or
17	"(II) makes a disclosure pursu-
18	ant to this subsection or any other au-
19	thority;
20	"(ii) any director, officer, employee, or
21	agent of such institution who makes, or re-
22	quires another to make any such disclo-
23	sure; and
24	"(iii) any independent public account-
25	ant who audits any such financial institu-

1	tion and makes a disclosure described in
2	clause (i),
3	shall not be liable to any person under any law
4	or regulation of the United States, any con-
5	stitution, law, or regulation of any State or po-
6	litical subdivision of any State, or under any
7	contract or other legally enforceable agreement
8	(including any arbitration agreement), for such
9	disclosure or for any failure to notify the person
10	who is the subject of such disclosure or any
11	other person identified in the disclosure.
12	"(B) Exception.—Subparagraph (A)
13	shall not apply to a disclosure or communica-
14	tion required under Federal securities law,
15	other than provisions of law that specifically
16	refer to subchapter II of chapter 53 of title 31
17	United States Code.
18	"(C) Rule of Construction.—Subpara-
19	graph (A) shall not be construed as creating—
20	"(i) any inference that the term 'per-
21	son', as used in such subparagraph, may
22	be construed more broadly than its ordi-
23	nary usage so to include any government
24	or agency of government; or

1	"(ii) any immunity against, or other-
2	wise affecting, any civil or criminal action
3	brought by any government or agency of
4	government to enforce any constitution,
5	law, or regulation of such government or
6	agency."
7	(b) Prohibition on Notification of Disclo-
8	SURES.—Section 5318(g)(2) of title 31, United States
9	Code, is amended to read as follows:
10	"(2) Notification prohibited.—
11	"(A) IN GENERAL.—If a financial institu-
12	tion, any director, officer, employee, or agent of
13	any financial institution, or any independent
14	public accountant who audits any financial in-
15	stitution, voluntarily or pursuant to this section
16	or any other authority, reports a suspicious
17	transaction to a government agency—
18	"(i) the financial institution, director,
19	officer, employee, agent, or accountant
20	may not notify any person involved in the
21	transaction that the transaction has been
22	reported; and
23	"(ii) no officer or employee of the
24	Federal Government or of any state, local,
25	tribal, or territorial government within the

United States, who has any knowledge that such report was made may disclose to any person involved in the transaction that the transaction has been reported other than as necessary to fulfill any such person's

6 duties as required by law.

1

2

3

7

8

9

10

11

12

13

14

15

16

17

18

19

20

21

22

23

24

"(B) DISCLOSURES IN CERTAIN EMPLOY-MENT REFERENCES.—Notwithstanding the application of subparagraph (A) in any other context, subparagraph (A) shall not be construed as prohibiting any financial institution, or any director, officer, employee, or agent of such institution, from including, in a written employment reference that is provided in accordance with section 18(v) of the Federal Deposit Insurance Act in response to a request from another financial institution or a written termination notice or employment reference that is provided in accordance with the rules of the self-regulatory organizations registered with the Securities and Exchange Commission, information that was included in a report to which subparagraph (A) applies, but such written employment reference may not disclose that such informa-

1	tion was also included in any such report or
2	that such report was made.".
3	SEC. 202. PENALTIES FOR VIOLATIONS OF GEOGRAPHIC
4	TARGETING ORDERS AND CERTAIN RECORD-
5	KEEPING REQUIREMENTS, AND LENGTH-
6	ENING EFFECTIVE PERIOD OF GEOGRAPHIC
7	TARGETING ORDERS.
8	(a) Civil Penalty for Violation of Targeting
9	Order.—Section 5321(a)(1) of title 31, United States
10	Code, is amended—
11	(1) by inserting "or order issued" after "sub-
12	chapter or a regulation prescribed"; and
13	(2) by inserting ", or willfully violating a regu-
14	lation prescribed under section 21 of the Federal
15	Deposit Insurance Act or section 123 of Public Law
16	91–508," after "section 5314 and 5315)".
17	(b) Criminal Penalties for Violation of Tar-
18	GETING ORDER.—Section 5322 of title 31, United States
19	Code, is amended—
20	(1) in subsection (a)—
21	(A) by inserting "or order issued" after
22	"willfully violating this subchapter or a regula-
23	tion prescribed"; and
24	(B) by inserting ", or willfully violating a
25	regulation prescribed under section 21 of the

1 Federal Deposit Insurance Act or section 123 of Public Law 91-508," after "under section 2 3 5315 or 5324),"; 4 (2) in subsection (b)— (A) by inserting "or order issued" after 5 6 "willfully violating this subchapter or a regula-7 tion prescribed"; and (B) by inserting "or willfully violating a 8 9 regulation prescribed under section 21 of the 10 Federal Deposit Insurance Act or section 123 of Public Law 91–508," after "under section 11 12 5315 or 5324),". 13 (c) STRUCTURING TRANSACTIONS TO EVADE TAR-14 GETING ORDER OR CERTAIN RECORDKEEPING REQUIRE-15 MENTS.—Section 5324(a) of title 31, United States Code, 16 is amended— 17 (1) by inserting a comma after "shall"; 18 (2) by striking "section—" and inserting "sec-19 tion, the reporting or recordkeeping requirements 20 imposed by any order issued under section 5326, or 21 the recordkeeping requirements imposed by any reg-22 ulation prescribed under section 21 of the Federal 23 Deposit Insurance Act or section 123 of Public Law 91-508—"; 24

(3) in paragraph (1) by inserting ", to file a re-1 2 port or to maintain a record required by an order 3 issued under section 5326, or to maintain a record 4 required pursuant to any regulation prescribed 5 under section 21 of the Federal Deposit Insurance 6 Act or section 123 of Public Law 91–508" after 7 "regulation prescribed under any such section"; and (4) in paragraph (2) by inserting ", to file a re-8

- (4) in paragraph (2) by inserting ", to file a report or to maintain a record required by any order issued under section 5326, or to maintain a record required pursuant to any regulation prescribed under section 5326, or to maintain a record required pursuant to any regulation prescribed under section 21 of the Federal Deposit Insurance Act or section 123 of Public Law 91–508," after "regulation prescribed under any such section".
- 17 (d) Lengthening Effective Period of Geo-18 Graphic Targeting Orders.—Section 5326(d) of title 19 31, United States Code, is amended by striking "60" after 20 "shall be effective for more than" and inserting "180".

9

10

11

12

13

14

15

1	SEC. 203. AUTHORIZATION TO INCLUDE SUSPICIONS OF IL-
2	LEGAL ACTIVITY IN WRITTEN EMPLOYMENT
3	REFERENCES.
4	Section 18 of the Federal Deposit Insurance Act (12
5	U.S.C. 1828) is amended by adding at the end the fol-
6	lowing new paragraph:
7	"(v) Written Employment References May
8	CONTAIN SUSPICIONS OF INVOLVEMENT IN ILLEGAL AC-
9	TIVITY.—
10	"(1) In general.—Notwithstanding any other
11	provision of law, any insured depository institution,
12	and any director, officer, employee, or agent of such
13	institution, may disclose in any written employment
14	reference relating to a current or former institution-
15	affiliated party of such institution which is provided
16	to another insured depository institution in response
17	to a request from such other institution, information
18	concerning the possible involvement of such institu-
19	tion-affiliated party in potentially unlawful activity."