### Calendar No. 241 S. 1177

108th CONGRESS 1st Session

To ensure the collection of all cigarette taxes, and for other purposes.

#### IN THE SENATE OF THE UNITED STATES

#### JUNE 3, 2003

Mr. HATCH (for himself, Mr. KOHL, Mr. GRASSLEY, Mr. SESSIONS, Mr. CHAMBLISS, Mr. LEAHY, Mr. KENNEDY, Mr. DEWINE, and Mr. REID) introduced the following bill; which was read twice and referred to the Committee on the Judiciary

JULY 31 (legislative day, JULY 21), 2003

Reported by Mr. HATCH, with an amendment and an amendment to the title [Strike out all after the enacting clause and insert the part printed in italic]

#### A BILL

To ensure the collection of all cigarette taxes, 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 "Prevent All Cigarette

5 Trafficking Act" or "PACT Act".

1	SEC. 2. COLLECTION OF STATE CIGARETTE TAXES.
2	(a) DEFINITIONS.—Section 1 of the Act of October
3	19, 1949 (15 U.S.C. 375; commonly referred to as the
4	"Jenkins Act"), is amended—
5	(1) in paragraph $(1)$ , by inserting "and other
6	legal entities" after "individuals";
7	(2) by striking paragraph $(3)$ ;
8	(3) by redesignating paragraphs $(4)$ through
9	(7) as paragraphs (3) through (6), respectively; and
10	(4) by adding at the end the following new
11	<del>paragraphs:</del>
12	"(7) The term 'delivery sale' means any sale of
13	cigarettes to a consumer if—
14	${}$ (A) the consumer submits the order for
15	such sale by means of a telephone or other
16	method of voice transmission, the mails, or the
17	Internet or other online service; or
18	"(B) the eigarettes are delivered by use of
19	a common carrier.
20	"(8) The term 'common carrier' means any per-
21	son (other than a local messenger service or the
22	United States Postal Service (as defined in section
23	102 of title 39, United States Code)) that holds
24	itself out to the general public as a provider for hire
25	of the transportation by water, land, or air of mer-
26	chandise, whether or not the person actually oper-
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1	ates the vessel, vehicle, or aircraft by which the
2	transportation is provided, between a port or place
3	and a port or place in the United States.".
4	(b) Reports to State Tobacco Tax Administra-
5	TORS.—Section 2 of that Act (15 U.S.C. 376) is amend-
6	ed—
7	(1) in subsection $(a)$ —
8	(A) by striking "or transfers" and insert-
9	ing ", transfers, or ships"; and
10	(B) by striking "to other than a dis-
11	tributor licensed by or located in such State,";
12	and
13	(2) in subsection $(b)$ —
14	(A) by striking "(1)"; and
15	(B) by striking ", and $(2)$ " and all that
16	follows and inserting a period.
17	(c) Requirements for Delivery Sales.—That
18	Act is further amended by inserting after section 2 the
19	following new section:
20	"SEC. 2A. (a) Each person making a delivery sale
21	into a State shall comply with—
22	${}(1)$ the shipping requirements set forth in sub-
23	section (b);
24	$\frac{2}{2}$ the recordkeeping requirements set forth
25	in subsection (c); and

1	"(3) all laws of the State generally applicable to
2	sales of cigarettes that occur entirely within the
3	State, including laws imposing—
4	"(A) excise taxes;
5	<sup>"(B)</sup> sales taxes;
6	"(C) licensing and tax-stamping require-
7	ments; and
8	"(D) other payment obligations.
9	"(b)(1) Each person who takes a delivery sale order
10	shall include on the bill of lading included with the ship-
11	ping package containing cigarettes sold pursuant to such
12	order a clear and conspicuous statement providing as fol-
13	lows: 'CIGARETTES: FEDERAL LAW REQUIRES
14	THE PAYMENT OF ALL APPLICABLE EXCISE
15	AND SALES TAXES, AND COMPLIANCE WITH AP-
16	PLICABLE LICENSING AND TAX-STAMPING OB-
17	LIGATIONS'.

18 "(2) Any shipping package described in paragraph
19 (1) that is not labeled in accordance with that paragraph
20 shall be treated as non-deliverable matter by common car21 riers.

22 "(c)(1) Each person making delivery sales into a
23 State shall keep a record of all delivery sales so made,
24 organized by State into which such delivery sales are so
25 made.

"(2) Records of delivery sales shall be kept under
 paragraph (1) in the year in which made and for the next
 four years.

4 "(3) Records kept under paragraph (1) shall be made
5 available to tobacco tax administrators of the States in
6 order to ensure the compliance of persons making delivery
7 sales with the requirements of this Act.

8 "(d) Each State shall have the authority to require
9 any person making a delivery sale of eigarettes into such
10 State—

11 <u>"(1) to collect or pay the taxes referred to in</u>
12 subsection (a)(3); and

13 "(2) to provide evidence that the manufacturer
14 of the eigarettes sold in such State is in compliance
15 with all Federal, State, or local laws generally appli16 cable to the sale or distribution of eigarettes.".

17 (d) PENALTIES.—Section 3 of that Act (15 U.S.C.
18 377) is amended—

19 (1) by inserting "(a)" before "Whoever";

20 (2) in subsection (a), as so designated, by strik21 ing "shall be guilty of a misdemeanor and shall be
22 fined not more than \$1,000, or imprisoned not more
23 than 6 months" and inserting "shall be fined not
24 more than \$100,000, imprisoned not more than 2
25 years"; and

1 (3) by adding at the end the following new sub-2 section:

3 "(b)(1) Wheever violates any provision of this Act 4 shall be subject to a civil penalty in an amount not to 5 exceed 2 percent of the gross sales of eigarettes of such 6 person during the one-year period ending on the date of 7 the violation.

8 "(2) A civil penalty under paragraph (1) for a viola-9 tion of this Act is in addition to any criminal penalty 10 under subsection (a) for the violation.".

(e) INJUNCTIONS.—Section 4 of that Act (15 U.S.C.
378) is amended—

13 (1) by inserting "(a)" before "The United
14 States district courts"; and

15 (2) by adding at the end the following new sub16 sections:

17 "(b)(1) A State, through its attorney general, or any 18 person who holds a permit under section 5712 of the In-19 ternal Revenue Code of 1986, may bring an action in the 20 United States district courts to prevent and restrain viola-21 tions of this Act by any person (or by any person control-22 ling such person).

23 "(2) Nothing in this section shall be construed to pro24 hibit an authorized State official from proceeding in State
25 court on the basis of an alleged violation of State law.

1 "(c) The Attorney General, acting through the Direc-2 tor of the Bureau of Alcohol, Tobacco, Firearms, and Explosives, shall administer and enforce the provisions of this 3 4 Act.". 5 SEC. 3. TREATMENT OF CIGARETTES AS NONMAILABLE 6 MATTER. 7 Section 1716 of title 18, United States Code, is amended-8 9 (1) by redesignating subsection (j) as sub-10 section (k); and 11 (2) by inserting after subsection (i) the fol-12 lowing new subsection (j): 13 "(j) The transmission in the mails of eigarettes (as that term is defined in section 2341(1) of this title) for 14 purposes of sale is prohibited, and eigentees for such pur-15 poses are nonmailable and shall not be deposited in or ear-16 17 ried through the mails.". 18 SEC. 4. PENAL PROVISIONS REGARDING TRAFFICKING IN 19 CONTRABAND CIGARETTES. 20 (a) THRESHOLD QUANTITY FOR TREATMENT AS CONTRABAND. (1) Section 2341(2) of title 18, United 21 22 States Code, is amended by striking "60,000 eigarettes" and inserting "10,000 cigarettes". 23 (2) Section 2342(b) of that title is amended by strik-2425 ing <u>"60,000"</u> and inserting <u>"10,000"</u>.

1	(3) Section 2343 of that title is amended—
2	(A) in subsection (a), by striking "60,000" and
3	inserting "10,000"; and
4	(B) in subsection (b), by striking "60,000" and
5	inserting <u>"10,000"</u> .
б	(b) Recordkeeping, Reporting, and Inspec-
7	TION.—Section 2343 of that title, as amended by sub-
8	section $(a)(3)$ of this section, is further amended—
9	(1) in subsection $(a)$ —
10	$(\Lambda)$ in the matter preceding paragraph $(1)$ ,
11	by striking "only—" and inserting "such infor-
12	mation as the Attorney General considers ap-
13	propriate for purposes of enforcement of this
14	chapter, including—"; and
15	(B) in the flush matter following para-
16	graph $(3)$ , by striking the second sentence;
17	(2) by redesignating subsection (b) as sub-
18	section (c);
19	(3) by inserting after subsection (a) the fol-
20	lowing new subsection (b):
21	"(b) Any person who engages in a delivery sale, and
22	who ships, sells, distributes, or receives any quantity in
23	excess of 10,000 cigarettes within a single month, shall
24	submit to the Attorney General, pursuant to rules or regu-

lations prescribed by the Attorney General, a report that
 sets forth the following:

3 "(1) The person's beginning and ending inven4 tory of cigarettes (in total) for such month.
5 "(2) The total quantity of cigarettes that the
6 person received within such month from each other
7 person (itemized by name and address).
8 "(3) The total quantity of cigarettes that the

9 person distributed within such month to each person
10 (itemized by name and address) other than a retail
11 purchaser."; and

12 (4) by adding at the end the following new sub13 sections:

14 "(d) Any report required to be submitted under this
15 chapter to the Attorney General shall also be submitted
16 to the Secretary of the Treasury.

17  $\frac{\text{``(e) In this section:}}{\text{ this section:}}$ 

18 <u>"(1)</u> The term 'delivery sale' means any sale of
19 cigarettes to a consumer if—

20 "(A) the consumer submits the order for
21 such sale by means of a telephone or other
22 method of voice transmission, the mails, or the
23 Internet or other online service; or

24 <u>"(B) the eigarettes are delivered by use of</u>
25 a common carrier.

1 "(2) The term 'common carrier' means any per-2 son (other than a local messenger service or the 3 United States Postal Service (as defined in section 4 102 of title 39, United States Code)) that holds 5 itself out to the general public as a provider for hire 6 of the transportation by water, land, or air of mer-7 chandise, whether or not the person actually oper-8 ates the vessel, vehicle, or aircraft by which the 9 transportation is provided, between a port or place 10 and a port or place in the United States.". 11 (c) DISPOSAL OR USE OF FORFEITED CIGA-**RETTES.**—Section 2344(c) of that title is amended by 12 striking "seizure and forfeiture," and all that follows and 13 inserting "seizure and forfeiture, and any eigarettes so 14 15 seized and forfeited shall be either— 16 "(1) destroyed and not resold; or 17 "(2) used for undercover investigative oper-18 ations for the detection and prosecution of crimes, 19 and then destroyed and not resold.".

20 (d) ENFORCEMENT.—Section 2346 of that title is 21 amended—

22 (1) by inserting "(a)" before "The Attorney
23 General"; and

24 (2) by adding at the end the following new sub25 section:

1 "(b) A State, through its attorney general, or any 2 person who holds a permit under section 5712 of the In-3 ternal Revenue Code of 1986, may bring an action in the 4 United States district courts to prevent and restrain viola-5 tions of this chapter by any person (or by any person con-6 trolling such person).".

7 (e) CONFORMING AND CLERICAL AMENDMENTS.—
8 (1) The section heading for section 2343 of that title is
9 amended to read as follows:

#### 10 <u>"§2343. Recordkeeping, reporting, and inspection".</u>

(2) The table of sections at the beginning of chapter
12 114 of that title is amended by striking the item relating
13 to section 2343 and inserting the following new item:

"2343. Recordkeeping, reporting, and inspection.".

## 14 SEC. 5. COMPLIANCE WITH MODEL STATUTE OR QUALI 15 FYING STATUTE.

16 (a) IN GENERAL.—An interstate tobacco seller may not sell in, deliver to, or place for delivery to a State that 17 is a party to the Master Settlement Agreement any ciga-18 19 rette manufactured by a Tobacco Product Manufacturer that is not in full compliance with the terms of the Model 20 21 Statute or Qualifying Statute enacted by such State re-22 quiring funds to be placed into a qualified escrow account 23 under specified conditions, or any regulations promulgated 24 pursuant to such statute.

(b) PENALTIES.—(1) Wheever shall knowingly and
 willfully violate subsection (a) shall be fined not more than
 \$100,000, imprisoned not more than 2 years, or both.

4 (2) Wheever shall violate subsection (a) shall be sub5 jeet to a civil penalty in an amount not to exceed 2 percent
6 of the gross sales of cigarettes of such person during the
7 one-year period ending on the date of the violation.

8 (3) A civil penalty under paragraph (2) for a violation
9 of subsection (a) is in addition to any criminal penalty
10 under paragraph (1) for the violation.

(c) JURISDICTION TO PREVENT AND RESTRAIN VIO LATIONS. (1) The United States district courts shall
 have jurisdiction to prevent and restrain violations of sub section (a).

15 (2) A State, through its attorney general, or any per16 son who holds a permit under section 5712 of the Internal
17 Revenue Code of 1986, may bring an action in the United
18 States district courts to prevent and restrain violations of
19 subsection (a) by any person (or by any person controlling
20 such person).

21 (3) Nothing in this subsection shall be construed to
22 prohibit an authorized State official from proceeding in
23 State court on the basis of an alleged violation of State
24 law.

1	(4) The Attorney General, acting through the Diree-
2	tor of the Bureau of Alcohol, Tobacco, Firearms, and Ex-
3	plosives, shall administer and enforce subsection (a).
4	(d) DEFINITIONS.—In this section:
5	(1) MASTER SETTLEMENT AGREEMENT.— The
6	term "Master Settlement Agreement" means the
7	agreement executed November 23, 1998, by the At-
8	torneys General of 46 States, the District of Colum-
9	bia, the Commonwealth of Puerto Rico, and four
10	Territories of the United States, on the one hand,
11	and certain tobacco manufacturers on the other
12	hand.
13	(2) Tobacco product manufacturer.—The
14	term "Tobacco Product Manufacturer" has the
15	meaning given that term in section $H(uu)$ of the
16	Master Settlement Agreement.
17	(3) Model statute; qualifying statute.—
18	The terms "Model Statute" and "Qualifying Stat-
19	ute" means a statute as defined in section
20	<del>IX(d)(2)(e)</del> of the Master Settlement Agreement.
21	SEC. 6. UNDERCOVER CRIMINAL INVESTIGATIONS OF THE
22	BUREAU OF ALCOHOL, TOBACCO, FIREARMS,
23	AND EXPLOSIVES.
24	(a) IN GENERAL. (1) Commencing as of the date

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25 of the enactment of this Act and without fiscal year limita-

tion, the authorities in section 102(b) of the Department
 of Justice and Related Agencies Appropriations Act, 1993
 (title I of Public Law 102–395; 106 Stat. 1838) shall be
 available to the Bureau of Alcohol, Tobacco, Firearms,
 and Explosives for undercover investigative operations of
 the Bureau which are necessary for the detection and
 prosecution of crimes against the United States.

8 (2) For purposes of the exercise of the authorities 9 referred to in paragraph (1) by the Bureau, a reference 10 in such section 102(b) to the Federal Bureau of Investigation shall be deemed to be a reference to the Bureau of 11 12 Alcohol, Tobacco, Firearms, and Explosives, and a reference to the Director of the Federal Bureau of Investiga-13 tion shall be deemed to be a reference to the Director of 14 15 the Bureau of Alcohol, Tobacco, Firearms, and Explosives. 16 (b) LIMITATIONS IN APPROPRIATIONS ACTS.—The 17 exercise of the authorities referred to in subsection (a)(1)by the Bureau of Alcohol, Tobacco, Firearms, and Explo-18 sives shall be subject to the provisions of appropriations 19 20 Acts.

# 21 SEC. 7. INSPECTION BY BUREAU OF ALCOHOL, TOBACCO, 22 FIREARMS, AND EXPLOSIVES OF RECORDS 23 OF CERTAIN CIGARETTE SELLERS.

24 (a) IN GENERAL.—Any officer of the Bureau of Alco25 hol, Tobacco, Firearms and Explosives may, during nor-

1	mal business hours, enter the premises of any person de-
2	scribed in subsection (b) for the purposes of inspecting—
3	(1) any records or information required to be
4	maintained by such person under the provisions of
5	law referred to in subsection (c); or
6	(2) any eigarettes kept or stored by such person
7	at such premises.
8	(b) COVERED PERSONS.—A person described in this
9	subsection is any person who engages in a delivery sale,
10	and who ships, sells, distributes, or receives any quantity
11	in excess of 10,000 cigarettes within a single month.
12	(c) Covered Provisions of Law.—The provisions
13	of law referred to in this subsection are as follows:
14	(1) The Act of October 19, 1949 (15 U.S.C.
15	375; commonly referred to as the "Jenkins Act").
16	(2) Chapter 114 of title 18, United States
17	Code.
18	(3) This Act.
19	(d) Delivery Sale Defined.—In this section, the
20	term "delivery sale" has the meaning given that term in
21	2343(e)(1) of title 18, United States Code, as amended
22	by section $4(b)(3)$ of this Act.

1 SEC. 8. EFFECTIVE DATE.

2	(a) IN GENERAL.—Except as provided in subsection
3	(b), this Act shall take effect 90 days after the date of
4	the enactment of this Act.
5	(b) ATFE AUTHORITY.—
6	(1) IN GENERAL.—Sections 6 and 7 shall take
7	effect on the date of the enactment of this Act.
8	(2) DEFINITION.—For purposes of section $7$ ,
9	the definition of delivery sale in section 2343(e)(1)
10	of title 18, United States Code, as amended by see-
11	tion $4(b)(3)$ of this Act, shall take effect on the date
12	of the enactment of this Act.
13	SECTION 1. SHORT TITLE.
14	This Act may be cited as the "Prevent All Cigarette
15	Trafficking Act" or "PACT Act".
16	SEC. 2. COLLECTION OF STATE CIGARETTE AND SMOKE-
17	LESS TOBACCO TAXES.
18	(a) DEFINITIONS.—Section 1 of the Act of October 19,
19	1949 (15 U.S.C. 375; commonly referred to as the "Jenkins
20	Act"), is amended—
21	(1) by striking paragraphs (1), (2), and (3) and
22	inserting the following new paragraphs:
23	"(1) The term 'attorney general', with respect to
24	a State, means the attorney general or other chief law
25	enforcement officer of the State, or the designee of that
26	officer.

1	"(2) The term 'cigarette' means—
2	"(A) any roll of tobacco wrapped in paper
3	or in any substance not containing tobacco
4	which is to be heated or burned;
5	"(B) any roll of tobacco wrapped in any
6	substance containing tobacco that, because of its
7	appearance, the type of tobacco used in the filler,
8	or its packaging or labeling, is likely to be of-
9	fered to, or purchased by, consumers as a ciga-
10	rette described in subparagraph (A);
11	"(C) any roll of tobacco wrapped in any
12	substance that because of its appearance, the
13	type of tobacco used in the filler, or its pack-
14	aging or labeling, is likely to be offered to, or
15	purchased by, consumers as a cigarette; or
16	``(D) loose rolling tobacco that, because of
17	its appearance, type, packaging, or labeling, is
18	likely to be offered to, or purchased by, con-
19	sumers as tobacco for making cigarettes.
20	"(3) The term 'smokeless tobacco' means any
21	finely cut, ground, powdered, or leaf tobacco that is
22	intended to be placed in the oral or nasal cavity or
23	otherwise consumed without being combusted.";
24	(2) by striking paragraph (6) and inserting the
25	following new paragraph (6):

1	"(6) The term 'delivery sale' means any sale of
2	cigarettes or smokeless tobacco in interstate commerce
3	to a consumer if—
4	((A) the consumer submits the order for
5	such sale by means of a telephone or other meth-
6	od of voice transmission, the mails, or the Inter-
7	net or other online service, or the seller is other-
8	wise not in the physical presence of the buyer
9	when the request for purchase or order is made;
10	Or
11	``(B) the cigarettes or smokeless tobacco are
12	delivered by use of a common carrier, private de-
13	livery service, or the mails, or the seller is not
14	in the physical presence of the buyer when the
15	buyer obtains personal possession of the delivered
16	cigarettes or smokeless tobacco."; and
17	(3) by adding at the end the following new para-
18	graphs:
19	"(8) The term 'delivery seller' means a person
20	who makes a delivery sale.
21	"(9) The term 'common carrier' means any per-
22	son (other than a local messenger service or the
23	United States Postal Service (as defined in section
24	102 of title 39, United States Code)) that holds itself
25	out to the general public as a provider for hire of the
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1 transportation by water, land, or air of merchandise, 2 whether or not the person actually operates the vessel, vehicle, or aircraft by which the transportation is 3 4 provided, between a port or place and a port or place in the United States. 5 "(10) The term 'interstate commerce' means com-6 7 merce between a State and any place outside the 8 State, commerce between a State and any Indian 9 lands in the State, or commerce between points in the 10 same State but though any place outside the State or 11 through any Indian lands. 12 "(11) The term 'person' means an individual, 13 corporation, company, association, firm, partnership, 14 society, State government, local government, Indian 15 tribal government, governmental organization of such 16 government, or joint stock company. 17 "(12) The term 'State' means a State of the 18 United States, the District of Columbia, the Common-19 wealth of Puerto Rico, or any territory or possession 20 of the United States.". 21 (b) Reports to State Tobacco Tax Administra-22 TORS.—Section 2 of that Act (15 U.S.C. 376) is amended— 23 (1) by striking "cigarettes" each place it appears and inserting "cigarettes or smokeless tobacco": 24 25 (2) in subsection (a)—

1	(A) in the matter preceding paragraph
2	(1)—
3	(i) by striking "or transfers" and in-
4	serting ", transfers, or ships"; and
5	(ii) by striking "to other than a dis-
6	tributor licensed by or located in such
7	State,";
8	(B) in paragraph (1), by inserting before
9	the semicolon the following: ", as well as tele-
10	phone numbers for each place of business, a prin-
11	cipal electronic mail address, any website ad-
12	dresses, and the name, address, and telephone
13	number of an agent in the State authorized to
14	accept service on behalf of such person"; and
15	(C) in paragraph (2), by striking "and the
16	quantity thereof" and inserting "the quantity
17	thereof, and the name, address, and phone num-
18	ber of the person delivering the shipment to the
19	recipient on behalf of the delivery seller"; and
20	(3) in subsection (b)—
21	(A) by striking "(1)"; and
22	(B) by striking ", and (2)" and all that fol-
23	lows and inserting a period.

1	(c) Requirements for Delivery Sales.—That Act
2	is further amended by inserting after section 2 the following
3	new section:
4	"SEC. 2A. (a) Each delivery seller shall comply with—
5	"(1) the shipping requirements set forth in sub-
6	section (b);
7	"(2) the recordkeeping requirements set forth in
8	subsection (c);
9	"(3) all State and other laws generally applica-
10	ble to sales of cigarettes or smokeless tobacco that
11	occur entirely within the State, including laws impos-
12	ing—
13	"(A) excise taxes;
14	"(B) sales taxes;
15	"(C) licensing and tax-stamping require-
16	ments; and
17	"(D) other payment obligations or legal re-
18	quirements relating to the sale, distribution, or
19	delivery of cigarettes or smokeless tobacco; and
20	"(4) the tax collection requirements set forth in
21	subsection (d).
22	"(b)(1) Each delivery seller shall include on the bill
23	of lading included with the shipping package containing
24	cigarettes or smokeless tobacco sold pursuant to such order
25	a clear and conspicuous statement providing as follows:

'CIGARETTES/SMOKELESS TOBACCO: FEDERAL LAW REQUIRES THE PAYMENT OF ALL APPLICA-BLE EXCISE AND SALES TAXES, AND COMPLI-ANCE WITH APPLICABLE LICENSING AND TAX-

5 STAMPING OBLIGATIONS'.

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6 "(2) Any shipping package described in paragraph (1)
7 that is not labeled in accordance with that paragraph shall
8 be treated as non-deliverable matter by a common carrier
9 or the United States Postal Service if the common carrier
10 or the United States Postal Service, as the case may be,
11 knows or should know the contents of the package.

"(c)(1) Each delivery seller shall keep a record of all
delivery sales so made, including all of the information described in section 2(a)(2), organized by State into which
such delivery sales are so made.

16 "(2) Records of delivery sales shall be kept under para17 graph (1) in the year in which made and for the next four
18 years.

"(3) Records kept under paragraph (1) shall be made
available to tobacco tax administrators of the States, attorneys general of the States, and the Attorney General of the
United States in order to ensure the compliance of persons
making delivery sales with the requirements of this Act.

24 "(d) Unless the law of the State and place in which
25 cigarettes or smokeless tobacco are delivered pursuant to a

1 delivery sale in interstate commerce requires otherwise for
 2 the payment to the government of an excise tax imposed
 3 on the delivery sale, or provides, for delivery sales of smoke 4 less tobacco, for the delivery seller to collect the excise tax
 5 from the consumer and remit the excise tax to the govern 6 ment, the cigarettes or smokeless tobacco may not be deliv 7 ered to the buyer unless in advance of the delivery—

8 "(1) the excise tax has been paid to the govern9 ment; and

"(2) any required stamps or other indicia that
the excise tax has been paid are properly affixed or
applied to the cigarettes or smokeless tobacco.

13 "(e)(1) Each State may compile a list of delivery sell-14 ers who are in compliance with this Act with respect to 15 such State. If a State posts a list pursuant to this subsection 16 that specifically refers to this subsection, no common carrier 17 or other person may knowingly deliver cigarettes or smoke-18 less tobacco to consumers in such State unless the delivery 19 seller is on the list at the time of delivery.

20 "(2)(A) Each State may compile a list of delivery sell21 ers who are not in compliance with this Act with respect
22 to such State.

23 "(B) A State may provide such a list to a common
24 carrier, the United States Postal Service, or other person.
25 Such a list shall be confidential, and a common carrier,

the United States Postal Service, or other person that re ceives such a list shall maintain the confidentiality of such
 list.

"(C) If a State provides such a list pursuant to this 4 5 subsection that specifically refers to this subsection, no common carrier, the United States Postal Service, or other per-6 7 son may knowingly deliver any item to a consumer in such 8 State for a delivery seller on such list unless the common 9 carrier, the United States Postal Service, or person in good 10 faith determines that the item does not include cigarettes or smokeless tobacco. 11

12 "(f) For purposes of this Act, a delivery sale shall be 13 deemed to have occurred in the State and place where the 14 buyer obtains personal possession of the cigarettes or smoke-15 less tobacco, and a delivery pursuant to a delivery sale is 16 deemed to have been initiated or ordered by the delivery 17 seller.".

18 (d) PENALTIES.—Section 3 of that Act (15 U.S.C. 377)
19 is amended—

20 (1) by inserting "(a)" before "Whoever";

(2) in subsection (a), as so designated, by striking "shall be guilty of a misdemeanor and shall be
fined not more than \$1,000, or imprisoned not more
than 6 months" and inserting "shall be guilty of a
felony, fined under subchapter C of chapter 227 of

1	title 18, imprisoned not more than three years, or
2	both"; and
3	(3) by adding at the end the following new sub-
4	section:
5	"(b)(1) Whoever violates any provision of this Act shall
6	be subject to a civil penalty in an amount not to exceed
7	the greater of—
8	"(A) \$5,000 in the case of the first violation, or
9	\$10,000 for any other violation; or
10	((B) for any violation, 2 percent of the gross
11	sales of cigarettes or smokeless tobacco of such person
12	during the one-year period ending on the date of the
13	violation.
14	"(2) A civil penalty under paragraph (1) for a viola-
15	tion of this Act is in addition to any criminal penalty
16	under subsection (a) for the violation.".
17	(e) Enforcement.—Section 4 of that Act (15 U.S.C.
18	378) is amended—
19	(1) by inserting "(a)" before "The United States
20	district courts";
21	(2) in subsection (a), as so designated, by insert-
22	ing before the period the following: ", and to provide
23	other appropriate injunctive or equitable relief, in-
24	cluding money damages, for such violations"; and

(3) by adding at the end the following new sub sections:

3 "(b)(1) A State, through its attorney general, or any
4 person who holds a permit under section 5712 of the Inter5 nal Revenue Code of 1986, may bring an action in the
6 United States district courts to prevent and restrain viola7 tions of this Act by any person (or by any person control8 ling such person).

9 "(2) A State, through its attorney general, may in a
10 civil action under this Act obtain any other appropriate
11 relief for violations of this Act by any person (or from any
12 person controlling such person), including civil penalties,
13 money damages, and injunctive or other equitable relief.

14 "(3) The remedies available under paragraphs (1) and
15 (2) are in addition to any other remedies available under
16 Federal, State, or other law.

17 "(4) Nothing in this Act shall be construed to prohibit
18 an authorized State official from proceeding in State court,
19 or taking other enforcement actions, on the basis of an al20 leged violation of State or other law.

21 "(c) The Attorney General shall administer and en22 force the provisions of this Act.

23 "(d)(1) Any person who holds a permit under section
24 5712 of the Internal Revenue Code of 1986 who commences

a civil action under paragraph (1) shall inform the Attor ney General of the United States of the action.

3 "(2) It is the sense of Congress that any attorney gen4 eral of a State who commences a civil action under para5 graph (1) or (2) should inform the Attorney General of the
6 United States of the action.

7 "(e) The Attorney General of the United States shall
8 make available to the public information about all actions
9 under subsection (a), and the resolution of such actions, in10 cluding by posting such information on the Internet and
11 by other means.".

#### 12 SEC. 3. TREATMENT OF CIGARETTES AND SMOKELESS TO-13 BACCO AS NONMAILABLE MATTER.

14 Section 1716 of title 18, United States Code, is amend15 ed—

16 (1) by redesignating subsections (j) and (k) as
17 subsections (k) and (l), respectively; and

18 (2) by inserting after subsection (i) the following
19 new subsection (j):

"(j) The transmission in the mails of any tobacco
product, including cigarettes (as that term is defined in section 1(2) of the Act of October 19, 1949 (15 U.S.C. 375;
commonly referred to as the 'Jenkins Act')) and smokeless
tobacco (as that term is defined in section 1(3) of that Act),

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1	is prohibited, and tobacco products are nonmailable and
2	shall not be deposited in or carried through the mails.".
3	SEC. 4. PENAL PROVISIONS REGARDING TRAFFICKING IN
4	CONTRABAND CIGARETTES OR SMOKELESS
5	TOBACCO.
6	(a) Threshold Quantity for Treatment as Con-
7	TRABAND CIGARETTES.—(1) Section 2341(2) of title 18,
8	United States Code, is amended by striking "60,000 ciga-
9	rettes" and inserting "10,000 cigarettes".
10	(2) Section 2342(b) of that title is amended by striking
11	"60,000" and inserting "10,000".
12	(3) Section 2343 of that title is amended—
13	(A) in subsection (a), by striking "60,000" and
14	inserting "10,000"; and
15	(B) in subsection $(b)$ , by striking "60,000" and
16	inserting "10,000".
17	(b) Contraband Smokeless Tobacco.—(1) Section
18	2341 of that title is amended—
19	(A) in paragraph (4), by striking "and" at the
20	end;
21	(B) in paragraph (5), by striking the period at
22	the end and inserting a semicolon; and
23	(C) by adding at the end the following new para-
24	graphs:

1	"(6) the term 'smokeless tobacco' means any fine-
2	ly cut, ground, powdered, or leaf tobacco that is in-
3	tended to be placed in the oral or nasal cavity or oth-
4	erwise consumed without being combusted; and
5	"(7) the term 'contraband smokeless tobacco'
6	means a quantity in excess of 500 single-unit con-
7	sumer-sized cans or packages of smokeless tobacco, or
8	their equivalent, that are in the possession of any per-
9	son other than—
10	"(A) a person holding a permit issued pur-
11	suant to chapter 52 of the Internal Revenue Code
12	of 1986 as manufacturer of tobacco products or
13	as an export warehouse proprietor, a person op-
14	erating a customs bonded warehouse pursuant to
15	section 311 or 555 of the Tariff Act of 1930 (19
16	U.S.C. 1311, 1555), or an agent of such person;
17	(B) a common carrier transporting such
18	smokeless tobacco under a proper bill of lading
19	or freight bill which states the quantity, source,
20	and designation of such smokeless tobacco;
21	"(C) a person who—
22	"(i) is licensed or otherwise authorized
23	by the State where such smokeless tobacco is
24	found to engage in the business of selling or
25	distributing tobacco products; and

- 1 "(*ii*) has complied with the accounting, 2 tax, and payment requirements relating to 3 such license or authorization with respect to 4 such smokeless tobacco; or "(D) an officer, employee, or agent of the 5 6 United States or a State, or any department, agency, or instrumentality of the United States 7 8 or a State (including any political subdivision of 9 a State), having possession of such smokeless to-10 bacco in connection with the performance of offi-11 cial duties.". 12 (2) Section 2342(a) of that title is amended by inserting "or contraband smokeless tobacco" after "contraband 13 cigarettes". 14 15 (3) Section 2343(a) of that title is amended by inserting ", or any quantity of smokeless tobacco in excess of 500 16 single-unit consumer-sized cans or packages," before "in a 17 18 single transaction". 19 (4) Section 2344(c) of that title is amended by inserting "or contraband smokeless tobacco" after "contraband 20
- 21 cigarettes".

(5) Section 2345 of that title is amended by inserting
"or smokeless tobacco" after "cigarettes" each place it appears.

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1	(c) Recordkeeping, Reporting, and Inspection.—
2	Section 2343 of that title, as amended by this section, is
3	further amended—
4	(1) in subsection (a)—
5	(A) in the matter preceding paragraph (1),
6	by striking "only—" and inserting "such infor-
7	mation as the Attorney General considers appro-
8	priate for purposes of enforcement of this chap-
9	ter, including—"; and
10	(B) in the flush matter following paragraph
11	(3), by striking the second sentence;
12	(2) by redesignating subsection (b) as subsection
13	(c);
14	(3) by inserting after subsection (a) the following
15	new subsection (b):
16	"(b) Any person who engages in a delivery sale, and
17	who ships, sells, or distributes any quantity in excess of
18	10,000 cigarettes, or any quantity in excess of 500 single-
19	unit consumer-sized cans or packages of smokeless tobacco,
20	or their equivalent, within a single month, shall submit to
21	the Attorney General, pursuant to rules or regulations pre-
22	scribed by the Attorney General, a report that sets forth the
23	following:

1	"(1) The person's beginning and ending inven-
2	tory of cigarettes and cans or packages of smokeless
3	tobacco (in total) for such month.
4	"(2) The total quantity of cigarettes and cans or
5	packages of smokeless tobacco that the person received
6	within such month from each other person (itemized
7	by name and address).
8	"(3) The total quantity of cigarettes and cans or
9	packages of smokeless tobacco that the person distrib-
10	uted within such month to each person (itemized by
11	name and address) other than a retail purchaser.";
12	and
13	(4) by adding at the end the following new sub-
14	sections:
15	"(d) Any report required to be submitted under this
16	chapter to the Attorney General shall also be submitted to
17	the Secretary of the Treasury and to the attorneys general
18	and the tax administrators of the States from where the
19	shipments, deliveries, or distributions both originated and
20	concluded.
21	"(e) In this section, the term 'delivery sale' means any
22	sale of cigarettes or smokeless tobacco in interstate com-
23	merce to a consumer if—
24	``(A) the consumer submits the order for
25	such sale by means of a telephone or other meth-

1	od of voice transmission, the mails, or the Inter-
2	net or other online service, or by any other
3	means where the consumer is not in the same
4	physical location as the seller when the purchase
5	or offer of sale is made; or
6	``(B) the cigarettes or smokeless tobacco are
7	delivered by use of the mails, common carrier,
8	private delivery service, or any other means
9	where the consumer is not in the same physical
10	location as the seller when the consumer obtains
11	physical possession of the cigarettes or smokeless
12	tobacco.
13	"(f) In this section, the term 'interstate commerce'
14	means commerce between a State and any place outside the
15	State, commerce between a State and any Indian lands in
16	the State, or commerce between points in the same State
17	but through any place outside the State or though any In-
18	dian lands.".
19	(d) DISPOSAL OR USE OF FORFEITED CIGARETTES
20	AND Smokeless Tobacco.—Section 2344(c) of that title,
21	as amended by this section, is further amended by striking
22	"seizure and forfeiture," and all that follows and inserting
23	"seizure and forfeiture, and any cigarettes or smokeless to-

24 bacco so seized and forfeited shall be either—

25 "(1) destroyed and not resold; or

1	"(2) used for undercover investigative operations
2	for the detection and prosecution of crimes, and then
3	destroyed and not resold.".
4	(e) ENFORCEMENT.—Section 2346 of that title is
5	amended—
6	(1) by inserting "(a)" before "The Attorney Gen-
7	eral"; and
8	(2) by adding at the end the following new sub-
9	section:
10	"(b)(1) A State, through its attorney general, or any
11	person who holds a permit under section 5712 of the Inter-
12	nal Revenue Code of 1986, may bring an action in the
13	United States district courts to prevent and restrain viola-
14	tions of this chapter by any person (or by any person con-
15	trolling such person).

"(2) A State, through its attorney general, may in a
civil action under paragraph (1) also obtain any other appropriate relief for violations of this chapter from any person (or by any person controlling such person), including
civil penalties, money damages, and injunctive or other equitable relief.

22 "(3) The remedies under paragraphs (1) and (2) are
23 an addition to any other remedies under Federal, State,
24 or other law.

"(4) Nothing in this subsection shall be construed to

2 prohibit an authorized State official from proceeding in
3 State court, or taking other enforcement actions, on the
4 basis of an alleged violation of State or other law.".

5 (f) CONFORMING AND CLERICAL AMENDMENTS.—(1)
6 The section heading for section 2343 of that title is amended
7 to read as follows:

#### 8 "\$2343. Recordkeeping, reporting, and inspection".

9 (2) The table of sections at the beginning of chapter
10 114 of that title is amended by striking the item relating

11 to section 2343 and inserting the following new item:"2343. Recordkeeping, reporting, and inspection.".

12 (3)(A) The heading for chapter 114 of that title is
13 amended to read as follows:

## 14 "CHAPTER 114—TRAFFICKING IN CONTRA-15BAND CIGARETTES AND SMOKELESS

#### 16 **TOBACCO".**

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17 (B) The table of chapters at the beginning of part I
18 of that title is amended by striking the item relating to sec19 tion 114 and inserting the following new item:

#### 20 SEC. 5. COMPLIANCE WITH MODEL STATUTE OR QUALI-21 FYING STATUTE.

(a) IN GENERAL.—An interstate tobacco seller may
not sell in, deliver to, or place for delivery sale in a State

that is a party to the Master Settlement Agreement any
 cigarette manufactured by a Tobacco Product Manufacturer
 that is not in full compliance with the terms of the Model
 Statute or Qualifying Statute enacted by such State requir ing funds to be placed into a qualified escrow account under
 specified conditions, or any regulations promulgated pursu ant to such terms.

8 (b) PENALTIES.—(1) Whoever shall knowingly and
9 willfully violate subsection (a) shall be fined not more than
10 \$100,000, imprisoned not more than 2 years, or both.

(2) Whoever shall violate subsection (a) shall be subject
to a civil penalty in an amount not to exceed 2 percent
of the gross sales of cigarettes of such person during the oneyear period ending on the date of the violation.

(3) A civil penalty under paragraph (2) for a violation
of subsection (a) is in addition to any criminal penalty
under paragraph (1) for the violation and in addition to
any other damages or relief available under law.

(c) JURISDICTION TO PREVENT AND RESTRAIN VIOLATIONS.—(1) The United States district courts shall have jurisdiction to prevent and restrain violations of subsection
(a).

(2) A State, through its attorney general, or any person who holds a permit under section 5712 of the Internal
Revenue Code of 1986, may bring an action in the United

States district courts to prevent and restrain violations of
 subsection (a) by any person (or by any person controlling
 such person).

4 (3) A State, through its attorney general, may in a
5 civil action against any person violating subsection (a) ob6 tain any appropriate relief for violations of this section
7 from any person (or by any person controlling such person),
8 including civil penalties, money damages, and injunctive
9 or other equitable relief.

(4) The remedies available under paragraphs (2) and
(3) are in addition to any other remedies available under
Federal, State, or other law.

(5) Nothing in this subsection shall be construed to
prohibit an authorized State official from proceeding in
State court or taking other enforcement actions on the basis
of an alleged violation of State or other law.

17 (6) The Attorney General shall administer and enforce18 subsection (a).

19 (d) DEFINITIONS.—In this section:

20 (1) MASTER SETTLEMENT AGREEMENT.— The
21 term "Master Settlement Agreement" means the
22 agreement executed November 23, 1998, by the Attor23 neys General of 46 States, the District of Columbia,
24 the Commonwealth of Puerto Rico, and four Terri-

1	tories of the United States, on the one hand, and cer-
2	tain tobacco manufacturers on the other hand.
3	(2) TOBACCO PRODUCT MANUFACTURER.—The
4	term "Tobacco Product Manufacturer" has the mean-
5	ing given that term in section $II(uu)$ of the Master
6	Settlement Agreement.
7	(3) Model statute; qualifying statute.—
8	The terms "Model Statute" and "Qualifying Statute"
9	means a statute as defined in section $IX(d)(2)(e)$ of
10	the Master Settlement Agreement.
11	(4) Delivery sale.—The term "delivery sale"
12	means any sale of cigarettes or smokeless tobacco in
13	interstate commerce to a consumer if—
14	(A) the consumer submits the order for such
15	sale by means of a telephone or other method of
16	voice transmission, the mails, or the Internet or
17	other online service, or the seller is otherwise not
18	in the physical presence of the buyer when the
19	request for purchase or order is made; or
20	(B) the cigarettes or smokeless tobacco are
21	delivered by use of a common carrier, private de-
22	livery service, or the mails, or the seller is not
23	in the physical presence of the buyer when the
24	buyer obtains personal possession of the delivered
25	cigarettes or smokeless tobacco.

(5) INTERSTATE COMMERCE.—The term "inter state commerce" means commerce between a State
 and any place outside the State, commerce between a
 State and any Indian lands in the State, or com merce between points in the same State but through
 any place outside the State or through any Indian
 lands.

# 8 SEC. 6. UNDERCOVER CRIMINAL INVESTIGATIONS OF THE 9 BUREAU OF ALCOHOL, TOBACCO, FIREARMS, 10 AND EXPLOSIVES.

11 (a) IN GENERAL.—(1) Commencing as of the date of the enactment of this Act and without fiscal year limita-12 tion, the authorities in section 102(b) of the Department 13 of Justice and Related Agencies Appropriations Act, 1993 14 15 (title I of Public Law 102–395; 106 Stat. 1838) shall be available to the Bureau of Alcohol, Tobacco, Firearms, and 16 Explosives for undercover investigative operations of the 17 Bureau which are necessary for the detection and prosecu-18 tion of crimes against the United States. 19

(2) For purposes of the exercise of the authorities re21 ferred to in paragraph (1) by the Bureau, a reference in
22 such section 102(b) to the Federal Bureau of Investigation
23 shall be deemed to be a reference to the Bureau of Alcohol,
24 Tobacco, Firearms, and Explosives, and a reference to the
25 Director of the Federal Bureau of Investigation shall be

3 (b) LIMITATIONS IN APPROPRIATIONS ACTS.—The ex4 ercise of the authorities referred to in subsection (a)(1) by
5 the Bureau of Alcohol, Tobacco, Firearms, and Explosives
6 shall be subject to the provisions of appropriations Acts.

7 SEC. 7. INSPECTION BY BUREAU OF ALCOHOL, TOBACCO,
8 FIREARMS, AND EXPLOSIVES OF RECORDS OF
9 CERTAIN CIGARETTE AND SMOKELESS TO10 BACCO SELLERS.

(a) IN GENERAL.—Any officer of the Bureau of Alcohol, Tobacco, Firearms, and Explosives may, during normal business hours, enter the premises of any person described in subsection (b) for the purposes of inspecting—
(1) any records or information required to be
maintained by such person under the provisions of
law referred to in subsection (d); or

18 (2) any cigarettes or smokeless tobacco kept or
19 stored by such person at such premises.

(b) COVERED PERSONS.—A person described in this
subsection is any person who engages in a delivery sale,
and who ships, sells, distributes, or receives any quantity
in excess of 10,000 cigarettes, or any quantity in excess of
500 single-unit consumer-sized cans or packages of smokeless tobacco, within a single month.

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(c) RELIEF.—(1) The district courts of the United
 States shall have the authority in a civil action under this
 subsection to compel inspections authorized by subsection
 (a).

5 (2) Whoever violates subsection (a) or an order issued
6 pursuant to paragraph (1) shall be subject to a civil penalty
7 in an amount not to exceed \$10,000 for each violation.

8 (d) COVERED PROVISIONS OF LAW.—The provisions of
9 law referred to in this subsection are as follows:

10 (1) The Act of October 19, 1949 (15 U.S.C. 375;
11 commonly referred to as the "Jenkins Act").

12 (2) Chapter 114 of title 18, United States Code.
13 (3) This Act.

(e) DELIVERY SALE DEFINED.—In this section, the
term "delivery sale" has the meaning given that term in
2343(e)(1) of title 18, United States Code, as amended by
section 4(b)(3) of this Act.

#### 18 SEC. 8. EFFECTIVE DATE.

19 (a) IN GENERAL.—Except as provided in subsection
20 (b), this Act shall take effect 90 days after the date of the
21 enactment of this Act.

22 (b) BATFE AUTHORITY.—

23 (1) IN GENERAL.—Sections 6 and 7 shall take ef-

24 fect on the date of the enactment of this Act.

(2) DEFINITION.—For purposes of section 7, the
 definition of delivery sale in section 2343(e)(1) of title
 18, United States Code, as amended by section 4(b)(3)
 of this Act, shall take effect on the date of the enact ment of this Act.

Amend the title so as to read: "A bill to prevent tobacco smuggling, to ensure the collection of all tobacco taxes, and for other purposes.".

Calendar No. 241

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108TH CONGRESS 1ST SESSION S. 1177

A BILL

To ensure the collection of all cigarette taxes, and for other purposes.

JULY 31 (legislative day, JULY 21), 2003 Reported with an amendment and an amendment to the title