

**Suspend the Rules and Pass the Bill, H.R. 2514, with an Amendment**

**(The amendment strikes all after the enacting clause and inserts a new text)**

116TH CONGRESS  
1ST SESSION

# H. R. 2514

To make reforms to the Federal Bank Secrecy Act and anti-money laundering laws, and for other purposes.

---

## IN THE HOUSE OF REPRESENTATIVES

MAY 3, 2019

Mr. CLEAVER introduced the following bill; which was referred to the Committee on Financial Services, and in addition to the Committee on Ways and Means, for a period to be subsequently determined by the Speaker, in each case for consideration of such provisions as fall within the jurisdiction of the committee concerned

---

## A BILL

To make reforms to the Federal Bank Secrecy Act and anti-money laundering laws, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*  
2 *tives of the United States of America in Congress assembled,*

3 **SECTION 1. SHORT TITLE; TABLE OF CONTENTS.**

4 (a) SHORT TITLE.—This Act may be cited as the  
5 “Coordinating Oversight, Upgrading and Innovating  
6 Technology, and Examiner Reform Act of 2019” or the  
7 “COUNTER Act of 2019”.

1 (b) TABLE OF CONTENTS.—The table of contents for  
2 this Act is as follows:

- Sec. 1. Short title; table of contents.
- Sec. 2. Bank Secrecy Act definition.

TITLE I—STRENGTHENING TREASURY

- Sec. 101. Improving the definition and purpose of the Bank Secrecy Act.
- Sec. 102. Special hiring authority.
- Sec. 103. Civil Liberties and Privacy Officer.
- Sec. 104. Civil Liberties and Privacy Council.
- Sec. 105. International coordination.
- Sec. 106. Treasury Attachés Program.
- Sec. 107. Increasing technical assistance for international cooperation.
- Sec. 108. FinCEN Domestic Liaisons.
- Sec. 109. FinCEN Exchange.
- Sec. 110. Study and strategy on trade-based money laundering.
- Sec. 111. Study and strategy on de-risking.
- Sec. 112. AML examination authority delegation study.
- Sec. 113. Study and strategy on Chinese money laundering.

TITLE J—IMPROVING AML/CFT OVERSIGHT

- Sec. 201. Pilot program on sharing of suspicious activity reports within a financial group.
- Sec. 202. Sharing of compliance resources.
- Sec. 203. GAO Study on feedback loops.
- Sec. 204. FinCEN study on BSA value.
- Sec. 205. Sharing of threat pattern and trend information.
- Sec. 206. Modernization and upgrading whistleblower protections.
- Sec. 207. Certain violators barred from serving on boards of United States financial institutions.
- Sec. 208. Additional damages for repeat Bank Secrecy Act violators.
- Sec. 209. Justice annual report on deferred and non-prosecution agreements.
- Sec. 210. Return of profits and bonuses.
- Sec. 211. Application of Bank Secrecy Act to dealers in antiquities.
- Sec. 212. Geographic targeting order.
- Sec. 213. Study and revisions to currency transaction reports and suspicious activity reports.
- Sec. 214. Streamlining requirements for currency transaction reports and suspicious activity reports.

TITLE K—MODERNIZING THE AML SYSTEM

- Sec. 301. Encouraging innovation in BSA compliance.
- Sec. 302. Innovation Labs.
- Sec. 303. Innovation Council.
- Sec. 304. Testing methods rulemaking.
- Sec. 305. FinCEN study on use of emerging technologies.
- Sec. 306. Discretionary surplus funds.

1 **SEC. 2. BANK SECRECY ACT DEFINITION.**

2 Section 5312(a) of title 31, United States Code, is  
3 amended by adding at the end the following:

4 “(7) **BANK SECRECY ACT.**—The term ‘Bank Se-  
5 crecy act’ means—

6 “(A) section 21 of the Federal Deposit In-  
7 surance Act;

8 “(B) chapter 2 of title I of Public Law 91-  
9 508; and

10 “(C) this subchapter.”.

11 **TITLE I—STRENGTHENING**  
12 **TREASURY**

13 **SEC. 101. IMPROVING THE DEFINITION AND PURPOSE OF**  
14 **THE BANK SECRECY ACT.**

15 Section 5311 of title 31, United States Code, is  
16 amended—

17 (1) by inserting “to protect our national secu-  
18 rity, to safeguard the integrity of the international  
19 financial system, and” before “to require”; and

20 (2) by inserting “to law enforcement and” be-  
21 fore “in criminal”.

22 **SEC. 102. SPECIAL HIRING AUTHORITY.**

23 (a) **IN GENERAL.**—Section 310 of title 31, United  
24 States Code, is amended—

25 (1) by redesignating subsection (d) as sub-  
26 section (g); and

1           (2) by inserting after subsection (c) the fol-  
2           lowing:

3           “(d) SPECIAL HIRING AUTHORITY.—

4           “(1) IN GENERAL.—The Secretary of the  
5           Treasury may appoint, without regard to the provi-  
6           sions of sections 3309 through 3318 of title 5, can-  
7           didates directly to positions in the competitive serv-  
8           ice (as defined in section 2102 of that title) in  
9           FinCEN.

10           “(2) PRIMARY RESPONSIBILITIES.—The pri-  
11           mary responsibility of candidates appointed pursuant  
12           to paragraph (1) shall be to provide substantive sup-  
13           port in support of the duties described in subpara-  
14           graphs (A), (B), (E), and (F) of subsection (b)(2).”.

15           (b) REPORT.—Not later than 360 days after the date  
16           of enactment of this Act, and every year thereafter for  
17           7 years, the Director of the Financial Crimes Enforcement  
18           Network shall submit a report to the Committee on Finan-  
19           cial Services of the House of Representatives and the  
20           Committee on Banking, Housing, and Urban Affairs of  
21           the Senate that includes—

22           (1) the number of new employees hired since  
23           the preceding report through the authorities de-  
24           scribed under section 310(d) of title 31, United

1 States Code, along with position titles and associ-  
2 ated pay grades for such hires; and

3 (2) a copy of any Federal Government survey of  
4 staff perspectives at the Office of Terrorism and Fi-  
5 nancial Intelligence, including findings regarding the  
6 Office and the Financial Crimes Enforcement Net-  
7 work from the most recently administered Federal  
8 Employee Viewpoint Survey.

9 **SEC. 103. CIVIL LIBERTIES AND PRIVACY OFFICER.**

10 (a) APPOINTMENT OF OFFICERS.—Not later than the  
11 end of the 3-month period beginning on the date of enact-  
12 ment of this Act, a Civil Liberties and Privacy Officer  
13 shall be appointed, from among individuals who are attor-  
14 neys with expertise in data privacy laws—

15 (1) within each Federal functional regulator, by  
16 the head of the Federal functional regulator;

17 (2) within the Financial Crimes Enforcement  
18 Network, by the Secretary of the Treasury; and

19 (3) within the Internal Revenue Service Small  
20 Business and Self-Employed Tax Center, by the Sec-  
21 retary of the Treasury.

22 (b) DUTIES.—Each Civil Liberties and Privacy Offi-  
23 cer shall, with respect to the applicable regulator, Net-  
24 work, or Center within which the Officer is located—

1           (1) be consulted each time Bank Secrecy Act or  
2 anti-money laundering regulations affecting civil lib-  
3 erties or privacy are developed or reviewed;

4           (2) be consulted on information-sharing pro-  
5 grams, including those that provide access to person-  
6 ally identifiable information;

7           (3) ensure coordination and clarity between  
8 anti-money laundering, civil liberties, and privacy  
9 regulations;

10          (4) contribute to the evaluation and regulation  
11 of new technologies that may strengthen data pri-  
12 vacy and the protection of personally identifiable in-  
13 formation collected by each Federal functional regu-  
14 lator; and

15          (5) develop metrics of program success.

16 (c) DEFINITIONS.—For purposes of this section:

17          (1) BANK SECRECY ACT.—The term “Bank Se-  
18 crecy Act” has the meaning given that term under  
19 section 5312 of title 31, United States Code.

20          (2) FEDERAL FUNCTIONAL REGULATOR.—The  
21 term “Federal functional regulator” means the  
22 Board of Governors of the Federal Reserve System,  
23 the Comptroller of the Currency, the Federal De-  
24 posit Insurance Corporation, the National Credit  
25 Union Administration, the Securities and Exchange

1 Commission, and the Commodity Futures Trading  
2 Commission.

3 **SEC. 104. CIVIL LIBERTIES AND PRIVACY COUNCIL.**

4 (a) ESTABLISHMENT.—There is established the Civil  
5 Liberties and Privacy Council (hereinafter in this section  
6 referred to as the “Council”), which shall consist of the  
7 Civil Liberties and Privacy Officers appointed pursuant to  
8 section 103.

9 (b) CHAIR.—The Director of the Financial Crimes  
10 Enforcement Network shall serve as the Chair of the  
11 Council.

12 (c) DUTY.—The members of the Council shall coordi-  
13 nate on activities related to their duties as Civil Liberties  
14 Privacy Officers, but may not supplant the individual  
15 agency determinations on civil liberties and privacy.

16 (d) MEETINGS.—The meetings of the Council—

17 (1) shall be at the call of the Chair, but in no  
18 case may the Council meet less than quarterly;

19 (2) may include open and partially closed ses-  
20 sions, as determined necessary by the Council; and

21 (3) shall include participation by public and pri-  
22 vate entities and law enforcement agencies.

23 (e) REPORT.—The Chair of the Council shall issue  
24 an annual report to the Congress on the program and pol-  
25 icy activities, including the success of programs as meas-

1 ured by metrics of program success developed pursuant  
2 to section 103(b)(5), of the Council during the previous  
3 year and any legislative recommendations that the Council  
4 may have.

5 (f) NONAPPLICABILITY OF FACA.—The Federal Ad-  
6 visory Committee Act (5 U.S.C. App.) shall not apply to  
7 the Council.

8 **SEC. 105. INTERNATIONAL COORDINATION.**

9 (a) IN GENERAL.—The Secretary of the Treasury  
10 shall work with the Secretary's foreign counterparts, in-  
11 cluding through the Financial Action Task Force, the  
12 International Monetary Fund, the World Bank, the  
13 Egmont Group of Financial Intelligence Units, the  
14 Organisation for Economic Co-operation and Develop-  
15 ment, and the United Nations, to promote stronger anti-  
16 money laundering frameworks and enforcement of anti-  
17 money laundering laws.

18 (b) COOPERATION GOAL.—In carrying out subsection  
19 (a), the Secretary of the Treasury may work directly with  
20 foreign counterparts and other organizations where the  
21 goal of cooperation can best be met.

22 (c) INTERNATIONAL MONETARY FUND.—

23 (1) SUPPORT FOR CAPACITY OF THE INTER-  
24 NATIONAL MONETARY FUND TO PREVENT MONEY  
25 LAUNDERING AND FINANCING OF TERRORISM.—

1 Title XVI of the International Financial Institutions  
2 Act (22 U.S.C. 262p et seq.) is amended by adding  
3 at the end the following:

4 **“SEC. 1629. SUPPORT FOR CAPACITY OF THE INTER-**  
5 **NATIONAL MONETARY FUND TO PREVENT**  
6 **MONEY LAUNDERING AND FINANCING OF**  
7 **TERRORISM.**

8 “The Secretary of the Treasury shall instruct the  
9 United States Executive Director at the International  
10 Monetary Fund to support the increased use of the admin-  
11 istrative budget of the Fund for technical assistance that  
12 strengthens the capacity of Fund members to prevent  
13 money laundering and the financing of terrorism.”.

14 (2) NATIONAL ADVISORY COUNCIL REPORT TO  
15 CONGRESS.—The Chairman of the National Advisory  
16 Council on International Monetary and Financial  
17 Policies shall include in the report required by sec-  
18 tion 1701 of the International Financial Institutions  
19 Act (22 U.S.C. 262r) a description of—

20 (A) the activities of the International Mon-  
21 etary Fund in the most recently completed fis-  
22 cal year to provide technical assistance that  
23 strengthens the capacity of Fund members to  
24 prevent money laundering and the financing of

1 terrorism, and the effectiveness of the assist-  
2 ance; and

3 (B) the efficacy of efforts by the United  
4 States to support such technical assistance  
5 through the use of the Fund's administrative  
6 budget, and the level of such support.

7 (3) SUNSET.—Effective on the date that is the  
8 end of the 4-year period beginning on the date of en-  
9 actment of this Act, section 1629 of the Inter-  
10 national Financial Institutions Act, as added by  
11 paragraph (1), is repealed.

12 **SEC. 106. TREASURY ATTACHÉS PROGRAM.**

13 (a) IN GENERAL.—Title 31, United States Code, is  
14 amended by inserting after section 315 the following:

15 **“§ 316. Treasury Attachés Program**

16 “(a) IN GENERAL.—There is established the Treas-  
17 ury Attachés Program, under which the Secretary of the  
18 Treasury shall appoint employees of the Department of  
19 the Treasury, after nomination by the Director of the Fi-  
20 nancial Crimes Enforcement Network (‘FinCEN’), as a  
21 Treasury attaché, who shall—

22 “(1) be knowledgeable about the Bank Secrecy  
23 Act and anti-money laundering issues;

24 “(2) be co-located in a United States embassy;

1           “(3) perform outreach with respect to Bank Se-  
2           crecy Act and anti-money laundering issues;

3           “(4) establish and maintain relationships with  
4           foreign counterparts, including employees of min-  
5           istries of finance, central banks, and other relevant  
6           official entities;

7           “(5) conduct outreach to local and foreign fi-  
8           nancial institutions and other commercial actors, in-  
9           cluding—

10                   “(A) information exchanges through  
11                   FinCEN and FinCEN programs; and

12                   “(B) soliciting buy-in and cooperation for  
13                   the implementation of—

14                           “(i) United States and multilateral  
15                           sanctions; and

16                           “(ii) international standards on anti-  
17                           money laundering and the countering of  
18                           the financing of terrorism; and

19           “(6) perform such other actions as the Sec-  
20           retary determines appropriate.

21           “(b) NUMBER OF ATTACHÉS.—The number of Treas-  
22           ury attachés appointed under this section at any one time  
23           shall be not fewer than 6 more employees than the number  
24           of employees of the Department of the Treasury serving  
25           as Treasury attachés on March 1, 2019.

1       “(c) COMPENSATION.—Each Treasury attaché ap-  
2 pointed under this section and located at a United States  
3 embassy shall receive compensation at the higher of—

4               “(1) the rate of compensation provided to a  
5 Foreign Service officer at a comparable career level  
6 serving at the same embassy; or

7               “(2) the rate of compensation the Treasury  
8 attaché would otherwise have received, absent the  
9 application of this subsection.

10       “(d) BANK SECRECY ACT DEFINED.—In this section,  
11 the term ‘Bank Secrecy Act’ has the meaning given that  
12 term under section 5312.”.

13       (b) CLERICAL AMENDMENT.—The table of contents  
14 for chapter 3 of title 31, United States Code, is amended  
15 by inserting after the item relating to section 315 the fol-  
16 lowing:

      “316. Treasury Attachés Program.”.

17 **SEC. 107. INCREASING TECHNICAL ASSISTANCE FOR**  
18 **INTERNATIONAL COOPERATION.**

19       (a) IN GENERAL.—There is authorized to be appro-  
20 priated for each of fiscal years 2020 through 2024 to the  
21 Secretary of the Treasury for purposes of providing tech-  
22 nical assistance that promotes compliance with inter-  
23 national standards and best practices, including in par-  
24 ticular those aimed at the establishment of effective anti-  
25 money laundering and countering the financing of ter-

1 rorism regimes, in an amount equal to twice the amount  
2 authorized for such purpose for fiscal year 2019.

3 (b) ACTIVITY AND EVALUATION REPORT.—Not later  
4 than 360 days after enactment of this Act, and every year  
5 thereafter for five years, the Secretary of the Treasury  
6 shall issue a report to the Congress on the assistance (as  
7 described under subsection (a)) of the Office of Technical  
8 Assistance of the Department of the Treasury con-  
9 taining—

10 (1) a narrative detailing the strategic goals of  
11 the Office in the previous year, with an explanation  
12 of how technical assistance provided in the previous  
13 year advances the goals;

14 (2) a description of technical assistance pro-  
15 vided by the Office in the previous year, including  
16 the objectives and delivery methods of the assist-  
17 ance;

18 (3) a list of beneficiaries and providers (other  
19 than Office staff) of the technical assistance;

20 (4) a description of how technical assistance  
21 provided by the Office complements, duplicates, or  
22 otherwise affects or is affected by technical assist-  
23 ance provided by the international financial institu-  
24 tions (as defined under section 1701(c) of the Inter-  
25 national Financial Institutions Act); and

1           (5) a copy of any Federal Government survey of  
2           staff perspectives at the Office of Technical Assist-  
3           ance, including any findings regarding the Office  
4           from the most recently administered Federal Em-  
5           ployee Viewpoint Survey.

6 **SEC. 108. FINCEN DOMESTIC LIAISONS.**

7           Section 310 of title 31, United States Code, as  
8           amended by section 102, is further amended by inserting  
9           after subsection (d) the following:

10          “(e) FINCEN DOMESTIC LIAISONS.—

11           “(1) IN GENERAL.—The Director of FinCEN  
12           shall appoint at least 6 senior FinCEN employees as  
13           FinCEN Domestic Liaisons, who shall—

14           “(A) each be assigned to focus on a spe-  
15           cific region of the United States;

16           “(B) be located at an office in such region  
17           (or co-located at an office of the Board of Gov-  
18           ernors of the Federal Reserve System in such  
19           region); and

20           “(C) perform outreach to BSA officers at  
21           financial institutions (including non-bank finan-  
22           cial institutions) and persons who are not finan-  
23           cial institutions, especially with respect to ac-  
24           tions taken by FinCEN that require specific ac-  
25           tions by, or have specific effects on, such insti-

1           tutions or persons, as determined by the Direc-  
2           tor.

3           “(2) DEFINITIONS.—In this subsection:

4                   “(A) BSA OFFICER.—The term ‘BSA offi-  
5                   cer’ means an employee of a financial institu-  
6                   tion whose primary job responsibility involves  
7                   compliance with the Bank Secrecy Act, as such  
8                   term is defined under section 5312.

9                   “(B) FINANCIAL INSTITUTION.—The term  
10                  ‘financial institution’ has the meaning given  
11                  that term under section 5312.”.

12 **SEC. 109. FINCEN EXCHANGE.**

13           Section 310 of title 31, United States Code, as  
14           amended by section 108, is further amended by inserting  
15           after subsection (e) the following:

16           “(f) FINCEN EXCHANGE.—

17                   “(1) ESTABLISHMENT.—The FinCEN Ex-  
18                   change is hereby established within FinCEN, which  
19                   shall consist of the FinCEN Exchange program of  
20                   FinCEN in existence on the day before the date of  
21                   enactment of this paragraph.

22                   “(2) PURPOSE.—The FinCEN Exchange shall  
23                   facilitate a voluntary public-private information  
24                   sharing partnership among law enforcement, finan-  
25                   cial institutions, and FinCEN to—

1           “(A) effectively and efficiently combat  
2 money laundering, terrorism financing, orga-  
3 nized crime, and other financial crimes;

4           “(B) protect the financial system from il-  
5 licit use; and

6           “(C) promote national security.

7           “(3) REPORT.—

8           “(A) IN GENERAL.—Not later than one  
9 year after the date of enactment of this sub-  
10 section, and annually thereafter for the next  
11 five years, the Secretary of the Treasury shall  
12 submit to the Committee on Financial Services  
13 of the House of Representatives and the Com-  
14 mittee on Banking, Housing, and Urban Affairs  
15 of the Senate a report containing—

16           “(i) an analysis of the efforts under-  
17 taken by the FinCEN Exchange and the  
18 results of such efforts;

19           “(ii) an analysis of the extent and ef-  
20 fectiveness of the FinCEN Exchange, in-  
21 cluding any benefits realized by law en-  
22 forcement from partnership with financial  
23 institutions; and

24           “(iii) any legislative, administrative,  
25 or other recommendations the Secretary

1           may have to strengthen FinCEN Exchange  
2           efforts.

3           “(B) CLASSIFIED ANNEX.—Each report  
4           under subparagraph (A) may include a classi-  
5           fied annex.

6           “(4) INFORMATION SHARING REQUIREMENT.—  
7           Information shared pursuant to this subsection shall  
8           be shared in compliance with all other applicable  
9           Federal laws and regulations.

10          “(5) RULE OF CONSTRUCTION.—Nothing under  
11          this subsection may be construed to create new in-  
12          formation sharing authorities related to the Bank  
13          Secrecy Act (as such term is defined under section  
14          5312 of title 31, United States Code).

15          “(6) FINANCIAL INSTITUTION DEFINED.—In  
16          this subsection, the term ‘financial institution’ has  
17          the meaning given that term under section 5312.”.

18       **SEC. 110. STUDY AND STRATEGY ON TRADE-BASED MONEY**  
19                               **LAUNDERING.**

20          (a) STUDY.—The Secretary of the Treasury shall  
21          carry out a study, in consultation with appropriate private  
22          sector stakeholders and Federal departments and agen-  
23          cies, on trade-based money laundering.

24          (b) REPORT.—Not later than the end of the 1-year  
25          period beginning on the date of the enactment of this Act,

1 the Secretary shall issue a report to the Congress con-  
2 taining—

3 (1) all findings and determinations made in car-  
4 rying out the study required under subsection (a);  
5 and

6 (2) proposed strategies to combat trade-based  
7 money laundering.

8 (c) CLASSIFIED ANNEX.—The report required under  
9 this section may include a classified annex.

10 (d) CONTRACTING AUTHORITY.—The Secretary may  
11 contract with a private third-party to carry out the study  
12 required under this section. The authority of the Secretary  
13 to enter into contracts under this subsection shall be in  
14 effect for each fiscal year only to the extent and in the  
15 amounts as are provided in advance in appropriations  
16 Acts.

17 **SEC. 111. STUDY AND STRATEGY ON DE-RISKING.**

18 (a) REVIEW.—The Secretary of the Treasury, in con-  
19 sultation with appropriate private sector stakeholders, ex-  
20 aminers, and the Federal functional regulators (as defined  
21 under section 103) and other relevant stakeholders, shall  
22 undertake a formal review of—

23 (1) any adverse consequences of financial insti-  
24 tutions de-risking entire categories of relationships,  
25 including charities, embassy accounts, money serv-

1       ices businesses (as defined under section  
2       1010.100(ff) of title 31, Code of Federal Regula-  
3       tions) and their agents, countries, international and  
4       domestic regions, and respondent banks;

5               (2) the reasons why financial institutions are  
6       engaging in de-risking;

7               (3) the association with and effects of de-risk-  
8       ing on money laundering and financial crime actors  
9       and activities;

10              (4) the most appropriate ways to promote fi-  
11       nancial inclusion, particularly with respect to devel-  
12       oping countries, while maintaining compliance with  
13       the Bank Secrecy Act, including an assessment of  
14       policy options to—

15                      (A) more effectively tailor Federal actions  
16       and penalties to the size of foreign financial in-  
17       stitutions and any capacity limitations of for-  
18       eign governments; and

19                      (B) reduce compliance costs that may lead  
20       to the adverse consequences described in para-  
21       graph (1);

22               (5) formal and informal feedback provided by  
23       examiners that may have led to de-risking;

24               (6) the relationship between resources dedicated  
25       to compliance and overall sophistication of compli-

1           ance efforts at entities that may be experiencing de-  
2           risking versus those that have not experienced de-  
3           risking; and

4           (7) any best practices from the private sector  
5           that facilitate correspondent bank relationships.

6           (b) DE-RISKING STRATEGY.—The Secretary shall de-  
7           velop a strategy to reduce de-risking and adverse con-  
8           sequences related to de-risking.

9           (c) REPORT.—Not later than the end of the 1-year  
10          period beginning on the date of the enactment of this Act,  
11          the Secretary, in consultation with the Federal functional  
12          regulators and other relevant stakeholders, shall issue a  
13          report to the Congress containing—

14                 (1) all findings and determinations made in car-  
15                 rying out the study required under subsection (a);  
16                 and

17                 (2) the strategy developed pursuant to sub-  
18                 section (b).

19           (d) DEFINITIONS.—In this section:

20                 (1) DE-RISKING.—The term “de-risking”  
21                 means the wholesale closing of accounts or limiting  
22                 of financial services for a category of customer due  
23                 to unsubstantiated risk as it relates to compliance  
24                 with the Bank Secrecy Act.

1           (2) BSA TERMS.—The terms “Bank Secrecy  
2     Act” and “financial institution” have the meaning  
3     given those terms, respectively, under section 5312  
4     off title 31, United States Code.

5 **SEC. 112. AML EXAMINATION AUTHORITY DELEGATION**  
6           **STUDY.**

7     (a) STUDY.—The Secretary of the Treasury shall  
8     carry out a study on the Secretary’s delegation of exam-  
9     ination authority under the Bank Secrecy Act, including—

10           (1) an evaluation of the efficacy of the delega-  
11     tion, especially with respect to the mission of the  
12     Bank Secrecy Act;

13           (2) whether the delegated agencies have appro-  
14     priate resources to perform their delegated respon-  
15     sibilities; and

16           (3) whether the examiners in delegated agencies  
17     have sufficient training and support to perform their  
18     responsibilities.

19     (b) REPORT.—Not later than one year after the date  
20     of enactment of this Act, the Secretary of the Treasury  
21     shall submit to the Committee on Financial Services of  
22     the House of Representatives and the Committee on  
23     Banking, Housing, and Urban Affairs of the Senate a re-  
24     port containing—



1 Secretary of the Treasury shall issue a report to Congress  
2 containing—

3 (1) all findings and determinations made in car-  
4 rying out the study required under subsection (a);  
5 and

6 (2) the strategy developed under subsection (b).

7 **TITLE J—IMPROVING AML/CFT**  
8 **OVERSIGHT**

9 **SEC. 201. PILOT PROGRAM ON SHARING OF SUSPICIOUS**  
10 **ACTIVITY REPORTS WITHIN A FINANCIAL**  
11 **GROUP.**

12 (a) IN GENERAL.—

13 (1) SHARING WITH FOREIGN BRANCHES AND  
14 AFFILIATES.—Section 5318(g) of title 31, United  
15 States Code, is amended by adding at the end the  
16 following:

17 “(5) PILOT PROGRAM ON SHARING WITH FOR-  
18 EIGN BRANCHES, SUBSIDIARIES, AND AFFILIATES.—

19 “(A) IN GENERAL.—The Secretary of the  
20 Treasury shall issue rules establishing the pilot  
21 program described under subparagraph (B),  
22 subject to such controls and restrictions as the  
23 Director of the Financial Crimes Enforcement  
24 Network determines appropriate, including con-  
25 trols and restrictions regarding participation by

1 financial institutions and jurisdictions in the  
2 pilot program. In prescribing such rules, the  
3 Secretary shall ensure that the sharing of infor-  
4 mation described under such subparagraph (B)  
5 is subject to appropriate standards and require-  
6 ments regarding data security and the confiden-  
7 tiality of personally identifiable information.

8 “(B) PILOT PROGRAM DESCRIBED.—The  
9 pilot program required under this paragraph  
10 shall—

11 “(i) permit a financial institution with  
12 a reporting obligation under this sub-  
13 section to share reports (and information  
14 on such reports) under this subsection with  
15 the institution’s foreign branches, subsidi-  
16 aries, and affiliates for the purpose of com-  
17 bating illicit finance risks, notwithstanding  
18 any other provision of law except subpara-  
19 graphs (A) and (C);

20 “(ii) terminate on the date that is five  
21 years after the date of enactment of this  
22 paragraph, except that the Secretary may  
23 extend the pilot program for up to two  
24 years upon submitting a report to the  
25 Committee on Financial Services of the

1 House of Representatives and the Com-  
2 mittee on Banking, Housing, and Urban  
3 Affairs of the Senate that includes—

4 “(I) a certification that the ex-  
5 tension is in the national interest of  
6 the United States, with a detailed ex-  
7 planation of the reasons therefor;

8 “(II) an evaluation of the useful-  
9 ness of the pilot program, including a  
10 detailed analysis of any illicit activity  
11 identified or prevented as a result of  
12 the program; and

13 “(III) a detailed legislative pro-  
14 posal providing for a long-term exten-  
15 sion of the pilot program activities, in-  
16 cluding expected budgetary resources  
17 for the activities, if the Secretary de-  
18 termines that a long-term extension is  
19 appropriate.

20 “(C) PROHIBITION INVOLVING CERTAIN  
21 JURISDICTIONS.—In issuing the regulations re-  
22 quired under subparagraph (A), the Secretary  
23 may not permit a financial institution to share  
24 information on reports under this subsection

1 with a foreign branch, subsidiary, or affiliate lo-  
2 cated in—

3 “(i) the People’s Republic of China;

4 “(ii) the Russian Federation; or

5 “(iii) a jurisdiction that—

6 “(I) is subject to counter-  
7 measures imposed by the Federal  
8 Government;

9 “(II) is a state sponsor of ter-  
10 rorism; or

11 “(III) the Secretary has deter-  
12 mined cannot reasonably protect the  
13 privacy and confidentiality of such in-  
14 formation or would otherwise use such  
15 information in a manner that is not  
16 consistent with the national interest of  
17 the United States.

18 “(D) IMPLEMENTATION UPDATES.—Not  
19 later than 360 days after the date rules are  
20 issued under subparagraph (A), and annually  
21 thereafter for three years, the Secretary, or the  
22 Secretary’s designee, shall brief the Committee  
23 on Financial Services of the House of Rep-  
24 resentatives and the Committee on Banking,  
25 Housing, and Urban Affairs of the Senate on—

1                   “(i) the degree of any information  
2                   sharing permitted under the pilot program,  
3                   and a description of criteria used by the  
4                   Secretary to evaluate the appropriateness  
5                   of the information sharing;

6                   “(ii) the effectiveness of the pilot pro-  
7                   gram in identifying or preventing the viola-  
8                   tion of a United States law or regulation,  
9                   and mechanisms that may improve such ef-  
10                  fectiveness; and

11                  “(iii) any recommendations to amend  
12                  the design of the pilot program.

13                  “(E) RULE OF CONSTRUCTION.—Nothing  
14                  in this paragraph shall be construed as limiting  
15                  the Secretary’s authority under provisions of  
16                  law other than this paragraph to establish other  
17                  permissible purposes or methods for a financial  
18                  institution sharing reports (and information on  
19                  such reports) under this subsection with the in-  
20                  stitution’s foreign headquarters or with other  
21                  branches of the same institution.

22                  “(F) NOTICE OF USE OF OTHER AUTHOR-  
23                  ITY.—If the Secretary, pursuant to any author-  
24                  ity other than that provided under this para-  
25                  graph, permits a financial institution to share

1 information on reports under this subsection  
2 with a foreign branch, subsidiary, or affiliate lo-  
3 cated in a foreign jurisdiction, the Secretary  
4 shall notify the Committee on Financial Serv-  
5 ices of the House of Representatives and the  
6 Committee on Banking, Housing, and Urban  
7 Affairs of such permission and the applicable  
8 foreign jurisdiction.

9 “(6) TREATMENT OF FOREIGN JURISDICTION-  
10 ORIGINATED REPORTS.—A report received by a fi-  
11 nancial institution from a foreign affiliate with re-  
12 spect to a suspicious transaction relevant to a pos-  
13 sible violation of law or regulation shall be subject  
14 to the same confidentiality requirements provided  
15 under this subsection for a report of a suspicious  
16 transaction described under paragraph (1).”.

17 (2) NOTIFICATION PROHIBITIONS.—Section  
18 5318(g)(2)(A) of title 31, United States Code, is  
19 amended—

20 (A) in clause (i), by inserting after “trans-  
21 action has been reported” the following: “or  
22 otherwise reveal any information that would re-  
23 veal that the transaction has been reported”;  
24 and

1 (B) in clause (ii), by inserting after “trans-  
2 action has been reported,” the following: “or  
3 otherwise reveal any information that would re-  
4 veal that the transaction has been reported,”.

5 (b) RULEMAKING.—Not later than the end of the  
6 360-day period beginning on the date of enactment of this  
7 Act, the Secretary of the Treasury shall issue regulations  
8 to carry out the amendments made by this section.

9 **SEC. 202. SHARING OF COMPLIANCE RESOURCES.**

10 (a) IN GENERAL.—Section 5318 of title 31, United  
11 States Code, is amended by adding at the end the fol-  
12 lowing:

13 “(o) SHARING OF COMPLIANCE RESOURCES.—

14 “(1) SHARING PERMITTED.—Two or more fi-  
15 nancial institutions may enter into collaborative ar-  
16 rangements in order to more efficiently comply with  
17 the requirements of this subchapter.

18 “(2) OUTREACH.—The Secretary of the Treas-  
19 ury and the appropriate supervising agencies shall  
20 carry out an outreach program to provide financial  
21 institutions with information, including best prac-  
22 tices, with respect to the sharing of resources de-  
23 scribed under paragraph (1).”.

1 (b) RULE OF CONSTRUCTION.—The amendment  
2 made by subsection (a) may not be construed to require  
3 financial institutions to share resources.

4 **SEC. 203. GAO STUDY ON FEEDBACK LOOPS.**

5 (a) STUDY.—The Comptroller General of the United  
6 States shall carry out a study on—

7 (1) best practices within the United States Gov-  
8 ernment for providing feedback (“feedback loop”) to  
9 relevant parties (including regulated private entities)  
10 on the usage and usefulness of personally identifi-  
11 able information (“PII”), sensitive-but-unclassified  
12 (“SBU”) data, or similar information provided by  
13 such parties to Government users of such informa-  
14 tion and data (including law enforcement or regu-  
15 lators); and

16 (2) any practices or standards inside or outside  
17 the United States for providing feedback through  
18 sensitive information and public-private partnership  
19 information sharing efforts, specifically related to ef-  
20 forts to combat money laundering and other forms  
21 of illicit finance.

22 (b) REPORT.—Not later than the end of the 18-  
23 month period beginning on the date of the enactment of  
24 this Act, the Comptroller General shall issue a report to  
25 the Committee on Banking, Housing, and Urban Affairs

1 of the Senate and the Committee on Financial Services  
2 of the House of Representatives containing—

3 (1) all findings and determinations made in car-  
4 rying out the study required under subsection (a);

5 (2) with respect to each of paragraphs (1) and  
6 (2) of subsection (a), any best practices or signifi-  
7 cant concerns identified by the Comptroller General,  
8 and their applicability to public-private partnerships  
9 and feedback loops with respect to U.S. efforts to  
10 combat money laundering and other forms of illicit  
11 finance; and

12 (3) recommendations to reduce or eliminate any  
13 unnecessary Government collection of the informa-  
14 tion described under subsection (a)(1).

15 **SEC. 204. FINCEN STUDY ON BSA VALUE.**

16 (a) STUDY.—The Director of the Financial Crimes  
17 Enforcement Network shall carry out a study on Bank Se-  
18 crecy Act value.

19 (b) REPORT.—Not later than the end of the 30-day  
20 period beginning on the date the study under subsection  
21 (a) is completed, the Director shall issue a report to the  
22 Committee on Financial Services of the House of Rep-  
23 resentatives and the Committee on Banking, Housing, and  
24 Urban Affairs of the Senate containing all findings and

1 determinations made in carrying out the study required  
2 under this section.

3 (c) CLASSIFIED ANNEX.—The report required under  
4 this section may include a classified annex, if the Director  
5 determines it appropriate.

6 (d) BANK SECRECY ACT DEFINED.—For purposes of  
7 this section, the term “Bank Secrecy Act” has the mean-  
8 ing given that term under section 5312 of title 31, United  
9 States Code.

10 **SEC. 205. SHARING OF THREAT PATTERN AND TREND IN-**  
11 **FORMATION.**

12 Section 5318(g) of title 31, United States Code, as  
13 amended by section 201(a)(1), is further amended by add-  
14 ing at the end the following:

15 “(7) SHARING OF THREAT PATTERN AND  
16 TREND INFORMATION.—

17 “(A) SAR ACTIVITY REVIEW.—The Direc-  
18 tor of the Financial Crimes Enforcement Net-  
19 work shall restart publication of the ‘SAR Ac-  
20 tivity Review – Trends, Tips & Issues’, on not  
21 less than a semi-annual basis, to provide mean-  
22 ingful information about the preparation, use,  
23 and value of reports filed under this subsection  
24 by financial institutions, as well as other re-

1 ports filed by financial institutions under the  
2 Bank Secrecy Act.

3 “(B) INCLUSION OF TYPOLOGIES.—In each  
4 publication described under subparagraph (A),  
5 the Director shall provide financial institutions  
6 with typologies, including data that can be  
7 adapted in algorithms (including for artificial  
8 intelligence and machine learning programs)  
9 where appropriate, on emerging money laun-  
10 dering and counter terror financing threat pat-  
11 terns and trends.

12 “(C) TYPOLOGY DEFINED.—For purposes  
13 of this paragraph, the term ‘typology’ means  
14 the various techniques used to launder money  
15 or finance terrorism.”.

16 **SEC. 206. MODERNIZATION AND UPGRADING WHISTLE-**  
17 **BLOWER PROTECTIONS.**

18 (a) REWARDS.—Section 5323(d) of title 31, United  
19 States Code, is amended to read as follows:

20 “(d) SOURCE OF REWARDS.—For the purposes of  
21 paying a reward under this section, the Secretary may,  
22 subject to amounts made available in advance by appro-  
23 priation Acts, use criminal fine, civil penalty, or forfeiture  
24 amounts recovered based on the original information with  
25 respect to which the reward is being paid.”.

1 (b) WHISTLEBLOWER INCENTIVES.—

2 Chapter 53 of title 31, United States Code, is  
3 amended—

4 (1) by inserting after section 5323 the fol-  
5 lowing:

6 **“§ 5323A. Whistleblower incentives**

7 “(a) DEFINITIONS.—In this section:

8 “(1) COVERED JUDICIAL OR ADMINISTRATIVE  
9 ACTION.—The term ‘covered judicial or administra-  
10 tive action’ means any judicial or administrative ac-  
11 tion brought by FinCEN under the Bank Secrecy  
12 Act that results in monetary sanctions exceeding  
13 \$1,000,000.

14 “(2) FINCEN.—The term ‘FinCEN’ means the  
15 Financial Crimes Enforcement Network.

16 “(3) MONETARY SANCTIONS.—The term ‘mone-  
17 tary sanctions’, when used with respect to any judi-  
18 cial or administrative action, means—

19 “(A) any monies, including penalties,  
20 disgorgement, and interest, ordered to be paid;  
21 and

22 “(B) any monies deposited into a  
23 disgorgement fund as a result of such action or  
24 any settlement of such action.

1           “(4) ORIGINAL INFORMATION.—The term  
2           ‘original information’ means information that—

3                   “(A) is derived from the independent  
4                   knowledge or analysis of a whistleblower;

5                   “(B) is not known to FinCEN from any  
6                   other source, unless the whistleblower is the  
7                   original source of the information; and

8                   “(C) is not exclusively derived from an al-  
9                   legation made in a judicial or administrative  
10                  hearing, in a governmental report, hearing,  
11                  audit, or investigation, or from the news media,  
12                  unless the whistleblower is a source of the infor-  
13                  mation.

14           “(5) RELATED ACTION.—The term ‘related ac-  
15           tion’, when used with respect to any judicial or ad-  
16           ministrative action brought by FinCEN, means any  
17           judicial or administrative action that is based upon  
18           original information provided by a whistleblower that  
19           led to the successful enforcement of the action.

20           “(6) SECRETARY.—The term ‘Secretary’ means  
21           the Secretary of the Treasury.

22           “(7) WHISTLEBLOWER.—The term ‘whistle-  
23           blower’ means any individual who provides, or 2 or  
24           more individuals acting jointly who provide, informa-  
25           tion relating to a violation of laws enforced by

1 FinCEN, in a manner established, by rule or regula-  
2 tion, by FinCEN.

3 “(b) AWARDS.—

4 “(1) IN GENERAL.—In any covered judicial or  
5 administrative action, or related action, the Sec-  
6 retary, under such rules as the Secretary may issue  
7 and subject to subsection (c), shall pay an award or  
8 awards to 1 or more whistleblowers who voluntarily  
9 provided original information to FinCEN that led to  
10 the successful enforcement of the covered judicial or  
11 administrative action, or related action, in an aggre-  
12 gate amount equal to not more than 30 percent, in  
13 total, of what has been collected of the monetary  
14 sanctions imposed in the action.

15 “(2) SOURCE OF AWARDS.—For the purposes of  
16 paying any award under paragraph (1), the Sec-  
17 retary may, subject to amounts made available in  
18 advance by appropriation Acts, use monetary sanc-  
19 tion amounts recovered based on the original infor-  
20 mation with respect to which the award is being  
21 paid.

22 “(c) DETERMINATION OF AMOUNT OF AWARD; DE-  
23 NIAL OF AWARD.—

24 “(1) DETERMINATION OF AMOUNT OF  
25 AWARD.—

1           “(A) DISCRETION.—The determination of  
2           the amount of an award made under subsection  
3           (b) shall be in the discretion of the Secretary.

4           “(B) CRITERIA.—In responding to a dis-  
5           closure and determining the amount of an  
6           award made, FinCEN staff shall meet with the  
7           whistleblower to discuss evidence disclosed and  
8           rebuttals to the disclosure, and shall take into  
9           consideration—

10                   “(i) the significance of the informa-  
11                   tion provided by the whistleblower to the  
12                   success of the covered judicial or adminis-  
13                   trative action;

14                   “(ii) the degree of assistance provided  
15                   by the whistleblower and any legal rep-  
16                   resentative of the whistleblower in a cov-  
17                   ered judicial or administrative action;

18                   “(iii) the mission of FinCEN in deter-  
19                   ring violations of the law by making  
20                   awards to whistleblowers who provide in-  
21                   formation that lead to the successful en-  
22                   forcement of such laws; and

23                   “(iv) such additional relevant factors  
24                   as the Secretary may establish by rule.

1           “(2) DENIAL OF AWARD.—No award under  
2 subsection (b) shall be made—

3           “(A) to any whistleblower who is, or was at  
4 the time the whistleblower acquired the original  
5 information submitted to FinCEN, a member,  
6 officer, or employee of—

7           “(i) an appropriate regulatory agency;

8           “(ii) the Department of Justice;

9           “(iii) a self-regulatory organization; or

10           “(iv) a law enforcement organization;

11           “(B) to any whistleblower who is convicted  
12 of a criminal violation, or who the Secretary  
13 has a reasonable basis to believe committed a  
14 criminal violation, related to the judicial or ad-  
15 ministrative action for which the whistleblower  
16 otherwise could receive an award under this sec-  
17 tion;

18           “(C) to any whistleblower who gains the  
19 information through the performance of an  
20 audit of financial statements required under the  
21 Bank Secrecy Act and for whom such submis-  
22 sion would be contrary to its requirements; or

23           “(D) to any whistleblower who fails to sub-  
24 mit information to FinCEN in such form as the  
25 Secretary may, by rule, require.

1           “(3) STATEMENT OF REASONS.—For any deci-  
2           sion granting or denying an award, the Secretary  
3           shall provide to the whistleblower a statement of rea-  
4           sons that includes findings of fact and conclusions of  
5           law for all material issues.

6           “(d) REPRESENTATION.—

7           “(1) PERMITTED REPRESENTATION.—Any  
8           whistleblower who makes a claim for an award under  
9           subsection (b) may be represented by counsel.

10          “(2) REQUIRED REPRESENTATION.—

11           “(A) IN GENERAL.—Any whistleblower  
12           who anonymously makes a claim for an award  
13           under subsection (b) shall be represented by  
14           counsel if the whistleblower anonymously sub-  
15           mits the information upon which the claim is  
16           based.

17           “(B) DISCLOSURE OF IDENTITY.—Prior to  
18           the payment of an award, a whistleblower shall  
19           disclose their identity and provide such other  
20           information as the Secretary may require, di-  
21           rectly or through counsel for the whistleblower.

22          “(e) APPEALS.—Any determination made under this  
23          section, including whether, to whom, or in what amount  
24          to make awards, shall be in the discretion of the Secretary.  
25          Any such determination, except the determination of the

1 amount of an award if the award was made in accordance  
2 with subsection (b), may be appealed to the appropriate  
3 court of appeals of the United States not more than 30  
4 days after the determination is issued by the Secretary.  
5 The court shall review the determination made by the Sec-  
6 retary in accordance with section 706 of title 5.

7 “(f) EMPLOYEE PROTECTIONS.—The Secretary of  
8 the Treasury shall issue regulations protecting a whistle-  
9 blower from retaliation, which shall be as close as prac-  
10 ticable to the employee protections provided for under sec-  
11 tion 1057 of the Consumer Financial Protection Act of  
12 2010.”; and

13 (2) in the table of contents for such chapter, by  
14 inserting after the item relating to section 5323 the  
15 following new item:

“5323A. Whistleblower incentives.”.

16 **SEC. 207. CERTAIN VIOLATORS BARRED FROM SERVING ON**  
17 **BOARDS OF UNITED STATES FINANCIAL IN-**  
18 **STITUTIONS.**

19 Section 5321 of title 31, United States Code, is  
20 amended by adding at the end the following:

21 “(f) CERTAIN VIOLATORS BARRED FROM SERVING  
22 ON BOARDS OF UNITED STATES FINANCIAL INSTITU-  
23 TIONS.—

24 “(1) IN GENERAL.—An individual found to  
25 have committed an egregious violation of a provision

1 of (or rule issued under) the Bank Secrecy Act shall  
2 be barred from serving on the board of directors of  
3 a United States financial institution for a 10-year  
4 period beginning on the date of such finding.

5 “(2) EGREGIOUS VIOLATION DEFINED.—With  
6 respect to an individual, the term ‘egregious viola-  
7 tion’ means—

8 “(A) a felony criminal violation for which  
9 the individual was convicted; and

10 “(B) a civil violation where the individual  
11 willfully committed such violation and the viola-  
12 tion facilitated money laundering or the financ-  
13 ing of terrorism.”.

14 **SEC. 208. ADDITIONAL DAMAGES FOR REPEAT BANK SE-**  
15 **CRECY ACT VIOLATORS.**

16 (a) IN GENERAL.—Section 5321 of title 31, United  
17 States Code, as amended by section 208, is further amend-  
18 ed by adding at the end the following:

19 “(g) ADDITIONAL DAMAGES FOR REPEAT VIOLA-  
20 TORS.—In addition to any other fines permitted by this  
21 section and section 5322, with respect to a person who  
22 has previously been convicted of a criminal provision of  
23 (or rule issued under) the Bank Secrecy Act or who has  
24 admitted, as part of a deferred- or non-prosecution agree-  
25 ment, to having previously committed a violation of a

1 criminal provision of (or rule issued under) the Bank Se-  
2 crecy Act, the Secretary may impose an additional civil  
3 penalty against such person for each additional such viola-  
4 tion in an amount equal to up three times the profit  
5 gained or loss avoided by such person as a result of the  
6 violation.”.

7 (b) PROSPECTIVE APPLICATION OF AMENDMENT.—  
8 For purposes of determining whether a person has com-  
9 mitted a previous violation under section 5321(g) of title  
10 31, United States Code, such determination shall only in-  
11 clude violations occurring after the date of enactment of  
12 this Act.

13 **SEC. 209. JUSTICE ANNUAL REPORT ON DEFERRED AND**  
14 **NON-PROSECUTION AGREEMENTS.**

15 (a) ANNUAL REPORT.—The Attorney General shall  
16 issue an annual report, every year for the five years begin-  
17 ning on the date of enactment of this Act, to the Commit-  
18 tees on Financial Services and the Judiciary of the House  
19 of Representatives and the Committees on Banking, Hous-  
20 ing, and Urban Affairs and the Judiciary of the Senate  
21 containing—

22 (1) a list of deferred prosecution agreements  
23 and non-prosecution agreements that the Attorney  
24 General has entered into during the previous year

1 with any person with respect to a violation or sus-  
2 pected violation of the Bank Secrecy Act;

3 (2) the justification for entering into each such  
4 agreement;

5 (3) the list of factors that were taken into ac-  
6 count in determining that the Attorney General  
7 should enter into each such agreement; and

8 (4) the extent of coordination the Attorney  
9 General conducted with the Financial Crimes En-  
10 forcement Network prior to entering into each such  
11 agreement.

12 (b) CLASSIFIED ANNEX.—Each report under sub-  
13 section (a) may include a classified annex.

14 (c) BANK SECRECY ACT DEFINED.—For purposes of  
15 this section, the term “Bank Secrecy Act” has the mean-  
16 ing given that term under section 5312 of title 31, United  
17 States Code.

18 **SEC. 210. RETURN OF PROFITS AND BONUSES.**

19 (a) IN GENERAL.—Section 5322 of title 31, United  
20 States Code, is amended by adding at the end the fol-  
21 lowing:

22 “(e) RETURN OF PROFITS AND BONUSES.—A person  
23 convicted of violating a provision of (or rule issued under)  
24 the Bank Secrecy Act shall—



1           (2) by redesignating subparagraph (Z) as sub-  
2           paragraph (AA); and

3           (3) by inserting after subsection (Y) the fol-  
4           lowing:

5                       “(Z) a person trading or acting as an  
6           intermediary in the trade of antiquities, includ-  
7           ing an advisor, consultant or any other person  
8           who engages as a business in the solicitation of  
9           the sale of antiquities; or”.

10          (b) **STUDY ON THE FACILITATION OF MONEY LAUN-**  
11 **DERING AND TERROR FINANCE THROUGH THE TRADE OF**  
12 **WORKS OF ART OR ANTIQUITIES.—**

13           (1) **STUDY.**—The Secretary of the Treasury, in  
14           coordination with Federal Bureau of Investigation,  
15           the Attorney General, and Homeland Security Inves-  
16           tigations, shall perform a study on the facilitation of  
17           money laundering and terror finance through the  
18           trade of works of art or antiquities, including an  
19           analysis of—

20                       (A) the extent to which the facilitation of  
21           money laundering and terror finance through  
22           the trade of works of art or antiquities may  
23           enter or affect the financial system of the  
24           United States, including any qualitative data or  
25           statistics;

1 (B) whether thresholds and definitions  
2 should apply in determining which entities to  
3 regulate;

4 (C) an evaluation of which markets, by  
5 size, entity type, domestic or international geo-  
6 graphical locations, or otherwise, should be sub-  
7 ject to regulations, but only to the extent such  
8 markets are not already required to report on  
9 the trade of works of art or antiquities to the  
10 Federal Government;

11 (D) an evaluation of whether certain ex-  
12 emptions should apply; and

13 (E) any other points of study or analysis  
14 the Secretary determines necessary or appro-  
15 priate.

16 (2) REPORT.—Not later than the end of the  
17 180-day period beginning on the date of the enact-  
18 ment of this Act, the Secretary of the Treasury shall  
19 issue a report to the Committee on Financial Serv-  
20 ices of the House of Representatives and the Com-  
21 mittee on Banking, Housing, and Urban Affairs of  
22 the Senate containing all findings and determina-  
23 tions made in carrying out the study required under  
24 paragraph (1).

1 (c) RULEMAKING.—Not later than the end of the  
2 180-day period beginning on the date the Secretary issues  
3 the report required under subsection (b)(2), the Secretary  
4 shall issue regulations to carry out the amendments made  
5 by subsection (a).

6 **SEC. 212. GEOGRAPHIC TARGETING ORDER.**

7 The Secretary of the Treasury shall issue a geo-  
8 graphic targeting order, similar to the order issued by the  
9 Financial Crimes Enforcement Network on November 15,  
10 2018, that—

11 (1) applies to commercial real estate to the  
12 same extent, with the exception of having the same  
13 thresholds, as the order issued by FinCEN on No-  
14 vember 15, 2018, applies to residential real estate;  
15 and

16 (2) establishes a specific threshold for commer-  
17 cial real estate.

18 **SEC. 213. STUDY AND REVISIONS TO CURRENCY TRANS-**  
19 **ACTION REPORTS AND SUSPICIOUS ACTIVITY**  
20 **REPORTS.**

21 (a) CURRENCY TRANSACTION REPORTS.—

22 (1) CTR INDEXED FOR INFLATION.—

23 (A) IN GENERAL.—Every 5 years after the  
24 date of enactment of this Act, the Secretary of  
25 the Treasury shall revise regulations issued

1 with respect to section 5313 of title 31, United  
2 States Code, to update each \$10,000 threshold  
3 amount in such regulation to reflect the change  
4 in the Consumer Price Index for All Urban  
5 Consumers published by the Department of  
6 Labor, rounded to the nearest \$100. For pur-  
7 poses of calculating the change described in the  
8 previous sentence, the Secretary shall use  
9 \$10,000 as the base amount and the date of en-  
10 actment of this Act as the base date.

11 (B) EXCEPTION.—Notwithstanding sub-  
12 paragraph (A), the Secretary may make appro-  
13 priate adjustments to the threshold amounts  
14 described under subparagraph (A) in high-risk  
15 areas (e.g., High Intensity Financial Crime  
16 Areas or HIFCAs), if the Secretary has demon-  
17 strable evidence that shows a threshold raise  
18 would increase serious crimes, such as traf-  
19 ficking, or endanger national security.

20 (2) GAO CTR STUDY.—

21 (A) STUDY.—The Comptroller General of  
22 the United States shall carry out a study of  
23 currency transaction reports. Such study shall  
24 include—

1 (i) a review (carried out in consulta-  
2 tion with the Secretary of the Treasury,  
3 the Financial Crimes Enforcement Net-  
4 work, the United States Attorney General,  
5 the State Attorneys General, and State,  
6 Tribal, and local law enforcement) of the  
7 effectiveness of the current currency trans-  
8 action reporting regime;

9 (ii) an analysis of the importance of  
10 currency transaction reports to law en-  
11 forcement; and

12 (iii) an analysis of the effects of rais-  
13 ing the currency transaction report thresh-  
14 old.

15 (B) REPORT.—Not later than the end of  
16 the 1-year period beginning on the date of en-  
17 actment of this Act, the Comptroller General  
18 shall issue a report to the Secretary of the  
19 Treasury and the Congress containing—

20 (i) all findings and determinations  
21 made in carrying out the study required  
22 under subparagraph (A); and

23 (ii) recommendations for improving  
24 the current currency transaction reporting  
25 regime.

1 (b) MODIFIED SARs STUDY AND DESIGN.—

2 (1) STUDY.—The Director of the Financial  
3 Crimes Enforcement Network shall carry out a  
4 study, in consultation with industry stakeholders (in-  
5 cluding money services businesses, community  
6 banks, and credit unions), regulators, and law en-  
7 forcement, of the design of a modified suspicious ac-  
8 tivity report form for certain customers and activi-  
9 ties. Such study shall include—

10 (A) an examination of appropriate optimal  
11 SARs thresholds to determine the level at which  
12 a modified SARs form could be employed;

13 (B) an evaluation of which customers or  
14 transactions would be appropriate for a modi-  
15 fied SAR, including—

16 (i) seasoned business customers;

17 (ii) financial technology (Fintech)  
18 firms;

19 (iii) structuring transactions; and

20 (iv) any other customer or transaction  
21 that may be appropriate for a modified  
22 SAR; and

23 (C) an analysis of the most effective meth-  
24 ods to reduce the regulatory burden imposed on  
25 financial institutions in complying with the

1 Bank Secrecy Act, including an analysis of the  
2 effect of—

3 (i) modifying thresholds;

4 (ii) shortening forms;

5 (iii) combining Bank Secrecy Act  
6 forms;

7 (iv) filing reports in periodic batches;

8 and

9 (v) any other method that may reduce  
10 the regulatory burden.

11 (2) STUDY CONSIDERATIONS.—In carrying out  
12 the study required under paragraph (1), the Direc-  
13 tor shall seek to balance law enforcement priorities,  
14 regulatory burdens experienced by financial institu-  
15 tions, and the requirement for reports to have a  
16 “high degree of usefulness to law enforcement”  
17 under the Bank Secrecy Act.

18 (3) REPORT.—Not later than the end of the 1-  
19 year period beginning on the date of enactment of  
20 this Act, the Director shall issue a report to Con-  
21 gress containing—

22 (A) all findings and determinations made  
23 in carrying out the study required under sub-  
24 section (a); and

1 (B) sample designs of modified SARs  
2 forms based on the study results.

3 (4) CONTRACTING AUTHORITY.—The Director  
4 may contract with a private third-party to carry out  
5 the study required under this subsection. The au-  
6 thority of the Director to enter into contracts under  
7 this paragraph shall be in effect for each fiscal year  
8 only to the extent and in the amounts as are pro-  
9 vided in advance in appropriations Acts.

10 (c) DEFINITIONS.—For purposes of this section:

11 (1) BANK SECRECY ACT.—The term “Bank Se-  
12 crecy Act” has the meaning given that term under  
13 section 5312 of title 31, United States Code.

14 (2) REGULATORY BURDEN.—The term “regu-  
15 latory burden” means the man-hours to complete fil-  
16 ings, cost of data collection and analysis, and other  
17 considerations of chapter 35 of title 44, United  
18 States Code (commonly referred to as the Paper-  
19 work Reduction Act).

20 (3) SAR; SUSPICIOUS ACTIVITY REPORT.—The  
21 term “SAR” and “suspicious activity report” mean  
22 a report of a suspicious transaction under section  
23 5318(g) of title 31, United States Code.

24 (4) SEASONED BUSINESS CUSTOMER.—The  
25 term “seasoned business customer”, shall have such

1 meaning as the Secretary of the Treasury shall pre-  
2 scribe, which shall include any person that—

3 (A) is incorporated or organized under the  
4 laws of the United States or any State, or is  
5 registered as, licensed by, or otherwise eligible  
6 to do business within the United States, a  
7 State, or political subdivision of a State;

8 (B) has maintained an account with a fi-  
9 nancial institution for a length of time as deter-  
10 mined by the Secretary; and

11 (C) meet such other requirements as the  
12 Secretary may determine necessary or appro-  
13 priate.

14 **SEC. 214. STREAMLINING REQUIREMENTS FOR CURRENCY**  
15 **TRANSACTION REPORTS AND SUSPICIOUS**  
16 **ACTIVITY REPORTS.**

17 (a) REVIEW.—The Secretary of the Treasury (in con-  
18 sultation with Federal law enforcement agencies, the Di-  
19 rector of National Intelligence, and the Federal functional  
20 regulators and in consultation with other relevant stake-  
21 holders) shall undertake a formal review of the current  
22 financial institution reporting requirements under the  
23 Bank Secrecy Act and its implementing regulations and  
24 propose changes to further reduce regulatory burdens, and  
25 ensure that the information provided is of a “high degree

1 of usefulness” to law enforcement, as set forth under sec-  
2 tion 5311 of title 31, United States Code.

3 (b) CONTENTS.—The review required under sub-  
4 section (a) shall include a study of—

5 (1) whether the timeframe for filing a sus-  
6 picious activity report should be increased from 30  
7 days;

8 (2) whether or not currency transaction report  
9 and suspicious activity report thresholds should be  
10 tied to inflation or otherwise periodically be ad-  
11 justed;

12 (3) whether the circumstances under which a fi-  
13 nancial institution determines whether to file a “con-  
14 tinuing suspicious activity report”, or the processes  
15 followed by a financial institution in determining  
16 whether to file a “continuing suspicious activity re-  
17 port” (or both) can be narrowed;

18 (4) analyzing the fields designated as “critical”  
19 on the suspicious activity report form and whether  
20 the number of fields should be reduced;

21 (5) the increased use of exemption provisions to  
22 reduce currency transaction reports that are of little  
23 or no value to law enforcement efforts;

1           (6) the current financial institution reporting  
2 requirements under the Bank Secrecy Act and its  
3 implementing regulations and guidance; and

4           (7) such other items as the Secretary deter-  
5 mines appropriate.

6       (c) REPORT.—Not later than the end of the one year  
7 period beginning on the date of the enactment of this Act,  
8 the Secretary of the Treasury, in consultation with law  
9 enforcement and persons subject to Bank Secrecy Act re-  
10 quirements, shall issue a report to the Congress containing  
11 all findings and determinations made in carrying out the  
12 review required under subsection (a).

13       (d) DEFINITIONS.—For purposes of this section:

14           (1) FEDERAL FUNCTIONAL REGULATOR.—The  
15 term “Federal functional regulator” has the mean-  
16 ing given that term under section 103.

17           (2) OTHER TERMS.—The terms “Bank Secrecy  
18 Act” and “financial institution” have the meaning  
19 given those terms, respectively, under section 5312  
20 of title 31, United States Code.

1       **TITLE K—MODERNIZING THE**  
2                                   **AML SYSTEM**

3       **SEC. 301. ENCOURAGING INNOVATION IN BSA COMPLI-**  
4                                   **ANCE.**

5           Section 5318 of title 31, United States Code, as  
6 amended by section 202, is further amended by adding  
7 at the end the following:

8           “(p) ENCOURAGING INNOVATION IN COMPLIANCE.—

9                   “(1) IN GENERAL.—The Federal functional reg-  
10           ulators shall encourage financial institutions to con-  
11           sider, evaluate, and, where appropriate, responsibly  
12           implement innovative approaches to meet the re-  
13           quirements of this subchapter, including through the  
14           use of innovation pilot programs.

15                   “(2) EXEMPTIVE RELIEF.—The Secretary, pur-  
16           suant to subsection (a), may provide exemptions  
17           from the requirements of this subchapter if the Sec-  
18           retary determines such exemptions are necessary to  
19           facilitate the testing and potential use of new tech-  
20           nologies and other innovations.

21                   “(3) RULE OF CONSTRUCTION.—This sub-  
22           section may not be construed to require financial in-  
23           stitutions to consider, evaluate, or implement innova-  
24           tive approaches to meet the requirements of the  
25           Bank Secrecy Act.

1           “(4) FEDERAL FUNCTIONAL REGULATOR DE-  
2           FINED.—In this subsection, the term ‘Federal func-  
3           tional regulator’ means the Board of Governors of  
4           the Federal Reserve System, the Comptroller of the  
5           Currency, the Federal Deposit Insurance Corpora-  
6           tion, the National Credit Union Administration, the  
7           Securities and Exchange Commission, and the Com-  
8           modity Futures Trading Commission.”.

9   **SEC. 302. INNOVATION LABS.**

10       (a) IN GENERAL.—Subchapter II of chapter 53 of  
11       title 31, United States Code, is amended by adding at the  
12       end the following:

13   **“§ 5333. Innovation Labs**

14       “(a) ESTABLISHMENT.—There is established within  
15       the Department of the Treasury and each Federal func-  
16       tional regulator an Innovation Lab.

17       “(b) DIRECTOR.—The head of each Innovation Lab  
18       shall be a Director, to be appointed by the Secretary of  
19       the Treasury or the head of the Federal functional regu-  
20       lator, as applicable.

21       “(c) DUTIES.—The duties of the Innovation Lab  
22       shall be—

23           “(1) to provide outreach to law enforcement  
24           agencies, financial institutions, and other persons  
25           (including vendors and technology companies) with

1       respect to innovation and new technologies that may  
2       be used to comply with the requirements of the  
3       Bank Secrecy Act;

4             “(2) to support the implementation of respon-  
5       sible innovation and new technology, in a manner  
6       that complies with the requirements of the Bank Se-  
7       crecy Act;

8             “(3) to explore opportunities for public-private  
9       partnerships; and

10            “(4) to develop metrics of success.

11       “(d) FINCEN LAB.—The Innovation Lab established  
12       under subsection (a) within the Department of the Treas-  
13       ury shall be a lab within the Financial Crimes Enforce-  
14       ment Network.

15       “(e) FEDERAL FUNCTIONAL REGULATOR DE-  
16       FINED.—In this subsection, the term ‘Federal functional  
17       regulator’ means the Board of Governors of the Federal  
18       Reserve System, the Comptroller of the Currency, the  
19       Federal Deposit Insurance Corporation, the National  
20       Credit Union Administration, the Securities and Exchange  
21       Commission, and the Commodity Futures Trading Com-  
22       mission.”.

23       “(b) CLERICAL AMENDMENT.—The table of contents  
24       for subchapter II of chapter 53 of title 31, United States  
25       Code, is amended by adding at the end the following:

“5333. Innovation Labs.”.

1 **SEC. 303. INNOVATION COUNCIL.**

2 (a) IN GENERAL.—Subchapter II of chapter 53 of  
3 Title 31, United States Code, as amended by section 302,  
4 is further amended by adding at the end the following:

5 **“§ 5334. Innovation Council**

6 “(a) ESTABLISHMENT.—There is established the In-  
7 novation Council (hereinafter in this section referred to  
8 as the ‘Council’), which shall consist of each Director of  
9 an Innovation Lab established under section 5334 and the  
10 Director of the Financial Crimes Enforcement Network.

11 “(b) CHAIR.—The Director of the Innovation Lab of  
12 the Department of the Treasury shall serve as the Chair  
13 of the Council.

14 “(c) DUTY.—The members of the Council shall co-  
15 ordinate on activities related to innovation under the Bank  
16 Secrecy Act, but may not supplant individual agency de-  
17 terminations on innovation.

18 “(d) MEETINGS.—The meetings of the Council—

19 “(1) shall be at the call of the Chair, but in no  
20 case may the Council meet less than semi-annually;

21 “(2) may include open and closed sessions, as  
22 determined necessary by the Council; and

23 “(3) shall include participation by public and  
24 private entities and law enforcement agencies.

25 “(e) REPORT.—The Council shall issue an annual re-  
26 port, for each of the 7 years beginning on the date of en-

1 actment of this section, to the Secretary of the Treasury  
2 on the activities of the Council during the previous year,  
3 including the success of programs as measured by metrics  
4 of success developed pursuant to section 5334(c)(4), and  
5 any regulatory or legislative recommendations that the  
6 Council may have.”.

7 (b) CLERICAL AMENDMENT.—The table of contents  
8 for subchapter II of chapter 53 of title 31, United States  
9 Code, is amended by adding the end the following:

“5334. Innovation Council.”.

10 **SEC. 304. TESTING METHODS RULEMAKING.**

11 (a) IN GENERAL.—Section 5318 of title 31, United  
12 States Code, as amended by section 301, is further amend-  
13 ed by adding at the end the following:

14 “(q) TESTING.—

15 “(1) IN GENERAL.—The Secretary of the  
16 Treasury, in consultation with the head of each  
17 agency to which the Secretary has delegated duties  
18 or powers under subsection (a), shall issue a rule to  
19 specify—

20 “(A) with respect to technology and related  
21 technology-internal processes (‘new technology’)  
22 designed to facilitate compliance with the Bank  
23 Secrecy Act requirements, the standards by  
24 which financial institutions are to test new  
25 technology; and

1           “(B) in what instances or under what cir-  
2           cumstance and criteria a financial institution  
3           may replace or terminate legacy technology and  
4           processes for any examinable technology or  
5           process without the replacement or termination  
6           being determined an examination deficiency.

7           “(2) STANDARDS.—The standards described  
8           under paragraph (1) may include—

9           “(A) an emphasis on using innovative ap-  
10          proaches, such as machine learning, rather than  
11          rules-based systems;

12          “(B) risk-based back-testing of the regime  
13          to facilitate calibration of relevant systems;

14          “(C) requirements for appropriate data  
15          privacy and security; and

16          “(D) a requirement that the algorithms  
17          used by the regime be disclosed to the Financial  
18          Crimes Enforcement Network, upon request.

19          “(3) CONFIDENTIALITY OF ALGORITHMS.—If a  
20          financial institution or any director, officer, em-  
21          ployee, or agent of any financial institution, volun-  
22          tarily or pursuant to this subsection or any other au-  
23          thority, discloses the institution’s algorithms to a  
24          Government agency, such algorithms and any mate-  
25          rials associated with the creation of such algorithms

1 shall be considered confidential and not subject to  
2 public disclosure.”.

3 (b) UPDATE OF MANUAL.—The Financial Institu-  
4 tions Examination Council shall ensure—

5 (1) that any manual prepared by the Council is  
6 updated to reflect the rulemaking required by the  
7 amendment made by subsection (a); and

8 (2) that financial institutions are not penalized  
9 for the decisions based on such rulemaking to re-  
10 place or terminate technology used for compliance  
11 with the Bank Secrecy Act (as defined under section  
12 5312 of title 31, United States Code) or other anti-  
13 money laundering laws.

14 **SEC. 305. FINCEN STUDY ON USE OF EMERGING TECH-**  
15 **NOLOGIES.**

16 (a) STUDY.—

17 (1) IN GENERAL.—The Director of the Finan-  
18 cial Crimes Enforcement Network (“FinCEN”) shall  
19 carry out a study on—

20 (A) the status of implementation and in-  
21 ternal use of emerging technologies, including  
22 artificial intelligence (“AI”), digital identity  
23 technologies, blockchain technologies, and other  
24 innovative technologies within FinCEN;

1 (B) whether AI, digital identity tech-  
2 nologies, blockchain technologies, and other in-  
3 novative technologies can be further leveraged  
4 to make FinCEN’s data analysis more efficient  
5 and effective; and

6 (C) how FinCEN could better utilize AI,  
7 digital identity technologies, blockchain tech-  
8 nologies, and other innovative technologies to  
9 more actively analyze and disseminate the infor-  
10 mation it collects and stores to provide inves-  
11 tigative leads to Federal, State, Tribal, and  
12 local law enforcement, and other Federal agen-  
13 cies (collective, “Agencies”), and better support  
14 its ongoing investigations when referring a case  
15 to the Agencies.

16 (2) INCLUSION OF GTO DATA.—The study re-  
17 quired under this subsection shall include data col-  
18 lected through the Geographic Targeting Orders  
19 (“GTO”) program.

20 (3) CONSULTATION.—In conducting the study  
21 required under this subsection, FinCEN shall con-  
22 sult with the Directors of the Innovations Labs es-  
23 tablished in section 302.

24 (b) REPORT.—Not later than the end of the 6-month  
25 period beginning on the date of the enactment of this Act,

1 the Director shall issue a report to the Committee on  
2 Banking, Housing, and Urban Affairs of the Senate and  
3 the Committee on Financial Services of the House of Rep-  
4 resentatives containing—

5 (1) all findings and determinations made in car-  
6 rying out the study required under subsection (a);

7 (2) with respect to each of subparagraphs (A),  
8 (B) and (C) of subsection (a)(1), any best practices  
9 or significant concerns identified by the Director,  
10 and their applicability to AI, digital identity tech-  
11 nologies, blockchain technologies, and other innova-  
12 tive technologies with respect to U.S. efforts to com-  
13 bat money laundering and other forms of illicit fi-  
14 nance; and

15 (3) any policy recommendations that could fa-  
16 cilitate and improve communication and coordination  
17 between the private sector, FinCEN, and Agencies  
18 through the implementation of innovative ap-  
19 proaches, in order to meet their Bank Secrecy Act  
20 (as defined under section 5312 of title 31, United  
21 States Code) and anti-money laundering compliance  
22 obligations.

1 **SEC. 306. DISCRETIONARY SURPLUS FUNDS.**

2 (a) **IN GENERAL.**—The dollar amount specified  
3 under section 7(a)(3)(A) of the Federal Reserve Act (12  
4 U.S.C. 289(a)(3)(A)) is reduced by \$27,000,000.

5 (b) **EFFECTIVE DATE.**—The amendment made by  
6 subsection (a) shall take effect on September 30, 2029.