111TH CONGRESS 1ST SESSION

# S. 458

To amend the False Claims Act.

#### IN THE SENATE OF THE UNITED STATES

February 24, 2009

Mr. Grassley (for himself, Mr. Durbin, Mr. Leahy, Mr. Specter, and Mr. Whitehouse) introduced the following bill; which was read twice and referred to the Committee on the Judiciary

# A BILL

To amend the False Claims Act.

- Be it enacted by the Senate and House of Representa tives of the United States of America in Congress assembled,
   SECTION 1. SHORT TITLE.
   This Act may be cited as the "False Claims Act Clari-
- 4 This Act may be cited as the Faise Claims Act Clari-
- 5 fication Act of 2009".
- 6 SEC. 2. FALSE CLAIMS GENERALLY.
- 7 Section 3729 of title 31, United States Code, is
- 8 amended—
- 9 (1) by striking subsection (a) and inserting the
- 10 following:
- 11 "(a) Liability for Certain Acts.—

1	"(1) In general.—Subject to paragraph (2),
2	any person who—
3	"(A) knowingly presents, or causes to be
4	presented, a false or fraudulent claim for pay-
5	ment or approval;
6	"(B) knowingly makes, uses, or causes to
7	be made or used, a false record or statement to
8	get a false or fraudulent claim paid or ap-
9	proved;
10	"(C) conspires to commit a violation of
11	subparagraph (A), (B), (D), (E), (F), or (G) or
12	otherwise to get a false or fraudulent claim paid
13	or approved;
14	"(D) has possession, custody, or control of
15	property or money used, or to be used, by the
16	Government and knowingly delivers, or causes
17	to be delivered, less than all of that money or
18	property;
19	"(E) is authorized to make or deliver a
20	document certifying receipt of property used, or
21	to be used, by the Government and, intending
22	to defraud the Government, makes or delivers
23	the receipt without completely knowing that the
24	information on the receipt is true:

1	"(F) knowingly buys, or receives as a
2	pledge of an obligation or debt, public property
3	from an officer or employee of the Government
4	or a member of the Armed Forces, who lawfully
5	may not sell or pledge the property; or
6	"(G) knowingly makes, uses, or causes to
7	be made or used, a false record or statement to
8	conceal, avoid, or decrease an obligation to pay
9	or transmit money or property to the Govern-
10	ment, or knowingly conceals, avoids, or de
11	creases an obligation to pay or transmit money
12	or property to the Government,
13	is liable to the United States Government for a civi
14	penalty of not less than \$5,000 and not more than
15	\$10,000, as adjusted by the Federal Civil Penalties
16	Inflation Adjustment Act of 1990 (28 U.S.C. 2461
17	note; Public Law 104–410), plus 3 times the
18	amount of damages which the Government sustains
19	because of the act of that person.
20	"(2) REDUCED DAMAGES.—If the court finds
21	that—
22	"(A) the person committing the violation
23	of this subsection furnished officials of the
24	United States responsible for investigating false

claims violations with all information known to

1	such person about the violation within 30 days
2	after the date on which the defendant first ob-
3	tained the information;
4	"(B) such person fully cooperated with any
5	Government investigation of such violation; and
6	"(C) at the time such person furnished the
7	United States with the information about the
8	violation, no criminal prosecution, civil action,
9	or administrative action had commenced under
10	this title with respect to such violation, and the
11	person did not have actual knowledge of the ex-
12	istence of an investigation into such violation,
13	the court may assess not less than 2 times the
14	amount of damages which the Government sustains
15	because of the act of that person.
16	"(3) Costs of civil actions.—A person vio-
17	lating this subsection shall also be liable to the
18	United States Government for the costs of a civil ac-
19	tion brought to recover any such penalty or dam-
20	ages.";
21	(2) by striking subsections (b) and (c) and in-
22	serting the following:
23	"(b) Definitions.—For purposes of this section—
24	"(1) the terms 'knowing' and 'knowingly' mean
25	that a person, with respect to information—

1	"(A) has actual knowledge of the informa-
2	tion;
3	"(B) acts in deliberate ignorance of the
4	truth or falsity of the information; or
5	"(C) acts in reckless disregard of the truth
6	or falsity of the information,
7	and no proof of specific intent to defraud is re-
8	quired;
9	"(2) the term 'claim'—
10	"(A) means any request or demand, wheth-
11	er under a contract or otherwise, for money or
12	property and whether or not the United States
13	has title to the money or property, that—
14	"(i) is presented to an officer, em-
15	ployee, or agent of the United States; or
16	"(ii) is made to a contractor, grantee,
17	or other recipient if the United States Gov-
18	ernment—
19	"(I) provides or has provided any
20	portion of the money or property re-
21	quested or demanded; or
22	"(II) will reimburse such con-
23	tractor, grantee, or other recipient for
24	any portion of the money or property
25	which is requested or demanded; and

1	"(B) does not include requests or demands
2	for money or property that the Government has
3	paid to an individual as compensation for Fed-
4	eral employment or as an income subsidy with
5	no restrictions on that individual's use of the
6	money or property; and
7	"(3) the term 'obligation' means a fixed duty,
8	or a contingent duty arising from an express or im-
9	plied contractual, quasi-contractual, grantor-grantee,
10	licensor-licensee, fee-based, or similar relationship,
11	and the retention of any overpayment.";
12	(3) by redesignating subsections (d) and (e) as
13	subsections (c) and (d), respectively; and
14	(4) in subsection (c), as redesignated, by strik-
15	ing "subparagraphs (A) through (C) of subsection
16	(a)" and inserting "subsection (a)(2)".
17	SEC. 3. GOVERNMENT RIGHT TO DISMISS CERTAIN AC-
18	TIONS.
19	Section 3730(b) of title 31, United States Code, is
20	amended—
21	(1) in paragraph (2), by striking "Rule
22	4(d)(4)" and inserting "rule 4"; and
23	(2) by adding at the end the following:
24	"(6)(A) Not later than 120 days after the date
25	of service under paragraph (2), the Government may

move to dismiss from the action a qui tam relator that is an employee of the Federal Government, or that is an immediate family member of an employee of the Federal Government, if—

- "(i) the necessary and specific material allegations contained in such action were derived from a filed criminal indictment or information or an open and active criminal, civil, or administrative investigation or audit by the Government into substantially the same fraud alleged in the action;
- "(ii) the duties of the employee's position specifically include uncovering and reporting the particular type of fraud that is alleged in the action, and the employee, as part of the duties of that employee's position, is participating in or has knowledge of an open and active criminal, civil, or administrative investigation or audit by the Government of the alleged fraud;
- "(iii) the person bringing the action learned of the information that underlies the alleged violation of section 3729 that is the basis of the action in the course of the person's employment by the United States, and either—

1	"(I) in a case in which the employing
2	agency has an inspector general, such per-
3	son, before bringing the action has not—
4	"(aa) disclosed in writing sub-
5	stantially all material evidence and in-
6	formation that relates to the alleged
7	violation that the person possessed to
8	such inspector general; and
9	"(bb) notified in writing the per-
10	son's supervisor and the Attorney
11	General of the disclosure under divi-
12	sion (aa); or
13	"(II) in a case in which the employing
14	agency does not have an inspector general,
15	such person, before bringing the action has
16	not—
17	"(aa) disclosed in writing sub-
18	stantially all material evidence and in-
19	formation that relates to the alleged
20	violation that the person possessed, to
21	the Attorney General; and
22	"(bb) notified in writing the per-
23	son's supervisor of the disclosure
24	under division (aa); or

1	"(iv) the person bringing the action
2	learned of the information that underlies the al-
3	leged violation of section 3729 that is the basis
4	of the action in the course of the person's em-
5	ployment by the United States, made the re-
6	quired disclosures and notifications under
7	clause (iii), and—
8	"(I) less than 18 months (and any pe-
9	riod of extension as provided for under
10	subparagraph (B)) have elapsed since the
11	disclosures of information and notification
12	under clause (iii) were made; or
13	"(II) within 18 months (and any pe-
14	riod of extension as provided for under
15	subparagraph (B)) after the disclosures of
16	information and notification under clause
17	(iii) were made, the Attorney General has
18	filed an action based on such information.
19	"(B) Prior to the expiration of the 18-month
20	period described under subparagraph $(A)(iv)(II)$ and
21	upon notice to the person who has disclosed informa-
22	tion and provided notice under subparagraph
23	(A)(iii), the Attorney General may extend such 18-
24	month period by 1 additional 12-month period.

1	"(C) For purposes of subparagraph (A), a per-
2	son's supervisor is the officer or employee who—
3	"(i) is in a position of the next highest
4	classification to the position of such person;
5	"(ii) has supervisory authority over such
6	person; and
7	"(iii) such person believes is not culpable
8	of the violation upon which the action under
9	this subsection is brought by such person.
10	"(D) A motion to dismiss under this paragraph
11	shall set forth documentation of the allegations, evi-
12	dence, and information in support of the motion.
13	"(E) Any person against whom the Government
14	has filed a motion to dismiss under subparagraph
15	(A) shall be provided an opportunity to contest a
16	motion to dismiss under this paragraph. The court
17	may restrict access to the evidentiary materials filed
18	in support of the motion to dismiss, as the interests
19	of justice require. A motion to dismiss and evi-
20	dentiary material filed in support or opposition of
21	such motion shall not be—
22	"(i) made public without the prior written
23	consent of the person bringing the civil action;
24	and
25	"(ii) subject to discovery by the defendant.

1	"(F) Upon granting a motion filed under sub-
2	paragraph (A), the court shall dismiss the qui tam
3	relator from the action.
4	"(G) If the motion to dismiss under this para-
5	graph is granted, the matter shall remain under
6	seal.
7	"(H) Not later than 12 months after the date
8	of the enactment of this paragraph, and every 12
9	months thereafter, the Department of Justice shall
10	submit a report to the Committee on the Judiciary
11	of the Senate and the Committee on the Judiciary
12	of the House of Representatives relating to—
13	"(i) the cases in which the Department of
14	Justice has filed a motion to dismiss under this
15	paragraph;
16	"(ii) the outcome of such motions; and
17	"(iii) the status of false claims civil actions
18	in which such motions were filed.
19	"(I) Nothing in this paragraph shall be con-
20	strued to limit the authority of the Government to
21	dismiss an action or claim, or a person who brings
22	an action or claim, under this subsection for any
23	reason other than the grant of a motion filed under
24	subparagraph (A).".

## 1 SEC. 4. BARRED ACTIONS.

2	(a) PROVISIONS RELATING TO ACTIONS BARRED.—
3	Section 3730(b)(1) of title 31, United States Code, is
4	amended by adding at the end the following: "No claim
5	for a violation of section 3729 may be waived or released
6	by any action of any person who brings an action under
7	this subsection, except insofar as such action is part of
8	a court approved settlement of a false claim civil action
9	brought under this section. Nothing in this paragraph
10	shall be construed to limit the ability of the United States
11	to decline to pursue any claim brought under this sub-
12	section, or to require court approval of a settlement by
13	the Government with a defendant of an action brought
14	under subsection (a), or under this subsection, unless the
15	person bringing the action objects to the settlement under
16	subsection $(e)(2)(B)$ .".
17	(b) Dismissal.—Section 3730(e)(4) of title 31,
18	United States Code, is amended to read as follows:
19	"(4) A court shall dismiss an action or claim or
20	the person bringing the action or claim under sub-
21	section (b), upon a motion by the Government filed
22	on or before service of a complaint on the defendant
23	under subsection (b), or thereafter for good cause
24	shown if—
25	"(A) on the date the action or claim was
26	filed, substantially the same matters, involving

1	the same wrongdoer, as alleged in the action or
2	claim were contained in, or the subject of—
3	"(i) a filed criminal indictment or in-
4	formation, or an open and active criminal,
5	civil, or administrative investigation or
6	audit; or
7	"(ii) a news media report, or public
8	congressional hearing, report, or investiga-
9	tion, if within 90 days after the issuance
10	or completion of such news media report or
11	congressional hearing, report, or investiga-
12	tion, the Department of Justice or an Of-
13	fice of Inspector General opened a fraud
14	investigation or audit of the facts con-
15	tained in such news media report or con-
16	gressional hearing, report, or investigation
17	as a result of learning about the public re-
18	port, hearing, or investigation;
19	"(B) any new information provided by the
20	person does not add substantial grounds for ad-
21	ditional recovery beyond those encompassed
22	within the Government's existing criminal in-
23	dictment or information, or an open and active
24	criminal, civil, or administrative investigation or
25	audit; and

"(C) the Government's existing criminal indictment or information, or an open and ac-tive criminal, civil, or administrative investiga-tion or audit, or the news media report, or con-gressional hearing, report, or investigation was not initiated or published after the Govern-ment's receipt of information about substan-tially the same matters voluntarily brought by the person to the Government.".

- (c) Qui Tam Awards.—Section 3730(d) of title 31,United States Code, is amended—
  - (1) in paragraph (1), by striking the second sentence and inserting "If the person bringing the action is not dismissed under subsection (e)(4) because the person provided new information that adds substantial grounds for additional recovery beyond those encompassed within the Government's existing indictment, information, investigation, or audit, then such person shall be entitled to receive a share only of proceeds of the action or settlement that are attributable to the new basis for recovery that is stated in the action brought by that person."; and
  - (2) by striking paragraph (3) and inserting the following:

- 1 "(3)(A) Whether or not the Government proceeds
- 2 with the action, the court may, to the extent the court
- 3 considers appropriate, reduce the share of the proceeds of
- 4 the action which a person would otherwise receive under
- 5 paragraph (1) or (2) of this subsection (taking into ac-
- 6 count the role of that person in advancing the case to liti-
- 7 gation and any relevant circumstances pertaining to the
- 8 violation), if the court finds that person—
- 9 "(i) planned and initiated the violation of sec-
- tion 3729 upon which the action was brought; or
- 11 "(ii) derived the knowledge of the claims in the
- action primarily from specific information relating to
- allegations or transactions (other than information
- provided by the person bringing the action) that the
- 15 Government publicly disclosed, as that term is de-
- fined in subsection (e)(4)(A), or that the Govern-
- ment disclosed privately to the person bringing the
- action in the course of its investigation into potential
- violations of this subchapter.
- 20 "(B) If the person bringing the action is convicted
- 21 of criminal conduct arising from the role of that person
- 22 in the violation of section 3729, that person shall be dis-
- 23 missed from the civil action and shall not receive any share
- 24 of the proceeds of the action. Such dismissal shall not

- 1 prejudice the right of the United States to continue the
- 2 action, represented by the Department of Justice.".

#### 3 SEC. 5. RELIEF FROM RETALIATORY ACTIONS.

- 4 Section 3730(h) of title 31, United States Code, is
- 5 amended to read as follows:

- 6 "(h) Relief From Retaliatory Actions.—
  - "(1) In general.—Any employee, government contractor, or agent shall be entitled to all relief necessary to make that employee, government contractor, or agent whole, if that employee, government contractor, or agent is discharged, demoted, suspended, threatened, harassed, or in any other manner discriminated against in the terms and conditions of employment because of lawful acts done by the employee, government contractor, or agent on behalf of the employee, government contractor, or agent or associated others in furtherance of other efforts to stop 1 or more violations of this subchapter.
    - "(2) Relief under paragraph (1) shall include reinstatement with the same seniority status that employee, government contractor, or agent would have had but for the discrimination, 2 times the amount of back pay, interest on the back pay, and compensation for any special damages sustained as a result of the discrimination, including litigation

- 1 costs and reasonable attorneys' fees. An action
- 2 under this subsection may be brought in the appro-
- 3 priate district court of the United States for the re-
- 4 lief provided in this subsection.".

#### 5 SEC. 6. STATUTE OF LIMITATIONS.

- 6 Section 3731(b) of title 31, United States Code, is
- 7 amended to read as follows:
- 8 "(b)(1) A civil action under section 3730 may not be
- 9 brought more than 10 years after the date on which the
- 10 violation of section 3729 or 3730 is committed.
- 11 "(2) Upon intervention, the Government may file its
- 12 own complaint in intervention or amend the complaint of
- 13 a person who has brought an action under section 3730(b)
- 14 to clarify or add detail to the claims in which the Govern-
- 15 ment is intervening and to add any additional claims with
- 16 respect to which the Government contends it is entitled
- 17 to relief. For statute of limitations purposes, any such
- 18 Government pleading shall relate back to the filing date
- 19 of the complaint of the person who originally brought the
- 20 action, to the extent that the claim of the Government
- 21 arises out of the conduct, transactions, or occurrences set
- 22 forth, or attempted to be set forth, in the prior complaint
- 23 of that person.".

# 1 SEC. 7. CIVIL INVESTIGATIVE DEMANDS.

2	Section 3733 of title 31, United States Code, is
3	amended—
4	(1) in subsection (a)—
5	(A) in paragraph (1)—
6	(i) in the matter preceding subpara-
7	graph (A)—
8	(I) by inserting ", or a designee
9	(for purposes of this section)," after
10	"Whenever the Attorney General";
11	and
12	(II) by striking "the Attorney
13	General may, before commencing a
14	civil proceeding under section 3730 or
15	other false claims law," and inserting
16	"the Attorney General, or a designee,
17	may, before commencing a civil pro-
18	ceeding under section 3730(a) or
19	other false claims law, or electing
20	under section 3730(b),"; and
21	(ii) in the matter following subpara-
22	graph (D)—
23	(I) by striking "may not dele-
24	gate" and inserting "may delegate";
25	and

1	(II) by adding at the end the fol-
2	lowing: "Any information obtained by
3	the Attorney General or a designee of
4	the Attorney General under this sec-
5	tion may be shared with any qui tam
6	relator if the Attorney General or des-
7	ignee determine it is necessary as part
8	of any false claims act investigation.";
9	and
10	(B) in paragraph (2)(G), by striking the
11	second sentence;
12	(2) in subsection(i)(2)—
13	(A) in subparagraph (B), by striking
14	", who is authorized for such use under regula-
15	tions which the Attorney General shall issue";
16	and
17	(B) in subparagraph (C), by striking "Dis-
18	closure of information to any such other agency
19	shall be allowed only upon application, made by
20	the Attorney General to a United States district
21	court, showing substantial need for the use of
22	the information by such agency in furtherance
23	of its statutory responsibilities."; and
24	(3) in subsection (l)—

1	(A)	in	paragraph	(6),	by	striking	"and"
2	after the	ser	nicolon;				

- (B) in paragraph (7), by striking the period and inserting "; and"; and
  - (C) by adding at the end the following:

"(8) the term 'official use' means any use that is consistent with the law, and the regulations and policies of the Department of Justice, including use in connection with internal Department of Justice memoranda and reports; communications between the Department of Justice and a Federal, State, or local government agency, or a contractor of a Federal, State, or local government agency, undertaken in furtherance of a Department of Justice investigation or prosecution of a case; interviews of any qui tam relator or other witness; oral examinations; depositions; preparation for and response to civil discovery requests; introduction into the record of a case or proceeding; applications, motions, memoranda and briefs submitted to a court or other tribunal; and communications with Government investigators, auditors, consultants and experts, the counsel of other parties, arbitrators and mediators, concerning an investigation, case or proceeding.".

3

4

5

6

7

8

9

10

11

12

13

14

15

16

17

18

19

20

21

22

23

## 1 SEC. 8. FALSE CLAIMS SETTLEMENTS.

2	(a) Reports by Attorney General.—Not later
3	than November 1 of each year, the Attorney General shall
4	submit a report to the Committee on the Judiciary of the
5	Senate and the Committee on the Judiciary of the House
6	of Representatives that describes each settlement or com-
7	promise of any claim, suit, or other action entered into
8	with the Department of Justice that—
9	(1) relates to an alleged violation of section
10	1031 of title 18, United States Code, or section
11	3729 of title 31, United States Code (including all
12	settlements of alternative remedies); and
13	(2) results from a claim of damages in excess
14	of \$100,000.
15	(b) Contents of Reports.—The descriptions of
16	each settlement or compromise required to be included in
17	the annual report under subsection (a) shall include—
18	(1) the overall amount of the settlement or
19	compromise and the portions of the settlement at-
20	tributed to various statutory authorities;
21	(2) the amount of actual damages, or in the
22	event no actual amount is available a good faith esti-
23	mate of the damages, estimated to have been sus-
24	tained and the minimum and maximum potential
25	civil penalties incurred as a consequence of the de-

1	fendants that is the subject of the settlement or
2	compromise;
3	(3) the basis for the estimate of damages sus-
4	tained and the potential civil penalties incurred;
5	(4) the amount of the settlement that represent
6	damages and the multiplier or percentage of the ac-
7	tual damages applied in the actual settlement or
8	compromise;
9	(5) the amount of the settlement that rep-
10	resents civil penalties and the percentage of the po-
11	tential penalty liability captured by the settlement or
12	compromise;
13	(6) the amount of the settlement that rep-
14	resents criminal fines and a statement of the basis
15	for such fines;
16	(7) the length of time involved from the filing
17	of the complaint until the finalization of the settle-
18	ment or compromise, including—
19	(A) the date of the original filing of the
20	complaint;
21	(B) the time the case remained under seal;
22	(C) the date upon which the Department
23	of Justice determined whether or not to inter-
24	vene in the case; and
25	(D) the date of settlement or compromise;

- 1 (8) whether any of the defendants, or any divi2 sions, subsidiaries, affiliates, or related entities, had
  3 previously entered into 1 or more settlements or
  4 compromises relating to section 1031 of title 18,
  5 United States Code, or section 3730(b) of title 31,
  6 United States Code, and if so, the dates and mone7 tary size of such settlements or compromises;
  - (9) whether the defendant or any of its divisions, subsidiaries, affiliates, or related entities—
    - (A) entered into a corporate integrity agreement relating to the settlement or compromise;
    - (B) entered into a deferred prosecution agreement relating to the settlement or compromise; and
    - (C) had previously entered into 1 or more corporate integrity agreements relating to section 3730(b) of title 31, United States Code, or a deferred prosecution agreement relating to section 1031 of title 18, United States Code, and if so, whether the previous corporate integrity agreements covered the conduct that is the subject of the settlement or compromise being reported on or similar conduct;

- 1 (10) in the case of settlements involving Med-2 icaid, the amounts paid to the Federal Government 3 and to each of the States participating in the settle-4 ment or compromise;
  - (11) whether civil investigative demands were issued in process of investigating the case;
    - (12) in qui tam actions, the percentage of the settlement amount awarded to the relator, and whether or not the relator requested a fairness hearing pertaining to the percentage received by the relator or the overall amount of the settlement;
    - (13) the extent to which officers of the department or agency that was the victim of the loss resolved by the settlement or compromise participated in the settlement negotiations; and
- 16 (14) the extent to which relators and their 17 counsel participated in the settlement negotiations.

#### 18 SEC. 9. SEVERABILITY.

5

6

7

8

9

10

11

12

13

14

- 19 If any provision or application of this Act is held in-
- 20 valid, the invalidity shall not affect other provisions or ap-
- 21 plications of this Act which can be given effect without
- 22 regard to the invalid provision or application, and to this
- 23 end the provisions or applications of this Act are severable.

#### 1 SEC. 10. EFFECTIVE DATE AND APPLICATION.

- 2 (a) IN GENERAL.—Except as provided under sub-
- 3 sections (b) and (c), the amendments made by this Act
- 4 shall take effect on the date of enactment of this Act and
- 5 shall apply to all civil actions filed before, on, or after that
- 6 date.
- 7 (b) False Claims.—The amendments made by sec-
- 8 tion 2 shall take effect on the date of enactment of this
- 9 Act and shall apply to conduct occurring after that date
- 10 of enactment.
- 11 (c) STATUTE OF LIMITATION.—The amendment
- 12 made to section 3731(b)(1) of title 31, United States
- 13 Code, by section 6 of this Act shall take effect on the date
- 14 of enactment of this Act and shall apply to civil actions
- 15 filed after that date of enactment.

 $\bigcirc$