



ENFORCEMENT MODULE



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MODULE	EN:	Enforcement
CHAPTER	EN-A:	Introduction

EN-A.1 Purpose

Executive Summary

EN-A.1.1 This Module sets out the Central Bank of Bahrain's ('CBB') approach to enforcement, and the measures used by the CBB to address failures by authorised persons to comply with its regulatory requirements (whether they be insurance licensees, approved persons or registered persons). The purpose of such measures is to encourage a high standard of compliance by all those authorised by the CBB, thus reducing risk to policyholders and the financial system.

Legal Basis

A.1.2

This Module contains the CBB's Directive relating to enforcement and is issued under the powers available to the CBB under Article 38 of the Central Bank of Bahrain and Financial Institutions Law 2006 ('CBB Law'). The Directive in this Module is applicable to all insurance licensees (including their approved persons), and to registered persons.

EN-A.1.3 For an explanation of the CBB's rule-making powers and different regulatory instruments, see Section UG-1.1.



MODULE	EN: Enforcement
CHAPTER	EN-A: Introduction

EN-A.2 Module History

EN-A.2.1 This Module was first issued in April 2005 by the BMA, together with the rest of Volume 3 (Insurance). Any material changes that have subsequently been made to this Module are annotated with the calendar quarter date in which the change was made; Chapter UG-3 provides further details on Rulebook maintenance and version control.

EN-A.2.2 When the CBB replaced the BMA in September 2006, the provisions of this Module remained in force. Volume 3 was updated in January 2007 to reflect the switch to the CBB; however, new calendar quarter dates were only issued where the update necessitated changes to the actual requirements.

EN-A.2.3 A list of recent changes made to this Module is detailed in the table below:

Module Ref.	Change Date	Description of Changes
EN-A.1	01/2007	New Rule EN-A.1.2 introduced, categorising this Module as a Directive.
EN-1.1, EN-2.1, EN-3.1, EN-4.1, EN-5.1, EN-6.1, EN-7.1, EN-8.1, and EN-9.1	01/2007	Insertion of new 'Legal Source' Sections, reflecting CBB Law.
EN-2.2.10	01/2007	New Rule inserted on Appointed Experts reflecting CBB Law.
EN-10.3, EN-10.4, EN-10.5 and EN-10.6	01/2007	Revised new Sections describing criminal sanctions contained in CBB Law.
EN-1.2.3, EN-2.3.1, EN-2.4, EN-2.5, EN-8.1 and EN-8.3	10/2009	Amended terminology to be consistent with other Volumes of CBB Rulebook.
EN-2.2.7	10/2009	Added reference to 'actuary' for investigations.
EN-5.2.7	10/2009	Paragraph deleted and replaced as it is a repetition of EN-5.2.6.
EN-5.3A	10/2009	Added Section on Financial Penalties for Non-Compliant Registered Appointed Representatives
EN-9.1 and EN-9.2	10/2009	Reference added to appointed representatives as registered persons.

EN-A.2.4 Guidance on the implementation and transition to Volume 3 (Insurance) is given in Module ES (Executive Summary).



MODULE	EN:	Enforcement
CHAPTER	EN-B:	Scope of Application

EN-B.1 Scope

- EN-B.1.1 The contents of this Module mostly consist of Guidance material, explaining the different measures that the CBB can employ to ensure compliance with Volume 3 (Insurance). Certain Rules, applicable to insurance licensees, are however contained in Paragraphs EN-B.3.1, EN-B.4.5, EN-B.4.6, EN-2.2.4, EN-2.2.10 and EN-8.2.4.
- EN-B.1.2 With the exception of Chapter EN-9, Chapters EN-1 to EN-10 of this Module are generally relevant to insurance licensees. In the case of overseas insurance licensees, the CBB's enforcement powers apply only to the branch operating in the Kingdom of Bahrain.
- EN-B.1.3 In addition, Chapters EN-8 and EN-10 of this Module are relevant to approved persons, whilst Chapter EN-9 is relevant to registered persons.



MODULE	EN: Enforcement
CHAPTER	EN-B: Scope of Application

EN-B.2 The CBB's Approach

- EN-B.2.1 The CBB favours an open, pragmatic and collaborative relationship with authorised persons, within the boundaries set by the CBB Law and Rulebook. Whilst the CBB wishes to avoid a legalistic and confrontational style of supervision, it believes that effective supervision requires effective and timely enforcement of its requirements. Should authorised persons fail to cooperate, then the CBB will use the means described in this Module to achieve compliance.
- EN-B.2.2 In the CBB's view, it is generally neither practical nor effective to prescribe in detail the exact supervisory response for each and every potential contravention. There are a large number of potential contraventions. Moreover, individual circumstances are unlikely to be identical in all cases, and may warrant different responses.
- EN-B.2.3 In deciding any given supervisory response, the CBB will nonetheless consistently assess the individual circumstance of each contravention against the principles set out in this Module. The CBB's overall approach is to take into account:
- (a) The seriousness of the contravention concerned (including the risks posed to customers and other market participants);
 - (b) The compliance track record of the authorised person concerned (including the extent to which a contravention reflects systemic weaknesses or reckless behaviour); and
 - (c) Which measures are most likely to achieve the desired result of remedying the contravention.
- EN-B.2.4 Such an approach reduces the risk of inappropriate enforcement actions, by allowing supervisory measures to be tailored to individual circumstances. By taking into account an authorised person's compliance record and attitude, it also creates positive incentives and encourages an open and collaborative approach. By assessing individual cases against the same broad principles, the CBB also aims to achieve overall consistency in its supervisory actions.
- EN-B.2.5 Underlying the CBB's approach outlined in Paragraph EN-B.2.3 is the fundamental principle of proportionality. The enforcement measures contained in this Module are of varying severity, and will be used accordingly in keeping with the CBB's assessment of the contravention. Thus, the CBB will reserve its most serious enforcement measures – such as cancellation of license or withdrawal of 'fit and proper' status – for the most serious contraventions.
- EN-B.2.6 In keeping with the proportionality principle, and to the extent consistent with the CBB's enforcement approach described above, the CBB will usually opt for the least severe of appropriate enforcement measures. In most cases, the CBB expects to use a formal warning before resorting to more severe measures. The need for further measures will then usually be dependent on the response of the authorised person concerned.

MODULE	EN: Enforcement
CHAPTER	EN-B: Scope of Application

EN-B.2 The CBB's Approach (continued)

- EN-B.2.7 Where a significant element of judgement is required to assess compliance with a requirement, the CBB will usually discuss the matter with the authorised person concerned, before using one of this Module's enforcement mechanisms. This is likely to be the case, for example, with respect to requirements for adequate systems and controls. Conversely, where there are clear-cut contraventions of CBB requirements, then the CBB will usually resort immediately to one or more of these enforcement mechanisms outlined in this Module. This is more likely to occur in cases where quantitative requirements - such as those relating to capital adequacy – are concerned. In most such cases, though, the CBB also expects to continue an active dialogue with the person concerned, aimed at remedying the contravention.
- EN-B.2.8 Except in the limited circumstances outlined below, the CBB will usually only apply an enforcement measure after the person concerned has been given a suitable opportunity to make representations. In the case of measures described in Chapters EN-6 and EN-7, certain procedures are set out in the CBB Law.



MODULE	EN:	Enforcement
CHAPTER	EN-B:	Scope of Application

EN-B.3 Prohibition on Insurance

B.3.1

To help the CBB achieve the purpose of this Module, insurance licensees may not enter or make a claim under a contract of insurance that is intended to, or has the effect of, indemnifying them from the financial penalties provided for in this Module.



MODULE	EN: Enforcement
CHAPTER	EN-B: Scope of Application

EN-B.4 Publicity

EN-B.4.1 The CBB will not as a matter of general policy publicise individual cases when it uses the measures described in Chapters EN-2 to EN-5, and EN-8. However, in such cases, the CBB may inform (where relevant) an authorised person's external auditor and – in the case of licensees with overseas operations – relevant overseas regulators.

EN-B.4.2 In exceptional circumstances, the CBB may decide to publicise individual cases when the measures set out in Chapters EN-2 to EN-5 and EN-8, are used, where there is a strong case that doing so would help achieve the CBB's supervisory objectives. In such instances, the CBB will usually allow the licensee or person concerned the opportunity to make representations to the CBB before a public statement is issued.

EN-B.4.3 Without prejudice to the above policy, the CBB may from time to time publish aggregate information on its use of enforcement measures, without identifying the licensees or persons concerned.

EN-B.4.4 By their nature, the penalties in Chapters EN-6, EN-7 and EN-9 inclusive are public acts, once applied. The CBB will in these instances generally issue a public statement explaining the circumstances of the case.

B.4.5

If a financial penalty is imposed on an insurance licensee under the provisions of Chapter EN-5, and it is subject to the requirements of Module PD (Public Disclosures), then it must disclose in the manner prescribed by Module PD the amount of any financial penalties imposed by the CBB, together with a factual description of the reason(s) given by the CBB for the penalty. (See Chapter PD-2.)

B.4.6

Insurance licensees subject to a CBB enforcement measure (with the exception of formal requests for information) must inform their external auditor of the fact.



MODULE	EN:	Enforcement
CHAPTER	EN-1:	Formal Requests for Information

EN-1.1 Legal Source

- EN-1.1.1 As part of its on-going supervision, under Articles 111 and 123 of the CBB Law, the CBB may make specific ad-hoc requests for information, beyond the regular reporting or notifications specified in Module BR (CBB Reporting). Recipients of such requests are bound to respond to such requests under the terms of their license (see Paragraph BR-3.1.1).



MODULE	EN:	Enforcement
CHAPTER	EN-1:	Formal Requests for Information

EN-1.2 Procedure

- EN-1.2.1 To clearly identify formal information requests, these will always be made in writing, under the signature of a Director or more senior official of the CBB. They will include the statement, “This is a formal request for information as defined in Chapter 1 of Module EN (Enforcement) of Volume 3 (Insurance) of the CBB Rulebook”; and will state the deadline by which the information is to be communicated to the CBB.
- EN-1.2.2 Failure to respond to such formal requests within the deadline set will be viewed as a significant breach of supervisory requirements and may result in a formal warning or other enforcement measure, specified under Articles 163 and 170 of the CBB Law, as decided by the CBB depending on the circumstances of the case.
- EN-1.2.3 The deadline set in the request will vary depending on individual circumstances. A recipient may submit a case for an extension to the deadline; it should do so as soon as possible if it believes that an extension will be required and in any event prior to the passing of the original deadline. The Central Bank will respond before the original deadline has passed; if it fails to do so, then the requested extension will apply. Whilst waiting for a reply, the recipient must assume that the original deadline will apply.
- EN-1.2.4 The above procedures do not prevent individual CBB supervisors from making oral requests for information as part of their day-to-day interaction with authorised persons. The CBB expects authorised persons to maintain their cooperative response to such requests; however, in the interests of clarity, the CBB will not view failures to respond to oral requests as a breach of supervisory requirements.



MODULE	EN: Enforcement
CHAPTER	EN-2: Investigations

EN-2.1 Legal Source

- EN-2.1.1 Articles 114 and 121 to 123 of the CBB Law empower the CBB to order investigations of licensees, in order to help it assess a licensee's compliance with the provisions of the CBB Law. Such investigations may be carried out by its officials or others appointed for such a purpose by the CBB (Appointed Experts). Articles 111, 114 and 124 require licensees to make available to the CBB's inspectors their books and records, and to provide all relevant information within the time limits deemed reasonable by the inspectors.
- EN-2.1.2 Articles 163 and 170 of the CBB Law provide for criminal sanctions where false or misleading statements are made to the CBB, or an investigation by the CBB is otherwise obstructed (see Section EN-10.3).



MODULE	EN: Enforcement
CHAPTER	EN-2: Investigations

EN-2.2 CBB Policy

EN-2.2.1 The CBB uses its own inspectors to undertake on-site examinations of licensees as an integral part of its regular supervisory efforts. In addition, the CBB may commission special investigations of insurance licensees in order to help it assess their compliance with CBB requirements, as contained in Article 121 of the CBB Law. Such investigations may be carried out either by the CBB's own officials, by duly qualified experts appointed for the purpose by the CBB (Appointed Experts), or a combination of the two.

EN-2.2.2 Failure by insurance licensees to cooperate fully with the CBB's inspectors, or its Appointed Experts, will be treated as demonstrating a material lack of cooperation with the CBB which will result in other enforcement measures being considered, as described elsewhere in this Module. This guidance is supported by Article 114(a) of the CBB Law.

EN-2.2.3 The CBB may appoint an individual or a firm as an Appointed Expert. Examples of Appointed Experts are reporting accountants, expert witnesses and independent actuaries. The appointment of Appointed Experts is not necessarily indicative of a contravention of CBB requirements or suspicion of such a contravention. For instance, an Appointed Expert may typically be commissioned to provide an expert opinion on a technical matter.

2.2.4

Appointed Experts report in a form and within a scope defined by the CBB, and are solely responsible to the CBB for the work they undertake in relation to the investigation concerned. The report produced by the Appointed Experts is the property of the CBB (but is usually shared by the CBB with the firm concerned). The cost of the Appointed Experts' work must be borne by the licensee concerned.

EN-2.2.5 In selecting an Appointed Expert, the CBB will take into account the level of fees proposed and aim to limit these to the lowest level consistent with an adequate review of the matters at hand, given the qualifications, track record and independence of the persons concerned. Because the costs of such investigations are met by the licensee, the CBB makes only selective use of Appointed Experts, when essential to supplement CBB's other supervisory tools and resources.

EN-2.2.6 The CBB will not, as a matter of general policy, publicise the appointment of Appointed Experts, although it reserves the right to do so where this would help achieve its supervisory objectives. Both the Appointed Experts and the CBB are bound to confidentiality provisions restricting the disclosure of confidential information with regards to any such information obtained in the course of the investigation.



MODULE	EN: Enforcement
CHAPTER	EN-2: Investigations

EN-2.2 CBB Policy (continued)

EN-2.2.7 Unless the CBB otherwise permits, Appointed Experts may not be the same firm appointed as the external auditor or actuary of the insurance licensee.

EN-2.2.8 Compliance by Appointed Experts with the contents of this Chapter will not, of itself, constitute a breach of any other duty owed by them to a particular insurance licensee (i.e. create a conflict of interest).

EN-2.2.9 The CBB may commission reports, which require Appointed Experts to review information from another company within the reporting insurance licensee's group even when that other entity is not subject to any CBB requirements.

2.2.10

In accordance with Articles 114 and 123 of the CBB Law, insurance licensees must provide all relevant information and assistance to Appointed Experts on demand.

EN-2.2.11 The CBB may appoint one or more of its officials to work with the Appointed Expert's team for a particular insurance licensee.



MODULE	EN:	Enforcement
CHAPTER	EN-2:	Investigations

EN-2.3 Procedure

- EN-2.3.1 All proposals for investigators require approval by an Executive Director or more senior official of the CBB. The appointment will be made in writing, and made directly with the investigators concerned. A separate letter is sent to the licensee, notifying them of the appointment. At the CBB's discretion, a trilateral meeting may be held at any point, involving the CBB and representatives of the licensee and the investigators, to discuss any aspect of the investigation.
- EN-2.3.2 Following the completion of the investigation, the CBB will normally provide feedback on the findings of the investigation to the insurance licensee concerned.



MODULE	EN: Enforcement
CHAPTER	EN-2: Investigations

EN-2.4 The Required Report

EN-2.4.1 The scope of the required report will be determined and detailed by the CBB in the appointment letter. Commissioned investigators will normally be required to report on one or more of the following aspects of an insurance licensee's business:

- a) Accounting and other records;
- b) Actuarial estimates;
- c) Internal control systems;
- d) Returns of information provided to the CBB;
- e) Operations of certain departments; and/or
- f) Other matters specified by the CBB.

EN-2.4.2 Investigators will be required to form an opinion on whether, during the period examined, the insurance licensee is in compliance with the relevant provisions of the CBB Law and the CBB's relevant requirements, as well as other requirements of Bahrain Law and, where relevant, industry best practice locally and/or internationally.

EN-2.4.3 The investigators' report should follow the format set out in Appendix EN-1 in Part B of Rulebook Volume 3 (Insurance).

EN-2.4.4 Unless otherwise directed by the CBB, the investigators should discuss the report with the Board of Directors and/or senior management in advance of it being sent to the CBB.

EN-2.4.5 Where the report is qualified by exception, the report must clearly set out the risks which the insurance licensee runs by not correcting the weakness, with an indication of the severity of the weakness, should it not be corrected. Investigators will be expected to report on the type, nature and extent of any weaknesses found during their work, as well as the implications of a failure to address and resolve such weaknesses.

EN-2.4.6 If the investigators conclude, after discussing the matter with the insurance licensee, that they will give a negative opinion (as opposed to one qualified by exception) or that the issue of the report will be delayed, they must immediately inform the CBB in writing giving an explanation in this regard.

EN-2.4.7 The report must be completed, dated and submitted, together with any comments by Directors or management (including any proposed timeframe within which the insurance licensee has committed to resolving any issues highlighted by the report), to the CBB within the timeframe applicable.

MODULE	EN: Enforcement
CHAPTER	EN-2: Investigations

EN-2.5 Other Notifications to the CBB

EN-2.5.1 Investigators must communicate to the CBB, during the conduct of their duties, any reasonable belief or concern they may have that any of the requirements of the CBB, including the criteria for licensing an insurance licensee (see Module AU), are not or have not been fulfilled, or that there has been a material loss or there exists a significant risk of material loss in the concerned insurance licensee, or that the interests of policyholders are at risk because of adverse changes in the financial position or in the management or other resources of an insurance licensee. Notwithstanding the above, it is primarily the insurance licensee's responsibility to report such matters to the CBB.

EN-2.5.2 The CBB recognises that investigators cannot be expected to be aware of all circumstances which, had they known of them, would have led them to make a communication to the CBB as outlined above. It is only when investigators, in carrying out their duties, become aware of such a circumstance that they should make detailed inquiries with the above specific duty in mind.

EN-2.5.3 If investigators decide to communicate directly with the CBB in the circumstances set out in Paragraph EN-2.5.1 above, they may wish to consider whether the matter should be reported at an appropriate senior level in the insurance licensee at the same time and whether an appropriate senior representative of the insurance licensee should be invited to attend the meeting with the CBB.

MODULE	EN: Enforcement
CHAPTER	EN-3: Formal Warnings

EN-3.1 CBB Legal Source

EN-3.1.1 Article 38 of the CBB Law empowers the CBB to issue formal warnings to insurance licensees or individuals. The CBB will issue such warnings where it reasonably believes that these are required to achieve its statutory objectives.



MODULE	EN: Enforcement
CHAPTER	EN-3: Formal Warnings

EN-3.2 CBB Policy

- EN-3.2.1 Formal warnings are clearly identified as such and represent the CBB's first level of formal enforcement measure. They are intended to clearly set out the CBB's concerns to a licensee or individual regarding an issue, and should be viewed by a recipient with the appropriate degree of seriousness.
- EN-3.2.2 As indicated in Paragraph EN-B.2.7, the CBB will usually discuss concerns it may have prior to resorting to a formal enforcement measure, especially where a significant element of judgement is required in assessing compliance with a regulatory requirement.
- EN-3.2.3 Where such discussions fail to resolve matters to the CBB's satisfaction, then it may issue a formal warning. Failure to respond adequately to a formal warning will lead the CBB to consider more severe enforcement measures. However, more severe measures do not require the prior issuance of a formal warning – depending on its assessment of the circumstances, the CBB may decide to have immediate recourse to other measures. Similarly, there may be circumstances where the CBB issues a formal warning without prior discussion with the licensee or person concerned. This would usually be the case where a clear-cut compliance failing has occurred.
- EN-3.2.4 When considering whether to issue a formal warning, the criteria taken into consideration by the CBB include the following:
- (a) The seriousness of the actual or potential contravention, in relation to the requirement(s) concerned and the risks posed to the licensee's policyholders and other stakeholders;
 - (b) In the case of an actual contravention, its duration and/or frequency of the contravention; the extent to which it reflects more widespread weaknesses in controls and/or management; and the extent to which it was attributable to deliberate or reckless behaviour; and
 - (c) The extent to which the CBB's supervisory objectives would be better served by issuance of a formal warning as opposed to another type of supervisory action.

MODULE	EN: Enforcement
CHAPTER	EN-3: Formal Warnings

EN-3.3 Procedure

- EN-3.3.1 Proposals to issue formal warnings are carefully considered against the criteria listed in Paragraph EN-3.2.4. They require approval of a Director or more senior CBB official, and include the statement “This is a formal warning as defined in Chapter 3 of Module EN (Enforcement) of Volume 3 (Insurance) of the CBB Rulebook”.
- EN-3.3.2 Depending on the issue in question, recipients of a formal warning may be required to respond to the contents of the notice. Where a formal warning is served prior to imposing any penalties or administrative proceedings, Articles 125(c) and 126 of the CBB Law provide the recipients the right to object or challenge the formal warning.



MODULE	EN:	Enforcement
CHAPTER	EN-4:	Directions

EN-4.1 Legal Source

EN-4.1.1 Article 38 of the CBB Law empowers the CBB to issue Directions to insurance licensees or individuals. The powers conveyed allow the CBB to issue whatever Directions, it reasonably believes, are required to achieve its statutory objectives.



MODULE	EN: Enforcement
CHAPTER	EN-4: Directions

EN-4.2 CBB Policy

- EN-4.2.1 The types of Directions that the CBB may issue in practice vary and will depend on the individual circumstances of a case. Generally, however, Directions require a licensee or individual either to undertake or to stop certain specific actions in order to address or mitigate certain perceived risks. They may also include restrictions on a licensee's activities until those risks have been addressed – for instance, a ban on the writing of new business.
- EN-4.2.2 The CBB is conscious of the powerful nature of a Direction and, in the case of a licensee, the fact that it subordinates the role of its Board and management on a specific issue. The CBB will carefully consider the need for a Direction, and whether alternative measures may not achieve the same end. Where feasible, the CBB will try to achieve the desired outcome through persuasion, rather than recourse to a Direction.
- EN-4.2.3 In considering whether to issue a Direction, the criteria taken into consideration by the CBB include the following:
- (a) The seriousness of the actual or potential contravention, in relation to the requirement(s) concerned and the risks posed to the licensee's policyholders, market participants and other stakeholders ;
 - (b) In the case of an actual contravention, its duration and/or frequency of the contravention; the extent to which it reflects more widespread weaknesses in controls and/or management; and the extent to which it was attributable to deliberate or reckless behaviour; and
 - (c) The extent to which the CBB's supervisory objectives would be better served by issuance of a Direction as opposed to another type of supervisory action.



MODULE	EN:	Enforcement
CHAPTER	EN-4:	Directions

EN-4.3 Procedure

- EN-4.3.1 Proposals to issue Directions are carefully considered against the criteria listed in Paragraph EN-4.2.3. They require approval of an Executive Director or more senior official of the CBB, and include the statement “This is a formal Direction as defined in Chapter 4 of Module EN (Enforcement) of Volume 3 (Insurance) of the CBB Rulebook”.
- EN-4.3.2 The subject of the Direction will normally be given 30 calendar days from the Direction’s date of issuance in which to make representations to the CBB concerning the actions required. This must be done in writing, and addressed to the issuer of the original Direction. Should a representation be made, the CBB will make a final determination, within 30 calendar days of the date of the representation, as specified in Articles 125(c) and 126 of the CBB Law.
- EN-4.3.3 In extreme circumstances, where the CBB believes that immediate action is required to prevent real damage to Bahrain’s financial markets, its users or to policyholders of the licensee concerned, it may cancel or amend a license, place a licensee under administration, or suspend a license (cf. Articles 48(g), 130(b) and 131 of the CBB Law). These measures may be used in conjunction with Directions.



MODULE	EN: Enforcement
CHAPTER	EN-5: Financial Penalties

EN-5.1 Legal Source

- EN-5.1.1 Article 129 of the CBB Law, provides the CBB the power to impose financial penalties on licensees. Their use is generally limited to situations where major breaches of regulatory requirements have taken place and a licensee has failed to respond in an acceptable manner to the concerns expressed by the CBB. Financial penalties are thus normally preceded by the issuance of a written formal warning and/or Direction.



MODULE	EN: Enforcement
CHAPTER	EN-5: Financial Penalties

EN-5.2 CBB Policy

- EN-5.2.1 The level of financial penalty applied is determined by the nature of the contravention and the amount of additional supervisory attention and resources taken up by a licensee's behaviour and by limits set in the CBB Law. The CBB intends that the impact of a penalty should derive more from its signalling effect than from the actual amount of money involved.
- EN-5.2.2 As indicated in Paragraph EN-B.4.5 and as required by Module PD (Public Disclosure), the CBB requires disclosure by those licensees subject to the requirements of Module PD, of any financial penalties served on them, together with a factual description of the reasons given by the CBB for applying the penalty. In addition, in accordance with Article 132 of the CBB Law, in the case of all insurance licensees, the CBB may publicise the issuance of a financial penalty notice, by way of its website or through other means, where there is a strong case that doing so would help achieve the CBB's supervisory objectives.
- EN-5.2.3 In assessing whether to serve a financial penalty notice, the CBB takes into account the following criteria:
- (a) The seriousness of the contravention, in relation to the requirement(s) concerned;
 - (b) The duration and/or frequency of the contravention, and the extent to which it reflects more widespread weaknesses in controls and/or management;
 - (c) The extent to which the contravention was deliberate or reckless;
 - (d) The licensee's past compliance record and conduct following the contravention; and
 - (e) The scope of any other action taken by the CBB or other supervisors against the licensee, in response to the compliance failures in question.
- EN-5.2.4 Part 11 of the CBB Law outlines instances where financial penalties may be imposed. Examples of the types of compliance failings that may lead to the serving of a financial penalty notice include (but are not limited to):
- (a) Failures to address persistent delays and/or significant inaccuracies in regulatory reporting to the CBB;
 - (b) Repeated failures to respond to formal requests for information from the CBB, within the deadlines set;
 - (c) The submission of information to the CBB known to be false or misleading; and
 - (d) Major failures in maintaining adequate systems and controls in accordance with CBB requirements, subjecting policyholders and other customers to significant risk of financial loss.



MODULE	EN:	Enforcement
CHAPTER	EN-5:	Financial Penalties

EN-5.2 CBB Policy (continued)

- EN-5.2.5 In accordance with Article 125 of the CBB Law, a written notice of a financial penalty must be issued before imposing any financial penalty. The written notice must contain the following information:
- (a) The violations committed by the licensee with respect to the CBB Law, the CBB Rulebook; any Directions, Warnings of Formal Requests for Information; or violations of the terms and conditions of the license issued to the licensee;
 - (b) Evidence of proof to support the above;
 - (c) The level of financial penalty to be imposed; and
 - (d) The grace period to be allowed to the licensee for challenging the intended penalty (which will not be less than 30 calendar days).
- EN-5.2.6 The licensee may either pay the penalty or, pursuant to Article 126 of the CBB Law, may object within the period noted in Sub-Paragraph EN-5.2.5(d). In accordance with Article 127 of the CBB Law, the CBB will consider any objection and make a formal resolution within 30 calendar days of receiving the objection. Thereafter, the resolution and any accompanying penalties are final and must be paid within 30 calendar days.
- EN-5.2.7 [This Paragraph was deleted October 2009].
- EN-5.2.8 The imposition of a financial penalty does not preclude the CBB from also using other enforcement measures to remedy the same violation (for instance, a Direction).



MODULE	EN: Enforcement
CHAPTER	EN-5: Financial Penalties

EN-5.3 Module FC (Financial Crime)

- EN-5.3.1 In addition to the general circumstances set out in Section EN-5.2, a financial penalty of up to BD 20,000 may be applied by the CBB, in cases where an insurance licensee fails to comply with any of the requirements of Module FC (Financial Crime).
- EN-5.3.2 As with the imposition of financial penalties in response to breaches of other supervisory requirements, the CBB will apply financial penalties with respect to Module FC, based on the criteria set out in Paragraph EN-5.2.3. Financial penalties applied under this Section are also subject to the same disclosure requirements as described in Paragraph EN-B.4.5.
- EN-5.3.3 A failure to comply with Module FC (Financial Crime) that warrants a financial penalty would not trigger also a financial penalty under Section EN-5.2.
- EN-5.3.4 Any financial penalties applied by the CBB as regards the implementation of Module FC, are without prejudice to the criminal sanctions available to the Bahraini courts under the Decree – Law No. 4 of 2001, with respect to the prevention and prohibition of the laundering of money. As with other financial penalties, the imposition of a financial penalty with regards to breaches of Module FC does not prevent the CBB from also using other enforcement measures to remedy the same violation (for instance, a Direction).



MODULE	EN: Enforcement
CHAPTER	EN-5: Financial Penalties

EN-5.3A Financial Penalties for Non-Compliant Registered Appointed Representatives

EN-5.3A.1 Section AU-1.3A and Chapter GR-9 dealing with appointed representatives, outlines specific requirements which insurance firms must comply with, particularly with regard to the registration and the fit and proper requirements of appointed representatives and their dealings with potential policyholders.

EN-5.3A.2 This Section outlines specific financial penalties dealing with the non-compliance of specific provisions of Section AU-1.3A and Chapter GR-9. The CBB views the breach of these requirements as a serious concern.

5.3A.3 Where an insurance firm has appointed an individual appointed representative or the designated individuals of an incorporated appointed representative and these individuals do not comply with the requirements of Section AU-1.3A and/or Chapter GR-9, a financial penalty of BD500 will be imposed to the insurance firm for each individual found in breach of these provisions.

EN-5.3A.5 A decision to impose a financial penalty for non-compliance with Section AU-1.3A and/or Chapter GR-9 is unrelated to whether the CBB issues a formal warning; it is the insurance firm's responsibility to ensure that its appointed representatives comply with the requirements of Section AU-1.3A and Chapter GR-9.



MODULE	EN: Enforcement
CHAPTER	EN-5: Financial Penalties

EN-5.4 Procedure

- EN-5.4.1 A written financial penalty notice will be addressed to the Chief Executive Officer or General Manager of the licensee concerned. This written notification will describe the contravention concerned, the CBB's evidence supporting a financial penalty, and the factors justifying the level of penalty proposed. Only an Executive Director or more senior member of the CBB's management may sign the notification.
- EN-5.4.2 The licensee has 30 calendar days from the notification's date of issuance to submit any representations it wishes to make to the CBB, in writing and addressed to the issuer of the original notification. If the licensee decides not to submit representations, it has 30 calendar days from the notification's date of issuance in which to pay the penalty.
- EN-5.4.3 Should the licensee make representations challenging the proposed penalty, the CBB has 30 calendar days from the issuance of those representations in which to re-examine the facts of the case and its conclusions. If the CBB confirms application of a penalty, payment is required within 30 calendar days of a final notice being issued.
- EN-5.4.4 Failure to pay a penalty within the required deadlines will be considered a breach of CBB regulatory requirements, and will also result in other measures being considered, as described elsewhere in this Module.



MODULE	EN: Enforcement
CHAPTER	EN-5: Financial Penalties

EN-5.5 Addressing a Compliance Failure

- EN-5.5.1 Payment of a financial penalty does not by itself absolve a licensee from addressing the compliance failure concerned. The CBB will expect the licensee to address the contravention within a reasonable timescale, to be agreed on a case-by-case basis. Failure to do so will result in other measures being considered.



MODULE	EN: Enforcement
CHAPTER	EN-6: Administration

EN-6.1 Legal Source

- EN-6.1.1 Article 136 of the CBB Law empowers (but does not oblige) the CBB to assume the administration of a licensee in certain circumstances. These circumstances are outlined in the above Article and may include the following:
- (a) The licensee has become insolvent;
 - (b) Its solvency is in jeopardy;
 - (c) Its continued activity is detrimental to the financial services industry in the Kingdom; or
 - (d) Its license has been withdrawn.
- EN-6.1.2 Article 139 of the CBB Law provides that where the CBB assumes the administration of a licensee, the licensee concerned may appeal within 10 calendar days to the CBB and, subsequently, the courts, in order to challenge its administration by the CBB.
- EN-6.1.3 Articles 136 to 143 of the CBB Law set down the operating parameters of an administration.



MODULE	EN: Enforcement
CHAPTER	EN-6: Administration

EN-6.2 CBB Policy

- EN-6.2.1 The CBB views the administration of a licensee as a very powerful sanction, and will generally only pursue this option if less severe measures are unlikely to achieve its supervisory objectives.
- EN-6.2.2 Although Article 136 of the CBB Law specifies the circumstances in which the CBB may pursue an administration, it does not oblige the CBB to administer a licensee. Faced with the circumstances described, the CBB may pursue other courses of action, such as suspension of a license, if it considers that these are more likely to achieve the supervisory outcomes sought. Because an administration is likely to send a negative signal to the markets about the status of a licensee, other supervisory actions may in fact be preferable in terms of protecting the interests of those with a claim on the licensee.
- EN-6.2.3 The criteria used by the CBB in deciding whether to seek an administration of a licensee include the following:
- (a) The extent to which the interests of the policyholders and others who have a claim on the licensee would be best served by the administration of the licensee, for instance because of the potential impact on the reputation of the licensee arising from an administration;
 - (b) The extent to which other supervisory actions could reasonably be expected to achieve the CBB's desired supervisory objectives (such as restrictions on the licensee's operations, including limitations on writing new business and asset disposals);
 - (c) The extent to which the liquidity or solvency of the licensee is in jeopardy; and
 - (d) The extent to which the licensee has contravened the conditions of the CBB Law, including the extent to which the contraventions reflect more widespread or systemic weaknesses in controls and/or management.



MODULE	EN: Enforcement
CHAPTER	EN-6: Administration

EN-6.3 Procedure

- EN-6.3.1 All proposals for assuming the administration of a licensee are subject to a thorough review by the CBB of all relevant facts, assessed against the criteria outlined in Paragraph EN-6.2.3.
- EN-6.3.2 A formal notice of administration is issued to the licensee concerned and copies posted in every place of business of the licensee. As soon as practicable thereafter, the notice is also published in the Official Gazette and in one Arabic and one English newspapers in the Kingdom. The term “in administration” should be clearly marked in all the insurance licensee’s correspondence and on its website, next to its name.
- EN-6.3.3 Article 139 of the CBB Law allows a licensee 10 calendar days following the administration taking effect in which to appeal to the CBB. If the CBB refuses the appeal, the licensee has a further 30 calendar days from the date of the refusal in which to lodge an appeal at the courts. So as to reduce the potential damage of an administration order being applied and then withdrawn on appeal, where feasible, the CBB will give advance notice to a licensee’s Board of its intention to seek an administration, and allow the Board the right of appeal prior to an administration notice being formally served.



MODULE	EN: Enforcement
CHAPTER	EN-7: Cancellation or Amendment of License

EN-7.1 Legal Source

- EN-7.1.1 Article 48 of the CBB Law, empowers the CBB to cancel or amend a license under certain circumstances. These include cases where a licensee has:
- (a) Failed to satisfy its license conditions;
 - (b) Violated the terms of the CBB Law, Regulations or Rulebook;
 - (c) Failed to start business within six months from the date of the license being issued;
 - (d) Ceased to carry out the licensed activities permitted; or
 - (e) Not acted in the legitimate interest of its customers or creditors.
- EN-7.1.2 An example of amending the permitted activities of an insurance licensee is to remove the permission to effect contracts of insurance, which would have the effect of restricting the firm's activities to 'running off' existing business.
- EN-7.1.3 Article 48(d) of the CBB Law requires the CBB to give the licensee concerned at least 30 calendar days in which to appeal any proposed cancellation or amendment of its license.



MODULE	EN: Enforcement
CHAPTER	EN-7: Cancellation or Amendment of License

EN-7.2 CBB Policy

- EN-7.2.1 When used as an enforcement tool, the CBB views cancelling a license as appropriate only in the most serious of circumstances, when faced with the gravest of contraventions or when left with no other reasonable means of successfully addressing the regulatory failings in question. Cancellation or amendment of a license, however, may also be required in circumstances outside an enforcement context, for instance because of a change in the business profile of a licensee.
- EN-7.2.2 When used as an enforcement tool, the criteria used by the CBB in assessing whether to seek the cancellation or amendment of a license include:
- (a) The extent to which the interests of the policyholders and others who have a claim on the licensee would be best served by the cancellation or amendment of the license;
 - (b) The extent to which other supervisory penalties could reasonably be expected to achieve the CBB's desired supervisory objectives;
 - (c) The extent to which the licensee has contravened the condition of its license and/or the CBB Law, including the seriousness, duration and/or frequency of the contravention(s) concerned, and the extent to which the contraventions reflect more widespread or systemic weaknesses in controls and/or management;
 - (d) The extent to which the licensee has been involved in financial crime or other criminal conduct; and
 - (e) The licensee's past compliance record and conduct following the contravention(s).
- EN-7.2.3 When the CBB issues a notice of cancellation or amendment as an enforcement tool, it will only implement the actual change once it is satisfied that there are no longer any regulated activities for which it is necessary to keep the current authorisation in force. Until such time as these activities have been run off or moved to another licensee, the CBB will control these activities through other means (such as taking the licensee into administration or through issuing Directions).



MODULE	EN: Enforcement
CHAPTER	EN-7: Cancellation or Amendment of License

EN-7.3 Procedure

- EN-7.3.1 All proposals for cancelling or amending a license are subject to a thorough review by the CBB of all relevant facts, assessed against the criteria outlined in Paragraphs EN-7.2.1 and 7.2.2. After being assessed at the Executive Director level, proposals are submitted to H.E. the Governor for approval.
- EN-7.3.2 Once approved within the CBB, a formal notice of cancellation or amendment is issued to the licensee concerned. The notice of cancellation or amendment will describe the factual circumstances of the contraventions concerned, and the CBB's rationale for the proposed cancellation or amendment, as measured against the criteria outlined in Paragraphs EN-7.2.1 and 7.2.2.
- EN-7.3.3 The licensee has 30 calendar days from the date of the notice in which to lodge an appeal. The appeal should be addressed to the Board of the CBB, and copied to H.E. the Governor of the CBB.
- EN-7.3.4 If an appeal is lodged, the Board of the CBB will make a final ruling within 60 calendar days of its date of issuance.
- EN-7.3.5 A licensee may appeal to a competent court within 60 calendar days of the above final ruling for a decision. The court's decision will then be final.



MODULE	EN:	Enforcement
CHAPTER	EN-8:	Cancellation of 'Fit and Proper' Approval

EN-8.1 Legal Source

EN-8.1.1 Article 65 of the CBB Law allows the CBB to determine the level of qualifications, experience and training of a licensee's officers or employees. Article 65(c) of the CBB Law empowers the CBB the right to remove any official, being a Board member or in an executive position, that is unqualified or unsuitable for the assigned position.

EN-8.1.2 [This Paragraph was deleted October 2009].



MODULE	EN: Enforcement
CHAPTER	EN-8: Cancellation of 'Fit and Proper' Approval

EN-8.2 CBB Policy

EN-8.2.1 Chapter AU-3 of Module AU (Authorisation), specifies that approved persons must be assessed by the CBB as 'fit and proper' to hold such a position. The Chapter specifies various factors that the CBB takes into account when reaching such a decision.

EN-8.2.2 The CBB is conscious of the impact that assessing someone as not 'fit and proper' may have on an individual approved person. Such assessments are carefully reviewed in the light of all relevant facts. The criteria used in reaching a decision include the following:

- (a) The extent to which the factors set out Chapter AU-3 have not been met;
- (b) The extent to which the person has deliberately or recklessly breached requirements of the CBB Law or Volume 3 (Insurance);
- (c) The person's past compliance record and conduct following any such breaches;
- (d) The length of time since factors indicating a lack of fitness or propriety occurred; and
- (e) The risk the person poses to licensees and their policyholders.

EN-8.2.3 Amongst other matters, the CBB will normally consider as grounds for the revocation of approved person status the following events affecting the approved person:

- (a) The conviction by a court, whether in Bahrain or elsewhere, for a crime affecting honesty;
- (b) A declaration of bankruptcy by a court of law;
- (c) A court ruling that the approved person's legal capacity is totally or partially impaired; or
- (d) The sanction by a professional body of a fine, suspension, expulsion or censure.

3.2.4

Insurance licensees must inform the CBB immediately when they become aware of any of the events listed in Paragraph EN-8.2.3, affecting one of their approved persons (refer to Paragraph BR-2.2.5).

EN-8.2.5 If the CBB has grounds for considering that an individual is no longer fit and proper to continue to hold their existing controlled function(s), it will revoke the approved person status granted to that individual. The individual will then be required to resign from each of the controlled functions to which this revocation applies. This revocation does not automatically preclude them from applying to hold other controlled functions in the future, but will be taken into account in considering new requests from insurance licensees that pertain to that individual.

EN-8.2.6 Depending on the seriousness of the situation, the CBB may impose further measures, which may include disqualification from:

- (a) Holding any controlled function;
- (b) Performing any function in relation to any regulated activity carried out by a licensed firm; or
- (c) Being a controller of any licensed firm.



MODULE	EN: Enforcement
CHAPTER	EN-8: Cancellation of 'Fit and Proper' Approval

EN-8.2 CBB Policy (continued)

EN-8.2.6 In assessing evidence, the CBB applies a lower threshold than is applied in a criminal court of law, reflecting the administrative nature of the sanction. The CBB may also take into account the cumulative effect of factors which, when considered individually, may not in themselves be sufficient to justify an adverse 'fit and proper' finding.

EN-8.2.7 The CBB may also take into account the particular function being undertaken in the licensee by the individual concerned, and the size and nature of the licensee itself, particularly when assessing the suitability of a person's experience or qualifications. Thus, the fact that a person was deemed 'fit and proper' for a particular position in a particular firm does not necessarily mean he would be suitable in a different position or in a different firm.



MODULE	EN: Enforcement
CHAPTER	EN-8: Cancellation of 'Fit and Proper' Approval

EN-8.3 Procedure

- EN-8.3.1 All proposals for issuing an adverse 'fit and proper' finding are subject to a thorough review by the CBB of all relevant facts, assessed against the criteria outlined in Paragraph EN-8.2.2. In some instances, it may be appropriate for the CBB to request the licensee or person concerned to provide further information, in order to help reach a decision.
- EN-8.3.2 All adverse findings have to be approved by an Executive Director of the CBB. Once approved, a notice of intent is issued to the person concerned and copied to the Board/senior management of the licensee, setting out the circumstances and the basis for the CBB's proposed adverse finding. The person has 30 calendar days from the date of the notice in which to make written representations, addressed to the Executive Director concerned, failing which a final notice is issued by the CBB.
- EN-8.3.3 If representations are made, then the CBB has 30 calendar days from the date of the representation in which to consider any mitigating evidence submitted and make a final determination.



MODULE	EN:	Enforcement
CHAPTER	EN-9:	Cancellation of Registration

EN-9.1 Legal Source

- EN-9.1.1 Article 74 of the CBB Law empowers the CBB to establish the terms and conditions for registration.
- EN-9.1.2 In addition, Paragraph AU-4.1.1 of Module AU (Authorisation) requires persons wishing to carry on the business of an actuary, loss adjuster or appointed representative in the Kingdom of Bahrain to be registered as such by the CBB. A condition of registration is that actuaries, loss adjusters and appointed representatives have relevant expertise and hold professional qualifications from a relevant, recognised professional body.
- EN-9.1.3 Actuaries, loss adjusters and the licensed principal of the appointed representatives must satisfy the CBB that they are generally suitable to operate as such. The suitability of actuaries, loss adjusters and appointed representatives is determined in accordance with Sections AU-4.1 and AU-4.2. If the CBB is satisfied that they meet the necessary requirements, they will be granted registration. Should the CBB not be satisfied of the suitability of an actuary, loss adjuster or appointed representative, it has the right to cancel their registration.



MODULE	EN:	Enforcement
CHAPTER	EN-9:	Cancellation of Registration

EN-9.2 CBB Policy

- EN-9.2.1 The CBB is conscious of the impact of revoking the registration of actuaries, loss adjusters and appointed representatives. Such assessments are carefully reviewed in light of all the relevant facts. In reaching a decision to cancel the registration, the CBB will consider the extent to which the factors set out in Chapter AU-4 have not been met.
- EN-9.2.2 The CBB will normally consider as grounds for the revocation of registration the following events affecting an actuary, loss adjuster or appointed representative:
- (a) The conviction by a court, whether in Bahrain or elsewhere, for a crime affecting honesty;
 - (b) A bankruptcy declaration by a court of law;
 - (c) A court ruling that the actuary's, loss adjuster's or appointed representative's legal capacity is totally or partially impaired; or
 - (d) The sanction by a professional body of a fine, suspension, expulsion or censure.



MODULE	EN: Enforcement
CHAPTER	EN-9: Cancellation of Registration

EN-9.3 Procedure

- EN-9.3.1 All proposals to cancel a registration are subject to a thorough review of all relevant facts and must be approved by an Executive Director of the CBB.
- EN-9.3.2 Once approved within the CBB, a notice of intent is issued to the registrant concerned, setting out the basis for the decision. The notice of intent will describe the factual circumstances and the CBB's rationale for the proposed cancellation.
- EN-9.3.3 The registrant has 30 calendar days from the date stated in the notice in which to appeal the decision. The appeal should be addressed to the Executive Director that has approved the proposal for cancellation.
- EN-9.3.4 If representations are made, then the CBB has 30 calendar days from the date of the representation in which to consider any mitigating evidence submitted and make a final determination.



MODULE	EN: Enforcement
CHAPTER	EN-10: Criminal Sanctions

EN-10.1 Overview

- EN-10.1.1 The CBB Law provides for a number of criminal sanctions in cases where certain provisions are contravened. This Section provides a summary of those sanctions most relevant to licensees, their Directors and employees. What follows is not a complete list of all sanctions provided for in the CBB Law, nor is it a substitute for reading the Law and being fully aware of its provisions.
- EN-10.1.2 Licensees, their Directors and employees should also be aware of the criminal sanctions provided for under other relevant Bahraini Laws, such as the Decree No. 4 of 2001, with respect to the prevention and prohibition of the laundering of money.
- EN-10.1.3 In all cases to do with criminal sanctions, the CBB can only refer the matter to the Office of the Public Prosecutor. The CBB has no authority to apply such sanctions without recourse to the courts.



MODULE	EN: Enforcement
CHAPTER	EN-10: Criminal Sanctions

EN-10.2 CBB Policy

- EN-10.2.1 Because of their criminal status, and their provision for custodial sentences, the sanctions provided for under the CBB Law are viewed by the CBB as very powerful measures, to be pursued sparingly. In most situations, the CBB will seek to address regulatory failures through administrative sanctions, as outlined in the preceding Chapters, rather than pursuing the criminal sanctions outlined here.
- EN-10.2.2 Where, however, the nature of the offence is such that there is strong evidence of a reckless or intentional breach of the CBB Law relevant to the following Articles, then the CBB will refer the matter to the Office of the Public Prosecutor.



MODULE	EN: Enforcement
CHAPTER	EN-10: Criminal Sanctions

EN-10.3 Article 163

EN-10.3.1 Article 163 of the CBB Law provides for a term of imprisonment and/or fine of up to BD 20,000 without prejudice to any other penalty prescribed in any other law, in case of conviction of a Director, manager, official, agent or representative of any licensee who:

- (a) Conceals any records, information or documents requested by the CBB (or any person appointed by the CBB to conduct an investigation or inspection);
- (b) Provides statements or information in bad faith which do not reflect the actual financial position of the licensee;
- (c) Conceals from an external auditor any records, information or documents necessary for auditing the accounts of the licensee; or
- (d) Provides in bad faith any misleading or inaccurate statements to an external auditor which do not reflect the actual financial position of the licensee.



MODULE	EN:	Enforcement
CHAPTER	EN-10:	Criminal Sanctions

EN-10.4 Article 169

- EN-10.4.1 Article 169 provides for a term of imprisonment, and/or a fine of up to BD 20,000 for any Director, manager, official or employee, who acts or permits an act in violation of Article 134 of the CBB Law, dealing with the effects of insolvency, where he knows (or should have known) that the licensee is insolvent.



MODULE	EN:	Enforcement
CHAPTER	EN-10:	Criminal Sanctions

EN-10.5 Article 170

EN-10.5.1 Article 170(2) of the CBB Law provides for terms of imprisonment and/or a fine not exceeding BD 3,000 if any Director, manager, official or employee intentionally obstructs an investigation by the CBB or an Appointed Expert.



MODULE	EN:	Enforcement
CHAPTER	EN-10:	Criminal Sanctions

EN-10.6 Article 171

EN-10.6.1 Article 171 of the CBB Law provides for a term of imprisonment and/or a fine not exceeding BD 10,000, if any Director, manager, official or employee discloses in bad faith any confidential information relating to a customer of a licensee.