

115TH CONGRESS 1ST SESSION

S. 779

To enhance civil penalties under the Federal securities laws, and for other purposes.

IN THE SENATE OF THE UNITED STATES

March 30, 2017

Mr. Reed (for himself, Mr. Grassley, Ms. Heitkamp, and Mr. Leahy) introduced the following bill; which was read twice and referred to the Committee on Banking, Housing, and Urban Affairs

A BILL

To enhance civil penalties under the Federal securities 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.
- 4 This Act may be cited as the "Stronger Enforcement
- 5 of Civil Penalties Act of 2017".
- 6 SEC. 2. UPDATED CIVIL MONEY PENALTIES FOR SECURI-
- 7 TIES LAWS VIOLATIONS.
- 8 (a) Securities Act of 1933.—

1	(1) Money penalties in administrative ac-
2	TIONS.—Section 8A(g)(2) of the Securities Act of
3	1933 (15 U.S.C. 77h–1(g)(2)) is amended—
4	(A) in subparagraph (A)—
5	(i) by striking "\$7,500" and inserting
6	"\$10,000"; and
7	(ii) by striking "\$75,000" and insert-
8	ing "\$100,000";
9	(B) in subparagraph (B)—
10	(i) by striking "\$75,000" and insert-
11	ing "\$100,000"; and
12	(ii) by striking "\$375,000" and in-
13	serting "\$500,000"; and
14	(C) by striking subparagraph (C) and in-
15	serting the following:
16	"(C) Third tier.—Notwithstanding sub-
17	paragraphs (A) and (B), the amount of penalty
18	for each such act or omission shall not exceed
19	the greater of—
20	"(i) \$1,000,000 for a natural person
21	or \$10,000,000 for any other person;
22	"(ii) 3 times the gross amount of pe-
23	cuniary gain to the person who committed
24	the act or omission; or

1	"(iii) the amount of losses incurred by
2	victims as a result of the act or omission,
3	if—
4	"(I) the act or omission described
5	in paragraph (1) involved fraud, de-
6	ceit, manipulation, or deliberate or
7	reckless disregard of a regulatory re-
8	quirement; and
9	"(II) such act or omission di-
10	rectly or indirectly resulted in—
11	"(aa) substantial losses or
12	created a significant risk of sub-
13	stantial losses to other persons;
14	or
15	"(bb) substantial pecuniary
16	gain to the person who com-
17	mitted the act or omission.".
18	(2) Money penalties in civil actions.—
19	Section 20(d)(2) of the Securities Act of 1933 (15
20	U.S.C. $77t(d)(2)$ is amended—
21	(A) in subparagraph (A)—
22	(i) by striking "\$5,000" and inserting
23	"\$10,000"; and
24	(ii) by striking "\$50,000" and insert-
25	ing "\$100,000";

1	(B) in subparagraph (B)—
2	(i) by striking "\$50,000" and insert-
3	ing "\$100,000"; and
4	(ii) by striking "\$250,000" and in-
5	serting "\$500,000"; and
6	(C) in subparagraph (C), by striking
7	"greater of (i) \$100,000 for a natural person or
8	\$500,000 for any other person, or (ii) the gross
9	amount of pecuniary gain to such defendant as
10	a result of the violation" and inserting the fol-
11	lowing: "greater of—
12	"(i) \$1,000,000 for a natural person
13	or \$10,000,000 for any other person;
14	"(ii) 3 times the gross amount of pe-
15	cuniary gain to such defendant as a result
16	of the violation; or
17	"(iii) the amount of losses incurred by
18	victims as a result of the violation".
19	(b) Securities Exchange Act of 1934.—
20	(1) Money penalties in civil actions.—
21	Section 21(d)(3)(B) of the Securities Exchange Act
22	of 1934 (15 U.S.C. 78u(d)(3)(B)) is amended—
23	(A) in clause (i)—
24	(i) by striking "\$5,000" and inserting
25	"\$10,000"; and

1	(ii) by striking "\$50,000" and insert-
2	ing "\$100,000";
3	(B) in clause (ii)—
4	(i) by striking "\$50,000" and insert-
5	ing "\$100,000"; and
6	(ii) by striking "\$250,000" and in-
7	serting "\$500,000"; and
8	(C) in clause (iii), by striking "greater of
9	(I) \$100,000 for a natural person or \$500,000
10	for any other person, or (II) the gross amount
11	of pecuniary gain to such defendant as a result
12	of the violation" and inserting the following:
13	"greater of—
14	"(I) $$1,000,000$ for a natural
15	person or \$10,000,000 for any other
16	person;
17	"(II) 3 times the gross amount of
18	pecuniary gain to such defendant as a
19	result of the violation; or
20	"(III) the amount of losses in-
21	curred by victims as a result of the
22	violation".
23	(2) Money penalties in administrative ac-
24	TIONS.—Section 21B(b) of the Securities Exchange
25	Act of 1934 (15 U.S.C. 78u-2(b)) is amended—

1	(A) in paragraph (1)—
2	(i) by striking "\$5,000" and inserting
3	"\$10,000"; and
4	(ii) by striking "\$50,000" and insert-
5	ing "\$100,000";
6	(B) in paragraph (2)—
7	(i) by striking "\$50,000" and insert-
8	ing "\$100,000"; and
9	(ii) by striking "\$250,000" and in-
10	serting "\$500,000"; and
11	(C) by striking paragraph (3) and insert-
12	ing the following:
13	"(3) Third tier.—Notwithstanding para-
14	graphs (1) and (2), the amount of penalty for each
15	such act or omission shall not exceed the greater
16	of—
17	"(A) \$1,000,000 for a natural person or
18	\$10,000,000 for any other person;
19	"(B) 3 times the gross amount of pecu-
20	niary gain to the person who committed the act
21	or omission; or
22	"(C) the amount of losses incurred by vic-
23	tims as a result of the act or omission, if—
24	"(i) the act or omission described in
25	subsection (a) involved fraud, deceit, ma-

1	nipulation, or deliberate or reckless dis-
2	regard of a regulatory requirement; and
3	"(ii) such act or omission directly or
4	indirectly resulted in substantial losses or
5	created a significant risk of substantial
6	losses to other persons or resulted in sub-
7	stantial pecuniary gain to the person who
8	committed the act or omission.".
9	(c) Investment Company Act of 1940.—
10	(1) Money penalties in administrative ac-
11	TIONS.—Section 9(d)(2) of the Investment Company
12	Act of 1940 (15 U.S.C. 80a-9(d)(2)) is amended—
13	(A) in subparagraph (A)—
14	(i) by striking "\$5,000" and inserting
15	"\$10,000"; and
16	(ii) by striking "\$50,000" and insert-
17	ing "\$100,000";
18	(B) in subparagraph (B)—
19	(i) by striking "\$50,000" and insert-
20	ing "\$100,000"; and
21	(ii) by striking "\$250,000" and in-
22	serting "\$500,000"; and
23	(C) by striking subparagraph (C) and in-
24	serting the following:

1	"(C) Third tier.—Notwithstanding sub-
2	paragraphs (A) and (B), the amount of penalty
3	for each such act or omission shall not exceed
4	the greater of—
5	"(i) \$1,000,000 for a natural person
6	or \$10,000,000 for any other person;
7	"(ii) 3 times the gross amount of pe-
8	cuniary gain to the person who committed
9	the act or omission; or
10	"(iii) the amount of losses incurred by
11	victims as a result of the act or omission,
12	if—
13	"(I) the act or omission described
14	in paragraph (1) involved fraud, de-
15	ceit, manipulation, or deliberate or
16	reckless disregard of a regulatory re-
17	quirement; and
18	"(II) such act or omission di-
19	rectly or indirectly resulted in sub-
20	stantial losses or created a significant
21	risk of substantial losses to other per-
22	sons or resulted in substantial pecu-
23	niary gain to the person who com-
24	mitted the act or omission.".

1	(2) Money penalties in civil actions.—
2	Section 42(e)(2) of the Investment Company Act of
3	1940 (15 U.S.C. 80a-41(e)(2)) is amended—
4	(A) in subparagraph (A)—
5	(i) by striking "\$5,000" and inserting
6	"\$10,000"; and
7	(ii) by striking "\$50,000" and insert-
8	ing "\$100,000";
9	(B) in subparagraph (B)—
10	(i) by striking "\$50,000" and insert-
11	ing "\$100,000"; and
12	(ii) by striking "\$250,000" and in-
13	serting "\$500,000"; and
14	(C) in subparagraph (C), by striking
15	"greater of (i) \$100,000 for a natural person or
16	\$500,000 for any other person, or (ii) the gross
17	amount of pecuniary gain to such defendant as
18	a result of the violation" and inserting the fol-
19	lowing: "greater of—
20	"(i) \$1,000,000 for a natural person
21	or \$10,000,000 for any other person;
22	"(ii) 3 times the gross amount of pe-
23	cuniary gain to such defendant as a result
24	of the violation; or

1	"(iii) the amount of losses incurred by
2	victims as a result of the violation".
3	(d) Investment Advisers Act of 1940.—
4	(1) Money penalties in administrative ac-
5	TIONS.—Section 203(i)(2) of the Investment Advis-
6	ers Act of 1940 (15 U.S.C. 80b-3(i)(2)) is amend-
7	ed—
8	(A) in subparagraph (A)—
9	(i) by striking "\$5,000" and inserting
10	"\$10,000"; and
11	(ii) by striking "\$50,000" and insert-
12	ing "\$100,000";
13	(B) in subparagraph (B)—
14	(i) by striking "\$50,000" and insert-
15	ing "\$100,000"; and
16	(ii) by striking "\$250,000" and in-
17	serting "\$500,000"; and
18	(C) by striking subparagraph (C) and in-
19	serting the following:
20	"(C) Third tier.—Notwithstanding sub-
21	paragraphs (A) and (B), the amount of penalty
22	for each such act or omission shall not exceed
23	the greater of—
24	"(i) \$1,000,000 for a natural person
25	or \$10,000,000 for any other person;

1	"(ii) 3 times the gross amount of pe-
2	cuniary gain to the person who committed
3	the act or omission; or
4	"(iii) the amount of losses incurred by
5	victims as a result of the act or omission,
6	if—
7	"(I) the act or omission described
8	in paragraph (1) involved fraud, de-
9	ceit, manipulation, or deliberate or
10	reckless disregard of a regulatory re-
11	quirement; and
12	"(II) such act or omission di-
13	rectly or indirectly resulted in sub-
14	stantial losses or created a significant
15	risk of substantial losses to other per-
16	sons or resulted in substantial pecu-
17	niary gain to the person who com-
18	mitted the act or omission.".
19	(2) Money penalties in civil actions.—
20	Section 209(e)(2) of the Investment Advisers Act of
21	1940 (15 U.S.C. 80b–9(e)(2)) is amended—
22	(A) in subparagraph (A)—
23	(i) by striking "\$5,000" and inserting
24	"\$10.000": and

1	(ii) by striking "\$50,000" and insert-
2	ing "\$100,000";
3	(B) in subparagraph (B)—
4	(i) by striking "\$50,000" and insert-
5	ing "\$100,000"; and
6	(ii) by striking "\$250,000" and in-
7	serting "\$500,000"; and
8	(C) in subparagraph (C), by striking
9	"greater of (i) \$100,000 for a natural person or
10	\$500,000 for any other person, or (ii) the gross
11	amount of pecuniary gain to such defendant as
12	a result of the violation" and inserting the fol-
13	lowing: "greater of—
14	"(i) \$1,000,000 for a natural person
15	or \$10,000,000 for any other person;
16	"(ii) 3 times the gross amount of pe-
17	cuniary gain to such defendant as a result
18	of the violation; or
19	"(iii) the amount of losses incurred by
20	victims as a result of the violation".
21	SEC. 3. PENALTIES FOR RECIDIVISTS.
22	(a) Securities Act of 1933.—
23	(1) Cease-and-desist proceedings.—Section
24	8A(g)(2) of the Securities Act of 1933 (15 U.S.C.

- 1 77h-1(g)(2)) is amended by adding at the end the following:
- 3 "(D) TIER.—Notwithstanding FOURTH 4 subparagraphs (A), (B), and (C), the maximum 5 amount of penalty for each such act or omission shall be 3 times the otherwise applicable 6 7 amount in such subparagraphs if, within the 5-8 year period preceding such act or omission, the 9 person who committed the act or omission was 10 criminally convicted for securities fraud or be-11 came subject to a judgment or order imposing 12 monetary, equitable, or administrative relief in 13 any Commission action alleging fraud by that 14 person.".
 - (2) Injunctions and prosecution of offenses.—Section 20(d)(2) of the Securities Act of 1933 (15 U.S.C. 77t(d)(2)) is amended by adding at the end the following:
 - "(D) FOURTH TIER.—Notwithstanding subparagraphs (A), (B), and (C), the maximum amount of penalty for each such violation shall be 3 times the otherwise applicable amount in such subparagraphs if, within the 5-year period preceding such violation, the defendant was criminally convicted for securities fraud or be-

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came subject to a judgment or order imposing monetary, equitable, or administrative relief in any Commission action alleging fraud by that defendant.".

(b) Securities Exchange Act of 1934.—

(1) CIVIL ACTIONS.—Section 21(d)(3)(B) of the Securities Exchange Act of 1934 (15 U.S.C. 78u(d)(3)(B)) is amended by adding at the end the following:

"(iv) Fourth tier.—Notwithstanding clauses (i), (ii), and (iii), the
maximum amount of penalty for each such
violation shall be 3 times the otherwise applicable amount in such clauses if, within
the 5-year period preceding such violation,
the defendant was criminally convicted for
securities fraud or became subject to a
judgment or order imposing monetary, equitable, or administrative relief in any
Commission action alleging fraud by that
defendant.".

(2) Administrative proceedings.—Section 21B(b) of the Securities Exchange Act of 1934 (15 U.S.C. 78u-2(b)) is amended by adding at the end the following:

"(4) FOURTH TIER.—Notwithstanding paragraphs (1), (2), and (3), the maximum amount of penalty for each such act or omission shall be 3 times the otherwise applicable amount in such paragraphs if, within the 5-year period preceding such act or omission, the person who committed the act or omission was criminally convicted for securities fraud or became subject to a judgment or order imposing monetary, equitable, or administrative relief in any Commission action alleging fraud by that person.".

(c) Investment Company Act of 1940.—

- (1) INELIGIBILITY OF CERTAIN UNDERWRITERS AND AFFILIATES.—Section 9(d)(2) of the Investment Company Act of 1940 (15 U.S.C. 80a–9(d)(2)) is amended by adding at the end the following:
 - "(D) Fourth tier.—Notwithstanding subparagraphs (A), (B), and (C), the maximum amount of penalty for each such act or omission shall be 3 times the otherwise applicable amount in such subparagraphs if, within the 5-year period preceding such act or omission, the person who committed the act or omission was criminally convicted for securities fraud or became subject to a judgment or order imposing

1 monetary, equitable, or administrative relief in 2 any Commission action alleging fraud by that 3 person.". 4 (2) Enforcement.—Section 42(e)(2) of the 5 Investment Company Act of 1940 (15 U.S.C. 80a-6 41(e)(2)) is amended by adding at the end the following: 7 "(D) 8 FOURTH TIER.—Notwithstanding 9 subparagraphs (A), (B), and (C), the maximum 10 amount of penalty for each such violation shall 11 be 3 times the otherwise applicable amount in 12 such subparagraphs if, within the 5-year period 13 preceding such violation, the defendant was 14 criminally convicted for securities fraud or be-15 came subject to a judgment or order imposing 16 monetary, equitable, or administrative relief in 17 any Commission action alleging fraud by that 18 defendant.". 19 (d) Investment Advisers Act of 1940.—The Investment Advisers Act of 1940 (15 U.S.C. 80b-1 et seq.) 20 21 is amended— 22 (1)in section 203(i)(2) (15) U.S.C. 80b-23 3(i)(2)), by adding at the end the following: 24 "(D) FOURTH TIER.—Notwithstanding

subparagraphs (A), (B), and (C), the maximum

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amount of penalty for each such act or omission shall be 3 times the otherwise applicable amount in such subparagraphs if, within the 5-year period preceding such act or omission, the person who committed the act or omission was criminally convicted for securities fraud or became subject to a judgment or order imposing monetary, equitable, or administrative relief in any Commission action alleging fraud by that person."; and

- (2) in section 209(e)(2) (15 U.S.C. 80b–9(e)(2)) by adding at the end the following:
 - "(D) FOURTH TIER.—Notwithstanding subparagraphs (A), (B), and (C), the maximum amount of penalty for each such violation shall be 3 times the otherwise applicable amount in such subparagraphs if, within the 5-year period preceding such violation, the defendant was criminally convicted for securities fraud or became subject to a judgment or order imposing monetary, equitable, or administrative relief in any Commission action alleging fraud by that defendant."

1 SEC. 4. VIOLATIONS OF INJUNCTIONS AND BARS.

2	(a) Securities Act of 1933.—Section 20(d) of the
3	Securities Act of 1933 (15 U.S.C. 77t(d)) is amended—
4	(1) in paragraph (1), by inserting after "the
5	rules or regulations thereunder," the following: "a
6	Federal court injunction or a bar obtained or en-
7	tered by the Commission under this title,"; and
8	(2) by striking paragraph (4) and inserting the
9	following:
10	"(4) Special provisions relating to a vio-
11	LATION OF AN INJUNCTION OR CERTAIN ORDERS.—
12	"(A) In General.—Each separate viola-
13	tion of an injunction or order described in sub-
14	paragraph (B) shall be a separate offense, ex-
15	cept that in the case of a violation through a
16	continuing failure to comply with such injunc-
17	tion or order, each day of the failure to comply
18	with the injunction or order shall be deemed a
19	separate offense.
20	"(B) Injunctions and orders.—Sub-
21	paragraph (A) shall apply with respect to any
22	action to enforce—
23	"(i) a Federal court injunction ob-
24	tained pursuant to this title;
25	"(ii) an order entered or obtained by
26	the Commission pursuant to this title that

1	bars, suspends, places limitations on the
2	activities or functions of, or prohibits the
3	activities of, a person; or
4	"(iii) a cease-and-desist order entered
5	by the Commission pursuant to section
6	8A.".
7	(b) Securities Exchange Act of 1934.—Section
8	21(d)(3) of the Securities Exchange Act of 1934 (15
9	U.S.C. 78u(d)(3)) is amended—
10	(1) in subparagraph (A), by inserting after "the
11	rules or regulations thereunder," the following: "a
12	Federal court injunction or a bar obtained or en-
13	tered by the Commission under this title,"; and
14	(2) by striking subparagraph (D) and inserting
15	the following:
16	"(D) Special provisions relating to a
17	VIOLATION OF AN INJUNCTION OR CERTAIN OR-
18	DERS.—
19	"(i) In general.—Each separate vio-
20	lation of an injunction or order described
21	in clause (ii) shall be a separate offense,
22	except that in the case of a violation
23	through a continuing failure to comply
24	with such injunction or order, each day of

1	the failure to comply with the injunction or
2	order shall be deemed a separate offense.
3	"(ii) Injunctions and orders.—
4	Clause (i) shall apply with respect to an
5	action to enforce—
6	"(I) a Federal court injunction
7	obtained pursuant to this title;
8	"(II) an order entered or ob-
9	tained by the Commission pursuant to
10	this title that bars, suspends, places
11	limitations on the activities or func-
12	tions of, or prohibits the activities of,
13	a person; or
14	"(III) a cease-and-desist order
15	entered by the Commission pursuant
16	to section 21C.".
17	(c) Investment Company Act of 1940.—Section
18	42(e) of the Investment Company Act of 1940 (15 U.S.C.
19	80a-41(e)) is amended—
20	(1) in paragraph (1), by inserting after "the
21	rules or regulations thereunder," the following: "a
22	Federal court injunction or a bar obtained or en-
23	tered by the Commission under this title,"; and
24	(2) by striking paragraph (4) and inserting the
25	following:

1	"(4) Special provisions relating to a vio-
2	LATION OF AN INJUNCTION OR CERTAIN ORDERS.—
3	"(A) In general.—Each separate viola-
4	tion of an injunction or order described in sub-
5	paragraph (B) shall be a separate offense, ex-
6	cept that in the case of a violation through a
7	continuing failure to comply with such injunc-
8	tion or order, each day of the failure to comply
9	with the injunction or order shall be deemed a
10	separate offense.
11	"(B) Injunctions and orders.—Sub-
12	paragraph (A) shall apply with respect to any
13	action to enforce—
14	"(i) a Federal court injunction ob-
15	tained pursuant to this title;
16	"(ii) an order entered or obtained by
17	the Commission pursuant to this title that
18	bars, suspends, places limitations on the
19	activities or functions of, or prohibits the
20	activities of, a person; or
21	"(iii) a cease-and-desist order entered
22	by the Commission pursuant to section
23	9(f).".

1	(d) Investment Advisers Act of 1940.—Section
2	209(e) of the Investment Advisers Act of 1940 (15 U.S.C
3	80b-9(e)) is amended—
4	(1) in paragraph (1), by inserting after "the
5	rules or regulations thereunder," the following: "a
6	Federal court injunction or a bar obtained or en-
7	tered by the Commission under this title,"; and
8	(2) by striking paragraph (4) and inserting the
9	following:
10	"(4) Special provisions relating to a vio-
11	LATION OF AN INJUNCTION OR CERTAIN ORDERS.—
12	"(A) In general.—Each separate viola-
13	tion of an injunction or order described in sub-
14	paragraph (B) shall be a separate offense, ex-
15	cept that in the case of a violation through a
16	continuing failure to comply with such injunc-
17	tion or order, each day of the failure to comply
18	with the injunction or order shall be deemed ϵ
19	separate offense.
20	"(B) Injunctions and orders.—Sub-
21	paragraph (A) shall apply with respect to any
22	action to enforce—
23	"(i) a Federal court injunction ob-
24	tained pursuant to this title;

1	"(ii) an order entered or obtained by
2	the Commission pursuant to this title that
3	bars, suspends, places limitations on the
4	activities or functions of, or prohibits the
5	activities of, a person; or
6	"(iii) a cease-and-desist order entered
7	by the Commission pursuant to section
8	203(k).".

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