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        By:
                                                                                               S.B. No. 1165
                Carona
        (In the Senate - Filed March 4, 2011; March 16, 2011, read first time and referred to Committee on Business and Commerce; March 24, 2011, reported adversely, with favorable Committee
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        Substitute by the following vote: Yeas 9, Nays 0; March 24, 2011,
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        sent to printer.)
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1-7 COMMITTEE SUBSTITUTE FOR S.B. No. 1165 By: Carona

A BILL TO BE ENTITLED AN ACT

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relating to certain enforcement powers of the banking commissioner; providing administrative penalties.

BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF TEXAS:

SECTION 1. Section 35.003, Finance Code, is amended by amending Subsections (a) and (b) and adding Subsection (b-1) to read as follows:

(a) The banking commissioner has grounds to remove prohibit a present or former officer, director, or employee of a state bank from office or employment in, or prohibit a controlling shareholder or other person participating in the affairs of a state bank from further participation in the affairs of, a state bank $\underline{\text{or}}$ any other entity chartered, registered, permitted, or licensed by the banking commissioner if the banking commissioner determines from examination or other credible evidence that:

> (1)the person:

(A) intentionally committed or participated in the commission of an act described by Section 35.002(a) with regard to the affairs of a financial institution, as defined by Section 201.101 [the bank]; [or]

(B) violated a final cease and desist order issued by a state or federal regulatory agency against the person or an entity in which the person is or was an officer, director, or employee [in response to the same or a similar act]; or

(C) made, or caused to be made, false entries in the records of a financial institution;
(2) because of this action by the person:

(A) the financial <u>institution</u> [bank] suffered or will probably suffer financial loss or expense, or other damage;

(B) the interests of the [bank's] depositors, creditors, or shareholders of the financial institution have been or could be prejudiced; or

(C) the person has received financial gain or other benefit by reason of the action, or likely would have if the action had not been discovered; and

the action:

(A) involves personal dishonesty on the part of the person; or

(B) demonstrates wilful or continuing disregard for the safety or soundness of the <u>financial institution</u> [bank]. (b) If the banking commissioner has grounds for action under

- Subsection (a) and finds that a removal or prohibition order appears to be necessary and in the best interest of the bank involved and its depositors, creditors, $\underline{\text{or}}$ [and] shareholders, the banking commissioner may serve a proposed removal or prohibition order, as appropriate, on a person alleged to have committed or participated in the action. The proposed order must:
- (1) be delivered by personal delivery or by registered or certified mail, return receipt requested;
- (2) state with reasonable certainty the grounds for removal or prohibition; [and]
- 1-60 1-61 (3) state the effective date of the order, which may not be before the 21st day after the date the proposed order is 1-62 1-63 delivered or mailed; and

state the duration of the order, including whether 2-1 2-2

the duration of the order is perpetual.

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(b-1) The banking commissioner may make a prohibition order perpetual or effective for a specific period of time, may probate the order, or may impose other conditions on the

SECTION 2. Subsection (b), Section 35.005, Finance Code, is amended to read as follows:

- (b) In each emergency order the banking commissioner shall notify the bank and any person against whom the emergency order is directed of:
 - the specific conduct requiring the order; (1)
- (2) the citation of each law alleged to have been violated;
- the immediate and irreparable harm alleged to be (3) threatened; [and]
- the <u>duration</u> of the <u>order</u>, including whether the (4)duration of the order is perpetual; and

(5) the right to a hearing. SECTION 3. Subsection (a), Section 35.007, Finance Code, is amended to read as follows:

- (a) Except as otherwise provided by law, without the prior written approval of the banking commissioner, a person subject to a final and enforceable removal or prohibition order issued by the banking commissioner, or by another state, federal, or foreign financial institution regulatory agency, may not:
- (1) serve as a director, officer, or employee of a state bank $\underline{\text{or}}$ [$_{ au}$] trust company, or $\underline{\text{as a director, officer, or}}$ employee with financial responsibility of any other entity chartered, registered, permitted, or licensed by the banking commissioner under the laws of this state[, including an interstate branch, trust office, or representative office in this state of an out-of-state death branch. out-of-state state bank, trust company, or foreign bank];
- (2) directly or indirectly participate in any manner in the management of such an entity;
- (3) directly or indirectly vote for a director of such an entity; or
- (4) solicit, procure, transfer, attempt to transfer, vote, or attempt to vote a proxy, consent, or authorization with respect to voting rights in such an entity.

35, Finance Code, SECTION 4. Subchapter A, Chapter amended by adding Section 35.0071 to read as follows:

- 35.0071. APPLICATION FOR RELEASE FROM FINAL REMOVAL OR PROHIBITION ORDER. (a) After the expiration of 10 years from date of issuance, a person who is subject to a prohibition or removal order issued under this subchapter, regardless of the order's stated duration or date of issuance, may apply to the banking commissioner to be released from the order.
- (b) The application must be made under oath and in the form ed by the banking commissioner. The application must be required by the banking commiss accompanied by any required fees. the banking commissioner. The application
- (c) The banking commissioner, in the exercise of discretion, may approve or deny an application filed under this section.
- (d) The banking commissioner's decision under Subsection is final and not appealable.
- SECTION 5. Section 35.009, Finance Code, is amended to read as follows:
- Sec. 35.009. ENFORCEMENT BY COMMISSIONER [OF FINAL ORDER]. If the banking commissioner reasonably believes that a bank or other person has violated any of the following, the banking commissioner may take any action authorized under Subsection (a-1):
- (1) this subtitle or rules enacted under this subtitle and, as a result of that violation, exposed or could have exposed the bank or the bank's depositors, creditors, or shareholders to harm;
- 2-66 2-67 other applicable law of this state and, as a result 2-68 of that violation, exposed or could have exposed the bank or the bank's depositors, creditors, or shareholders to harm; or 2-69

a final order issued by the banking commissioner.

The [a final and enforceable cease and or prohibition order issued under this subchapter, banking commissioner may:

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- (1) initiate an administrative penalty proceeding against the bank or other person, in accordance with Sections [under Section] 35.010 and 35.011;

 (2) refer the matter to the attorney general for
- enforcement by injunction or other available remedy; or
- (3) pursue any other action the banking commissioner considers appropriate under applicable law.
- (b) If the attorney general prevails in an action brought Subsection (a-1)(2) [(a)(2)], the attorney general is entitled to recover reasonable attorney's fees from the bank or person committing the violation [violating the order].

Section 35.010, Finance Code, is amended to read SECTION 6. as follows:

- Sec. 35.010. ADMINISTRATIVE PENALTY. (a) The commissioner may initiate a proceeding for an administrative penalty against a bank or other person by serving on the bank or other person, as applicable, notice of the time and place of a hearing on the penalty. The hearing may not be held earlier than the 20th day after the date the notice is served. The notice must:
- (1) be served by personal delivery or by registered or
- certified mail, return receipt requested; [and]
 (2) contain a statement of the conduct alleged to constitute a violation; and
- (3) if the alleged violation is described by Section 35.009(a)(1) or (2), identify corrective action that the bank or other person must take to avoid or reduce the amount of a penalty that would otherwise be imposed under this section [violate the order].
- In determining the amount of any penalty to be imposed [whether an order has been violated], the banking commissioner shall consider the following factors:

 (1) the financial resources of the bank or other
- person;
- the good faith of the bank or other person, including any corrective action taken;
 (3) the gravity of the vio

 - the gravity of the violation; the history of previous violations;
- (5) an offset of the amount of the penalty by the amount of any penalty imposed by another state or federal agency for the same conduct; and
- [maintenance of other matter that justice may require any procedures reasonably adopted to ensure compliance with the order].
- (c) If the banking commissioner determines after the hearing that the alleged conduct occurred and that the conduct constitutes a violation [order has been violated], the banking commissioner may impose an administrative penalty against \underline{a} [the] bank or other person, as applicable, in an amount:
- $\overline{(1)}$ if imposed against a bank, not less than \$500 and not more than \$10,000 for each violation for each day the violation continues, except that the maximum administrative penalty that may be imposed is the lesser of \$500,000 or one percent of the bank's assets; or
- if imposed against a person other than a bank, not less than \$500 and not more than \$5,000 for each violation for each day the violation continues, except that the maximum administrative penalty that may be imposed is \$250,000 [not to exceed \$500 for each and penalty that may be imposed is \$250,000 [not to exceed \$500 for each and penalty that may be imposed is \$250,000 [not to exceed \$500 for each and penalty that may be imposed is \$250,000 [not to exceed \$500 for each and penalty that may be imposed is \$250,000 [not to exceed \$500 for each and penalty that may be imposed is \$250,000 [not to exceed \$500 for each and penalty that may be imposed is \$250,000 [not to exceed \$500 for each and penalty that may be imposed is \$250,000 [not to exceed \$500 for each and penalty that may be imposed is \$250,000 [not to exceed \$500 for each and penalty that may be imposed is \$250,000 [not to exceed \$500 for each and penalty that may be imposed is \$250,000 [not to exceed \$500 for each and penalty that may be imposed is \$250,000 [not to exceed \$500 for each and penalty that may be imposed is \$250,000 [not to exceed \$500 for each and penalty that may be imposed in \$250,000 [not to exceed \$500 for each and penalty that may be imposed in \$250,000 [not to exceed \$500 for each and penalty that may be imposed to exceed \$500 for each and penalty that may be imposed to exceed \$500 for each and penalty that may be imposed to exceed \$500 for each and penalty that may be imposed to exceed \$500 for each and penalty that may be imposed to exceed \$500 for each and penalty that may be imposed to exceed \$500 for each and penalty that may be imposed to exceed \$500 for each and penalty that may be imposed to exceed \$500 for each and penalty that may be imposed to exceed \$500 for each and penalty that may be imposed to exceed \$500 for each and penalty that may be imposed to exceed \$500 for each and penalty that may be imposed to exceed \$500 for each and penalty that may be imposed to exceed \$500 for each and penalty that may be imposed to exceed \$500 for each and penalty that may be imposed to day the bank violates the final order].

SECTION 7. Section 35.011, Finance Code, is amended to read as follows:

- Sec. 35.011. PAYMENT OR APPEAL OF ADMINISTRATIVE PENALTY. When a penalty order under Section 35.010 becomes final, the bank or other person, as applicable, shall pay the penalty or appeal by filing a petition for judicial review.
 - (b) The petition for judicial review stays the penalty order

C.S.S.B. No. 1165 during the period preceding the decision of the court. If the court sustains the order, the court shall order the bank or other person, as applicable, to pay the full amount of the penalty or a lower amount determined by the court. If the court does not sustain the order, a penalty is not owed. If the final judgment of the court requires payment of a penalty, interest accrues on the penalty, at the rate charged on loans to depository institutions by the Federal Reserve Bank of New York, beginning on the date the judgment is final and ending on the date the penalty and interest are paid.

(c) If the bank <u>or other person</u>, as applicable, does not pay the penalty imposed under a final and nonappealable penalty order, the banking commissioner shall refer the matter to the attorney The attorney general is entitled to general for enforcement. recover reasonable attorney's fees from the bank or other person, as applicable, if the attorney general prevails in judicial action necessary for collection of the penalty.

SECTION 8. Section 35.012, Finance Code, is amended to read

as follows:

CONFIDENTIALITY OF RECORDS. Sec. 35.012. A copy of a notice, correspondence, transcript, pleading, or other document in the records of the department relating to an order issued under this subchapter is confidential and may be released only as provided by Subchapter D, Chapter 31, except that the banking commissioner periodically shall publish all final removal and prohibition orders. The banking commissioner may release a final cease and desist order, a final order imposing an administrative penalty, or information regarding the existence of any of those orders [the order] to the public if the banking commissioner concludes that the release would enhance effective enforcement of the order.

SECTION 9. Section 185.003, Finance Code, is amended by amending Subsections (a) and (b) and adding Subsection (b-1) to read as follows:

- (a) The banking commissioner has grounds to remove or prohibit a present or former officer, director, manager, managing
 participant, or employee of a state trust company from office or
 employment in, or [to] prohibit a controlling shareholder or
 participant or other person from participation in the affairs of, the state trust company or any other entity chartered, registered, permitted, or licensed by the banking commissioner if the banking commissioner determines from other examination Οľ evidence that:
 - (1)the person:

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- (A) intentionally committed or participated in the commission of an act described by Section 185.002(a) with regard to the affairs of <u>a financial institution</u>, <u>as defined by Section 201.101</u> [the state trust company]; [or]
- violated a final cease and desist order (B) issued by a state or federal regulatory agency against the person or an entity in which the person is or was an officer, director, or employee [in response to the same or a similar act]; or
- (C) made, or caused to be made, false entries in the records of a financial institution;
- because of $\frac{\text{this}}{\text{financial}}$ action by the person:
 (A) the $\frac{\text{financial}}{\text{financial}}$ institution [state <u>institution</u> [state trust company] has suffered or will probably suffer financial loss or expense, or other damage;
- (B) the interests of the [trust company's] clients, depositors, creditors, or shareholders of the financial institution have been or could be prejudiced; or
- (C) the person has received financial gain or other benefit by reason of the action, or likely would have if the action had not been discovered [violation]; and
 - that action by the person:
- (A) involves personal dishonesty on the part of the person; or
- (B) demonstrates wilful or continuing disregard for the safety or soundness of the financial institution [state ompany].
 - (b) If the banking commissioner has grounds for action under

Subsection (a) and finds that a removal or prohibition order appears to be necessary and in the best interest of the state trust company involved and its clients, creditors, [and] shareholders, or participants, the banking commissioner may serve a proposed removal or prohibition order, as appropriate, on an officer, employee, director, manager or managing participant, controlling shareholder or participant, or other person alleged to have committed or participated in the violation or other conduct described by Section 185.002(a). The order must:

- (1)be delivered by personal delivery or by registered or certified mail, return receipt requested;
- (2) state with reasonable certainty the grounds for removal or prohibition; [and]
- state the effective date of the order, which may [earlier than] the 21st day after the date the (3) not be <u>before</u> [<u>earlier than</u>] the 21st day after the date the <u>proposed</u> order is <u>delivered or mailed</u>; and (4) state the duration of the order, including whether

the duration of the order is perpetual [or delivered].

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- (b-1) The banking commissioner may make a removal or prohibition order perpetual or effective for a specific period of time, may probate the order, or may impose other conditions on the
- SECTION 10. Subsection (b), Section 185.005, Finance Code, is amended to read as follows:
- (b) In each emergency order the banking commissioner shall notify the state trust company and any person against whom the emergency order is directed of:
 - (1)the specific conduct requiring the order;
- (2) the citation of each statute or rule alleged to have been violated;
- (3) the immediate and irreparable harm alleged to be threatened; [and]
- (4) the duration of the order, including whether the duration of the order is perpetual; and

(5) the right to a hearing. SECTION 11. Subsection (a), Sec Subsection (a), Section 185.007, Finance Code, is amended to read as follows:

- (a) Except as provided by other law, without the prior written approval of the banking commissioner, a person subject to a final and enforceable removal or prohibition order issued by the banking commissioner, or by another state, federal, or foreign financial institution regulatory agency, may not:
- (1) serve as a director, officer, or employee of a state trust company or [7] state bank, or as a director, officer, or employee with financial responsibility of any other entity chartered, registered, permitted, or licensed by the banking commissioner under the laws of this state while the order is in effect[, including an interstate branch, trust office, representative office in this state of an out-of-state bank, company, or foreign bank];
- (2) $\bar{\text{d}}\text{irectly}$ or indirectly participate in any manner in the management of such an entity;
- (3) directly or indirectly vote for a director of such an entity; or
- (4) solicit, procure, transfer, attempt to transfer, vote, or attempt to vote a proxy, consent, or authorization with respect to voting rights in such an entity.

SECTION 12. Subchapter A, Chapter 185, Finance Code, is

- amended by adding Section 185.0071 to read as follows:

 Sec. 185.0071. APPLICATION FOR RELEASE FROM FINAL REMOVAL
 OR PROHIBITION ORDER. (a) After the expiration of 10 years from the date of issuance, a person who is subject to a prohibition or removal order issued under this subchapter, regardless of the order's stated duration or date of issuance, may apply to the banking commissioner to be released from the order.
- (b) The application must be made under oath and in the form required by the banking commissioner. The application must be accompanied by any required fees.
 - (c) The banking commissioner, in the exercise of

C.S.S.B. No. 1165 filed under this discretion, may approve or deny an application filed under 6-1 6-2 section.

The banking commissioner's decision under Subsection

(c) is final and not appealable.

SECTION 13. Section 185.009, Finance Code, is amended to read as follows:

Sec. 185.009. ENFORCEMENT BY COMMISSIONER [OF FINAL ORDER]. If the banking commissioner reasonably believes that a state trust company or other person has violated any of the following, the banking commissioner may take any action authorized under

Subsection (a-1):

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(1) this subtitle or rules enacted under this subtitle and, as a result of that violation, exposed or could have exposed the state trust company or its clients, creditors, shareholders, or participants to harm;

(2) other applicable law of this state and, as a result of that violation, exposed or could have exposed the state trust company or its clients, creditors, shareholders, or participants to harm; or

(3) a final order issued by the banking commissioner.

(a-1) The [a final and enforceable cease and desist,

1, or prohibition order issued under this subchapter, the] banking commissioner may:

administrative penalty proceedings (1) initiate against the state trust company or other person, as applicable, in accordance with Sections [under Section] 185.010 and 185.011;

(2) refer the matter to the attorney general for

enforcement by injunction or other available remedy; or

(3) pursue any other action the banking commissioner considers appropriate under applicable law.

(b) If the attorney general prevails in an action brought Subsection (a-1)(2) [(a)(2)], the attorney general is entitled to recover reasonable attorney's fees from a state trust company or person committing the violation [violating the order].

SECTION 14. Section 185.010, Finance Code, is amended to

read as follows:

- Sec. 185.010. ADMINISTRATIVE PENALTY. (a) The banking commissioner may initiate a proceeding for an administrative penalty against a state trust company or other person by serving on the state trust company or other person, as applicable, notice of the time and place of a hearing on the penalty. The hearing may not be held earlier than the 20th day after the date the notice is served. The notice must:
- (1) be served by personal delivery or \underline{by} registered or certified mail, return receipt requested; [and]

 (2) contain a statement of the conduct alleged to

 $\underline{\text{constitute a}}$ [$\underline{\text{be in}}$] violation; and

(3) if the alleged violation is described by Section 185.009(a)(1) or (2), identify corrective action that the state trust company or other person must take to avoid or reduce the amount of a penalty that would otherwise be imposed under this section [of the order].

(b) In determining the amount of any penalty to be imposed [whether an order has been violated], the banking commissioner shall consider the following factors:

(1) the financial resources of the state trust company or other person;

(2) the good faith of the state trust company or other including any corrective action taken; person,

the gravity of the violation; the history of previous violations; an offset of the amount of the penalty by the (5) amount of any penalty imposed by another state or federal agency for the same conduct; and

(6) any other matter that justice may require procedures reasonably adopted to ensure compliance | maintenance of with the order].

(c) If the banking commissioner determines after the hearing that the alleged conduct occurred and that the conduct

constitutes a violation [an order has been violated], the banking
commissioner may impose an administrative penalty against a state trust company or other person, as applicable, in an amount:

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7-68 7-69 (1) if imposed against a state trust company, not less than \$500 and not more than \$10,000 for each violation for each day the violation continues, except that the maximum administrative penalty that may be imposed is the lesser of \$500,000 or one percent of the state trust company's assets; or

(2) if imposed against a person other than a state trust company, not less than \$500 and not more than \$5,000 for each violation for each day the violation continues, except that the maximum administrative penalty that may be imposed is \$250,000 [not exceed \$500 for each day the state trust company violates the final order].

SECTION 15. Section 185.011, Finance Code, is amended to read as follows:

Sec. 185.011. PAYMENT OR APPEAL OF ADMINISTRATIVE PENALTY. When a penalty order under Section 185.010 becomes final, a

- state trust company or other person, as applicable, shall pay the penalty or appeal by filing a petition for judicial review.

 (b) The petition for judicial review stays the penalty order during the period preceding the decision of the court. If the court sustains the order, the court shall order the state trust company or other person, as applicable, to pay the full amount of the penalty or a lower amount determined by the court. If the court does not sustain the order, a penalty is not owed. If the final judgment of the court requires payment of a penalty, interest accrues on the penalty, at the rate charged on loans to depository institutions by the [New York] Federal Reserve Bank of New York, beginning on the date the judgment is final and ending on the date the penalty and interest are paid.
- (c) If the state trust company or other person, applicable, does not pay the penalty imposed under a final and nonappealable penalty order, the banking commissioner shall refer the matter to the attorney general for enforcement. The attorney general is entitled to recover reasonable attorney's fees from the state trust company or other person, as applicable, if the attorney general prevails in judicial action necessary for collection of the penalty.

SECTION 16. Section 185.012, Finance Code, is amended to read as follows:

Sec. 185.012. CONFIDENTIALITY OF RECORDS. A copy of a notice, correspondence, transcript, pleading, or other document in the records of the department relating to an order issued under this subchapter is confidential and may be released only as provided by Subchapter D, Chapter 181, except that the banking commissioner periodically shall publish all final removal and prohibition orders. The banking commissioner may release a final cease and desist order, a final order imposing an administrative penalty, or information regarding [relating to] the existence of any of those orders [the order] to the public if the banking commissioner concludes that the release would enhance effective enforcement of the order.

SECTION 17. Subsection (a), Section 202.005, Finance Code, is amended to read as follows:

The commissioner may:

- (1) examine a bank holding company that controls a Texas bank to the same extent as if the bank holding company were a Texas state bank; and
- (2) bring an enforcement proceeding under Chapter 35 against a bank holding company or other person that violates or participates in a violation of Subtitle A, an agreement filed with the commissioner under this chapter, or a rule adopted by the finance commission or order issued by the commissioner under Subtitle A, as if the bank holding company were a Texas state bank.

SECTION 18. The changes in law made by this Act apply only to conduct occurring on or after the effective date of this Act. Conduct occurring before the effective date of this Act is governed by the law in effect on the date the conduct occurred, and the

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former law is continued in effect for that purpose.

SECTION 19. This Act takes effect immediately if it receives a vote of two-thirds of all the members elected to each house, as provided by Section 39, Article III, Texas Constitution. If this Act does not receive the vote necessary for immediate effect, this Act takes effect September 1, 2011. 8-3 8-4 8**-**5 8-6

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