

INTER-GOVERNMENTAL ACTION GROUP AGAINST MONEY LAUNDERING IN WEST AFRICA

First Follow Up Report

Mutual Evaluation



MAY 2012

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Name of Country: Liberia

Date of on-site Mutual Evaluation: November 2010

Name of Assessor Institution: GIABA

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Date of Follow Up/Progress Report: MARCH 2012

	Ratings for Core and Key Recommendations															
Rec	1	3	4	5	10	13	23	26	35	36	40	I	II	III	IV	V
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Recommended Action (as listed in the MER)	Timetable for adoption of corrective measures	Action(s) already taken	Remaining Actions to be taken (with timelines, if known)	Responsible Institution	Technical Assistance Required
Amend the Penal Law to designate predicate offences as first degree non-bailable offences and criminalise those not yet criminalised.	July 2012	See Section 2, §15,2 of Draft Act, AML/CFT Law	Act to be submitted to the Cabinet and THE LEGISLATORS	МОЈ	
 Provide a legal framework to apply confiscation and other provisional measures to FT as a predicate offence for ML. Provide LEA's with power to identify &trace property that is subject to confiscation or suspected to be crime proceeds crime. Expressly provide in the PMLL authority to void actions taken by persons to prevent LEA's from recovering property subject to confiscation. 	July 2012	See Draft Act Section 2, §15.2 Section 3, §9.1 Section 1, §7.66	Act to be submitted to the Cabinet and THE LEGISLATORS	МОЈ	

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Amend the necessary legislation to facilitate confiscation without conviction.					
 Expand the PMLL to include Legal protection on disclosure to cover persons who may disclose information for purposes of detecting and preventing money laundering data protection measures against possible misuse of information by law enforcement officers and customs officers express provisions to permit relevant businesses to share information 	July 2012	Draft law §67.16, §67.17	Act to be submitted to the Cabinet and THE LEGISLATORS	MOJ	
 Amend the PMLL to cover all requirements including prohibition of the opening of anonymous accounts or accounts in fictitious names. Issue KYC/CDD Regulations to other sectors of the financial system. Review the KYC/CDD Regulations to provide for the following: o CDD is required; o enhanced due diligence for higher risk customer, o business relationship or transaction; existing customers; o failure to complete CDD. 	July 2012	See Chapter 15.9 of Draft AML/CFT Law See Draft KYC/CDD regulation See Chapter 15.10 section 6. of draft AML/CFT Law	Act to be submitted to the Cabinet and THE LEGISLATORS	CBL	

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 Provide for verification of authority of person acting on behalf of customers that are legal persons; and to understand structure and control of customer. Require for FIs to scrutinize transactions undertaken throughout the relationship. Require FIs to review records maintained on the relationship to ensure its relevance. Effectively implement CDD measures and monitor compliance 		See draft KYC/CDD regulation			
 provide for requirements on PEPs in law, regulation or other enforceable means. It is recommended that the CBL and SROs should develop comprehensive guideline on PEPs taking into consideration the risks that they pose to the financial system. Efforts should be made to provide a list of PEPs to financial institutions. This list should be updated from time to time; The guidelines should require FIs and DNFBPs to: establish source of wealth and source of funds of customers and beneficial 	July 2012	See draft KYC/CDD regulation See Chapter15.10 section 8. of draft AML/CFT Law See draft KYC/CDD regulation N/A to DNFBPs	Act to be submitted to the Cabinet and THE LEGISLATORS	CBL	

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 owners identified as PEPS o conduct enhanced ongoing monitoring of the relationship with PEPs Obtain senior management's approval before establishing or continuing a business relationship with a PEP. 					
 Amend the PMLL to provide for correspondent banking and require FIs to: Gather information about respondent's business. assess correspondent bank's AML/CFT controls and their adequacy and effectiveness Obtain approval from senior management before establishing new correspondent relationship Document respective AML/CFT responsibilities of each party in a correspondent banking relationship Satisfy themselves that normal CDD obligations are conducted by respondent bank where payable-through-accounts are maintained and to provide relevant customer identification data upon request. The CBL should effectively monitor compliance of FIs in relation to requirements on 	July 2012	See Chapter 15.10 section 9. of draft AML/CFT Law See draft KYC/CDD regulation	Act to be submitted to the Cabinet and THE LEGISLATORS	CBL	

Recommended Action (as listed in the MER)	Timetable for adoption of corrective measures	Action(s) already taken	Remaining Actions to be taken (with timelines, if known)	Responsible Institution	Technical Assistance Required
correspondent banking relationships					
• Liberian authorities should put in place comprehensive risk measures to ensure that technology is not abused for purposes of money laundering Liberia should ensure that the requirements in PMLL are implemented across the entire financial sector.		See draft payment system Act See draft electronic payment scheme regulation		CBL	
The authorities should amend the PMLL and the KYC/CDD Regulations to place ultimate responsibility on FIs when they use third parties or intermediaries to conduct CDD on their behalf		See chapter15.10 section 6. of draft AML Law. See draft KYC/CDD regulation	Act to be submitted to the Cabinet and THE LEGISLATORS	CBL	
 Record-keeping requirements should be across all sectors The authorities should require FIs in law, regulation or other enforceable means to ensure that all customer and transaction records and information are available on a timely basis to domestic competent authorities upon appropriate authority There should be effective implementation of the requirements of the PMLL 		Draft law §67.6 (iii), LRC §55 See Chapter 15.13 of draft AML/CFT Law. See CBL New FIA 1999, See draft KYC/CDD	Act to be submitted to the Cabinet and THE LEGISLATORS	CBL/MOF	
The CBL should work with the Insurance Commissioner should develop and issue Regulations on	July 2012	Regulation in Progress		CBL	

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complex and unusual large transactions for the financial service providers in accordance with FATF Recommendations and effectively monitor compliance					
 There should be requirement in law, regulation or other enforceable means for DNFBPs to undertake CDD measures. Liberia should designate a supervisory authority with mandate to regulate, supervise and monitor DNFBPs for implementation of AML/CFT requirements 	July 2012	Draft AML/CFT Law	Act to be submitted to the Cabinet and THE LEGISLATORS	МОЈ	
 Liberian authorities should intensify efforts to establish the FIU There should be a direct mandatory obligation for FIs to report to the FIU when they suspect or have reasonable ground to suspect that funds are the proceeds of criminal activity. Terrorist financing should be criminalized There should be requirement for FIs to submit STRs on all suspicious transactions and attempted transactions regardless of the amount of the transaction; 	July 2012	Draft law §67.2, §67.4, Draft law §15.3, §15.2,	Act to be submitted to the Cabinet and THE LEGISLATORS	МОЈ	

Recommended Action (as listed in the MER)	Timetable for adoption of corrective measures	Action(s) already taken	Remaining Actions to be taken (with timelines, if known)	Responsible Institution	Technical Assistance Required
 FIs should be required to submit STRs regardless of whether it involves tax matter Criminalize remaining predicate offences of money laundering and extend reporting obligations to them Liberia should amend the PMLL to Clearly define the persons benefitting from protection against criminal, civil or administrative liability as a result of disclosure of suspicion or belief of commission of a ML offence Make express provision on whether the protection will be available even if the person who reported did not know what the underlying criminal conduct was, regardless of whether illegal activity actually occurred; Require that the names and personal details of staff of FIs who make STRs are kept confidential by the FIU. 	July 2012	Draft AML/CFT Law	Act to be submitted to the Cabinet and THE LEGISLATORS	MOJ	
 Amend PMLL to require reporting entities to : Appoint AML/CFT compliance officers at senior management level 	July 2012	See Chapter 67.6 section 2 of draft AML/CFT Law. See draft KYC/CDD	Act to be submitted to the Cabinet and THE LEGISLATORS	CBL	

Recommended Action (as listed in the MER)	Timetable for adoption of corrective measures	Action(s) already taken	Remaining Actions to be taken (with timelines, if known)	Responsible Institution	Technical Assistance Required
 Establish audit function to test compliance with internal procedures Screen employees before appointment to ensure high integrity and professionalism 		Guidelines on minimum internal controls and internal audit standards Corporate Governance Regulation Guidelines on due diligence of existing and prospective employees of financial institutions			
 There is no requirement for DNFBPs to file suspicious transaction reports Liberia has not established an FIU DNFBPs are not regulated or supervised as such there is no awareness of the obligation to maintain internal controls and policy to prevent money laundering and financing of terrorism through their sector. There is no implementation of Recommendation 16. Amend the PMLL to require DNFBPs to : Appoint AML/CFT compliance officers at senior management level and prescribe measures for those who do not work with or in association with others Require DNFBPs to: 	July 2012	Draft AML/CFT law §67.5, Section 2 §67.5, Section 4, Section 6, §67.6	Act to be submitted to the Cabinet and THE LEGISLATORS	MOJ	

Recommended Action (as listed in the MER)	Timetable for adoption of corrective measures	Action(s) already taken	Remaining Actions to be taken (with timelines, if known)	Responsible Institution	Technical Assistance Required
 -Establish audit function to test compliance with internal procedures -Screen employees before appointment to ensure high integrity and professionalism Liberia should amend the PMLL 					
 Clearly define the persons benefitting from protection against criminal, civil or administrative liability as a result of disclosure of suspicion or belief of commission of a ML offence Make express provision on whether the protection will be available even if the person who reported did not know what the underlying criminal conduct was, regardless of whether illegal activity actually occurred; 					
Require names and personal details of staff of FIs who make STRs are kept confidential by the FIU.					
Authorities should ensure that sanctions are applied to other FIs including insurance companies for non-	July 2012	Draft AML/CFT law	Act to be submitted to the Cabinet and THE LEGISLATORS	МОЈ	

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 compliance with national AML/CFT obligations. The PMLL should be amended to provide proportionate and dissuasive sanctions. Supervisors/regulators should maintain comprehensive statistics on sanctions applied 					
 in furtherance of the PMLL Liberia should expressly prohibit the establishment or acceptance of continued 	July 2012	See chapter 15.11 of draft AML/CFT Law.	Act to be submitted to the Cabinet and THE LEGISLATORS	CBL	
 operation of shell banks in Liberia. FIs should be prohibited from entering into or continuing correspondent banking relationships with shell banks 		See sections 6.0(e) and 5.0(m) of Amended Banking License See draft KYC/CDD			
• FIs must be obligated to satisfy themselves that respondent FIs in foreign countries do not allow relationships with shell banks.					
The requirement should be in law, regulation or other enforceable means					
The authorities should require regulators and SROs to issue comprehensive guidelines to FIs and DNFBPs under their	July 2012	See Chapter 67.5 section 3. Of draft AML/CFT Law	Act to be submitted to the Cabinet and THE LEGISLATORS	CBL	
supervision to comply with FATF Recommendations		See draft KYC/CDD regulation for FIs. N/A for DNFBPs			
The authorities must assess the risks applicable to DNFBPs in	July 2012	See Chapter 67.6 section 6.	Act to be submitted to the Cabinet and THE LEGISLATORS	CBL	

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order to determine if lesser CDD measures should be applied					
 There should be express requirement in law, regulations or other enforceable for FIs to give special attention to businesses relationship with persons from or in countries that do not or insufficiently apply the FATF Recommendations and provide countermeasures for such matters incidental to such relationships and transactions There should be effective monitoring for compliance with this FATF Recommendation 	July 2012	See Chapter 67.5 section 6.	Act to be submitted to the Cabinet and THE LEGISLATORS	CBL	
 Require FIs to apply AML/CFT measures in foreign branches and subsidiaries when they are established. Supervisory authorities should develop regulations for compliance with this FATF Recommendation. 	July 2012	See draft KYC/CDD regulation	Act to be submitted to the Cabinet and THE LEGISLATORS	CBL	
• FIs must be subject to adequate AML/CFT regulation and supervision.	July 2012	See draft KYC/CDD regulation.	Act to be submitted to the Cabinet and THE LEGISLATORS	CBL	

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 Supervisors should monitor compliance with FATF Recommendations. Liberia should amend the PMLL to designate a competent authority to ensure adequate compliance with FATF Requirements by FIs Ensure all FIs implement measures to prohibit criminals from controlling FIs CBL should take immediate steps to subject unlicensed or unregistered MFIs and dealers in foreign exchange to licensing requirements and adequate supervision. Monitor money transfer service or currency changing service providers for compliance with AML/CFT measures. 		See the following regulations: Microfinance Deposit-taking regulations; regulation on the licensing and supervision of money remittance entities; regulations on licensing and supervision of foreign exchange bureaus			
 Designate supervisors and SROs and specifically charge with the responsibility to oversee the supervision of DNFPBs for AML/CFT purposes. The is the need to raise awareness of the existing risk factors in the DNFBP sector and make resources available to develop AML/CFT supervision of DNFBPs. 	July 2012		Act to be submitted to the Cabinet and THE LEGISLATORS		
CBL should issue comprehensive regulations/guidelines to	July 2012	See of draft KYC/CDD regulation	Act to be submitted to the Cabinet and THE LEGISLATORS		

R	ecommended Action (as listed in the MER)	Timetable for adoption of corrective measures	Action(s) already taken	Remaining Actions to be taken (with timelines, if known)	Responsible Institution	Technical Assistance Required
	support compliance with		See chapter 67.3 of draft			
	AML/CFT obligations		AML/CFT Law			
•	Authorities should issue		N/A for DNIEDD-			
	regulations/guidelines to other		N/A for DNFBPs			
	FIs including insurance companies & DNFBPs to					
	support compliance with					
	AML/CFT obligations.		See Chapter 67.4 of draft			
•	Implement feedback		AML/CFT law			
	mechanism between reporting					
	institutions, competent					
	authorities and the FIU.					
•	CBL, Insurance					
	Commissioner and SRO					
	should issue comprehensive					
	regulations/guidelines to					
	assist reporting entities to					
	comply with AML/CFT					
	measures					
	CBL should assist SROs to					
	issue comprehensive					
	regulations/guidelines to					
	assist DNFBPs to comply					
	with their AML/CFT					
-	obligations Establish a Financial	L 1 - 2012	See Chapter 67.2 of draft	Act to be submitted to the Cabinet		
	Intelligence Unit to receive,	July 2012	AML/CFT law	and THE LEGISLATORS		
	analyze and disseminate STRs					
	and other information on					
	money laundering and					
	terrorist financing, and					
	provide it with budget and					
	operational independence					

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	Provide guidance to ensure					
	confidentiality & protect					
	information reported to FIU.					
	• Require the FIU to publish its					
	activities, including statistics,					
	typologies and trends of					
	ML/FT as required					
	• Provide reporting entities with					
	guidance on how to submit					
	AML/CFT related STRs.					
	• Put in place mechanisms to					
	ensure that Financial and Non-Financial Institutions					
	generate and forward					
	suspicious transaction reports					
	for further analysis.					
	 Empower relevant authorities 					
	to sensitize all reporting					
	entities on their obligation to					
	render AML/CFT STRs and					
	enforce compliance					
	 Provide officers of LEAs with 					
	adequate logistics, including					
	funding for training and					
	operational requirements of					
	the agencies.					
	• Empower LEAs to apply					
	power to take witness					
	statements in investigation					
	&prosecutions of predicate					
	offences, to ML and FT					
	 Define techniques for 					
	maintaining integrity amongst					
	personnel of LEAs who are					
	not subject to proper vetting					
	and signing of oath of secrecy					
L	and allegiance.					

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Provide LEA officers with more technical knowledge on economic and financial crimes.					
All FIs should be monitored for compliance with FATF Recommendations	July 2012	See draft KYC/CDD regulation. See Chapter 67.2 of draft AML/CFT law	Act to be submitted to the Cabinet and THE LEGISLATORS		
 Liberia should consider to undertake the following: Establish the FIU. Provide funding for the development and implementation of the AML/CFT Bill and strategy in the country. Provide staff training to supervisors, law enforcement agencies and other competent authorities to enable them to commence proactive implementation of the PMLL 	July 2012	See Chapter 67.2 of draft AML/CFT law §67.6 Draft law §67.1	Act to be submitted to the Cabinet and THE LEGISLATORS		
Liberia should establish Inter- Ministerial Committee of relevant stakeholders		AML/CFT Working Committees:	AML/CFT National Strategy to adopted by Cabinet	MOF	
• Adopt the national AML/CFT strategy as a framework for strengthening institutional, legal and enforcement of mechanisms for the prevention of financial crime and combat of ML/TF.		 Inter-Ministerial Drafting Inter-Agency Coordination AML/CFT National Strategy drafted 			

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FIU must play a lead role in development of a national AML/CFT policy.					
 ANL/CFT poncy. As a matter of urgency, establish the FIU Have in place a data system for recording received data on STRs and CTRs. Require the FIU to publish annual reports to enable it provide feedback to reporting entities and to the public. Have in place a centralized data system or require relevant agencies to maintain statistics on prosecutions and investigations of money laundering cases under the PMLL and other legislation Maintain records of assets seized, frozen, confiscated and forfeited should also be Maintain records on mutual legal assistance and extradition matters initiated/concluded by Foreign Affairs or by the MOJ Consider setting up a central data system in the FIU. The data system should be available to all the relevant supervisory authorities & LEAs to store case info on investigations/prosecutions including recovered assets and other related matters. 	July 2012	See Chapter 67.2 of draft AML/CFT law	Act to be submitted to the Cabinet and THE LEGISLATORS		

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 Liberia should review its current corporate registration system to determine how adequate and accurate information on beneficial ownership may be available in a timely manner for investigation by law enforcement authorities. There should be a mechanism in place to verify the identity of owners of legal persons for AML and CFT purposes. The Ministry of Commerce should recruit qualified investigators to undertake investigations and conduct on-site visit to verify information 					
 Provided by corporate bodies Liberia should enact a comprehensive legislation on trusts and implement measures to ensure that adequate, accurate and timely information are available to law enforcement authorities concerning the beneficial ownership and control of trusts. A supervisor or SRO should be appointed for lawyers and trust service providers to ensure that they are 					

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supervised for compliance with AML/CFT obligations.					
Liberia is urged to domesticate and implement the Vienna and Palermo Conventions					
 Liberia should take the following steps to improve its MLA regime: Provide for comprehensive and efficient process for the execution of mutual legal assistance requests. Develop procedures to manage MLA requests in a timely and efficient manner. Develop a data base for MLA information Train the MOJ staff on how to manage MLA requests effectively. Develop an effective confiscation regime for money laundering offences. Liberia should put in place mechanisms, including guidelines to provide LEAs with clear and efficient processes for the execution of MLA requests. A good example is the MLA provisions of UNCAC. Ministries and Agencies should maintain proper records of MLA requests dealt with. 	July 2012	Draft law §9.5, Section 1	Act to be submitted to the Cabinet and THE LEGISLATORS		
• There should be clear cut	July 2012	Draft law §15.5, Section 1	Act to be submitted to the Cabinet		
appropriate laws that deal			and THE LEGISLATORS		

F	Recommended Action (as listed in the MER)	Timetable for adoption of corrective measures	Action(s) already taken	Remaining Actions to be taken (with timelines, if known)	Responsible Institution	Technical Assistance Required
•	 with provisional measures that can be applied in respect of MLA Procedures are not in place to ensure uniformity, clarity and expediency in responding to MLA requests. There is no record of MLA responded to by Liberia for identification, freezing, seizure or confiscation of laundered property, proceeds from, or instrumentalities used or intended to be used. Liberia should put in place appropriate structures to coordinate seizure and confiscation actions with other countries. The authorities should consider putting in place a system to deal with sharing of confiscated assets arising from cooperation between 					
	Liberia and other countries provide for an asset forfeiture fund.					
	Criminalise the full range of predicate offences of money laundering and ensure effective implementationof the PMLL in relation to the extradition provisions.	July 2012	Draft law §15.2	Act to be submitted to the Cabinet and THE LEGISLATORS		

]	Recommended Action (as listed in the MER)	Timetable for adoption of corrective measures	Action(s) already taken	Remaining Actions to be taken (with timelines, if known)	Responsible Institution	Technical Assistance Required
•	Liberia should intensify efforts to establish the FIU, put in place appropriate mechanisms and develop procedures to qualify for membership of the Egmont Group to enable the Liberian FIU to exchange and receive intelligence information on money laundering and terrorist financing from other countries. Liberia should improve on exchange of information with other counterparts through the signing of MOUs and arrangements with their counterparts. Implement sufficient security mechanisms to protect	July 2012	Draft law §67.2	Act to be submitted to the Cabinet and THE LEGISLATORS		
•	confidential information Enact legislation to criminalize FT. Provide a legal framework and mechanisms for the implementation of the UNSCR 1267 and 1373.	July 2012	Draft law §15.3	July 2012	МОЈ	
	Properly criminalize TF and implement appropriate procedures for dissemination of TF lists, screening of clients and freezing of TF assets.	July 2012	Draft law §15.3	July 2012	МОЈ	
•	As a matter of urgency, establish the regulatory and institutional framework for implementing the					

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requirements in the 1267 and					
1373 Resolutions. The					
authorities may consider					
establishing a Counter					
Terrorism Committee as a					
mechanism by which this can					
be done;					
• Establish regulatory and					
institutional mechanism to					
examine and give effect to, if					
appropriate, the actions					
initiated under the freezing					
mechanisms of other					
jurisdictions;					
• Set up appropriate and					
effective systems for purposes					
of communicating actions					
taken under freezing					
mechanisms to the financial					
sector including the					
distribution of lists of					
designated persons;					
Provide appropriate guidance					
to the commercial banks and					
other financial institutions and					
other persons or entities that					
may be holding targeted funds					
or other assets concerning					
their obligations in taking					
action under freezing					
mechanisms. The authorities					
should, in setting up the					
regulatory and institutional					
framework for implementing					

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1267 and 1373 resolutions,					
include processes by which:					
 listed persons can be 					
de-listed;					
 access to funds or 					
other assets that were					
frozen and have been					
determined to be					
necessary for basic					
expenses, the					
payment of certain					
fees, expenses and					
service charges or					
extraordinary					
expenses can be					
authorised;					
\circ the unfreezing of					
funds of de-listed					
persons & innocent					
third parties; and					
 reviewing of freezing 					
decisions,					
• Put in place appropriate					
procedures through which a					
person or entity whose funds					
or other assets have been					
frozen can challenge that					
measure with a view to					
having it reviewed by a Court;					
• Provide protection for the					
rights of bona fide third					
parties. Such protection					
should be consistent with the					
standards provided in Article					
8 of the Terrorist Financing					
Convention, where					
applicable; and					

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Establish appropriate measures to monitor effectively the compliance with relevant legislation, rules or regulations governing the obligations under SR III and to impose civil, administrative or criminal sanctions for failure to comply with such legislation, rules or regulations.					
 Law enforcement agencies must implement mechanism to coordinate asset seizure and confiscation with other countries. Authorities should consider establishing an asset forfeiture fund to authorize sharing of terrorist assets with other countries. 					
 The CBL should issue guidelines to MVTs to assist in implementing AML/CFT measures. There should be effective supervision of MVT service providers MVT service providers should be monitored to ensure implementation and compliance with AML/CFT measures 		See Regulation for the Licensing and Supervision of Money Remittance Entities; See Regulation Concerning Transfer of Foreign Currency; See Regulation Concerning the Physical Movement of Foreign Currency Banknotes; See draft KYC/CDD regulation;			

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 Sanctions should be applied in instance of non-compliance by MVTs. CBL should ensure effective implementation of the requirements of SR.VI 		See CBL Guidelines for Mobile Money Services.			
Issue regulations or guidelines for implementation of the requirements of SR VII Supervisory Authorities should put in place procedures to monitor compliance with SR VII		See draft KYC/CDD regulation See Regulation Concerning Transfer of Foreign Currency; See Regulation Concerning the Physical Movement of Foreign Currency Banknotes			
 Authorities should organize more outreach programs for the NPOs on the vulnerability of the sector to AML/CFT. Training programs and awareness activities should be organized for the NPOs, supervisors and law enforcement agencies on how to detect the abuse of NPOs by terrorist groups that disguise themselves as charitable organizations. Authorities should provide a point of contact that could respond promptly to requests for international cooperation. The authorities should implement the Best Practices Note provided by FATF on SR VIII. (This may be 					

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obtained from FATF website-					
www.fatf-gafi.org or www.giaba.org.)					
 Enforce the Regulations on Physical Movement of Currency and Foreign Bank Notes Provide facilities, including supervision guidelines to capture relevant data Provide a threshold for incoming cash and bearer negotiable instruments Provide sanctions for non- compliance of incoming requirements 					