Questionnaire

Country self-assessment report on implementation and enforcement of G20 commitments on foreign bribery

G20 countries are invited to complete the questionnaire, below, on the implementation and enforcement of G20 commitments on foreign bribery.

Part I questions are drafted directly from the principles outlined in the G20 Guiding Principles on Enforcement of the Foreign Bribery Offence endorsed by G20 Leaders in St. Petersburg, and its background note on Enforcement of Foreign Bribery Offences. Part II questions are drafted from the G20 Anti-Corruption Action Plan and the St. Petersburg Leaders’ Declaration.

Responses to this questionnaire could be compiled into a summary on the “state of play” in G20 countries on steps taken to date to implement the aforementioned commitments, as well as plans for future actions in this area.

I. Implementation of the Guiding Principles on Enforcement of the Foreign Bribery Offence in G20 Countries

Note 1: This section of the questionnaire is drafted from the principles outlined in the G20 Guiding Principles on Enforcement of the Foreign Bribery Offence and the background note on Enforcement of Foreign Bribery Offences.

A. A robust legislative framework

In your jurisdiction:

1. Is there a clear and explicit foreign bribery offence that covers the key elements of the internationally agreed definition for foreign bribery, including offering, promising or giving of a bribe, bribery through intermediaries, and bribes paid to third party beneficiaries?

   • If your jurisdiction criminalizes foreign bribery, please provide references to the relevant provisions and/or the full text, if possible.

   • If your jurisdiction does not have a foreign bribery offence:
     o Please note whether an offence has been “drafted”, “submitted for government review”, or “adopted but not yet entered into force”.
     o Please provide a timeline for the entry into force of draft legislation, where applicable.

Response:

The crime of bribery of foreign public officials is set out in Article 445 of the Penal Code, which wording was revised through Organic Act 5/2010 of 22 June:

“1. Those that, through offers, promises or granting of any undue benefit, pecuniary or of other kind, bribe or try to bribe, whether directly or through intermediaries, foreign public officials or officials from international organizations to the advantage of them or of a third party or comply with their demands in respect to this, so that they act or refrain from acting in relation to the performance of official duties, in order to obtain or retain business or other improper advantage in the conduct of international business, will be punished with penalties of imprisonment from..."
2 to 6 years and a fine of 12 to 24 months, except when the benefit obtained was greater than the resulting sum, in which case the fine will be an amount of between the value to twice the value of this benefit. Besides the penalties aforementioned, the liable person will be punished with the prohibition of contracting with public administrations as well as the loss of the possibility of obtaining public subsidies or grants and of the right to have benefits or incentives from taxes or social security, and the prohibition of taking part in commercial transactions with public consequences from 7 to 12 years. Penalties foreseen in preceding paragraphs will be imposed in its higher half if the object of business were humanitarian goods or services or other essential goods.

2. When a legal person is liable for a crime according to the provisions of article 31 bis of this Code, the penalty of a fine of 2 to 5 years, or a fine ranging from 3 to 5 times the value of the benefit obtained if the resulting sum was greater, will be imposed.

According to the rules established in Article 66 bis, judges and courts shall be able to impose the penalties established in article 33 paragraph 7, letters b) to g).

3. To the effects of this article a foreign public official is:
   a) Any person holding a legislative, executive or judicial position of a foreign country either by appointment or by election.
   b) Any person performing a public function for a foreign country, including a public body or a public company.
   c) Any public official or agent of an international public organization.”

On the 20th of September 2013, the Spanish Council of Ministers approved the submission to Parliament of the draft Organic Law modifying Organic Act 10/1995, of November 23, of the Penal Code. It takes into consideration the recommendations made for Spain in the framework of the phase 3 evaluation procedure on the application of the convention on combating bribery of public foreign officials in international business transactions.

Article 445 of the Penal Code will be repealed and a new Article 286ter enacted with the following wording:
“1. Whoever, through offers, promises or granting of any undue benefit or advantage, either pecuniary or of any other kind, bribes or tries to bribe, whether directly or through intermediaries, an authority or public official, for their benefit or for the benefit of a third party, or whoever agrees with their demands in that respect, so that they act or refrain from acting in relation to the performance of official duties in order to obtain or retain a contract, business or other competitive advantage in the conduct of international business, shall be sanctioned, except if already punished with a more severe penalty under another precept of this Code, with three to six years’ imprisonment and fine from twelve to twenty-four months, unless the benefit obtained exceeds the resulting sum, in which case the fine will be from one to three times the value the profit obtained.

Besides the aforementioned penalties, the liable person shall be punished with debarment from future contracts with Public Administration, from the possibility of receiving subsidies and public aids and from the right to enjoy tax and National insurance benefits and incentives, as well as from taking part in commercial transactions of public interest for a period from seven to twelve years.

2. For the purposes of this article public official shall be considered those mentioned under Articles 24 and 427”.

Note 2: For questions 2 through 11, jurisdictions without a foreign bribery offence should include updates on plans to address the following issues in efforts to establish the criminalization of foreign bribery and a framework for enforcing this offence.

<table>
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<tr>
<th>2. What is the statute of limitations for investigating and prosecuting foreign bribery? Please indicate the criteria for suspension, interruption or extension of the statute of limitations?</th>
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<tr>
<td>Response:</td>
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<td>The statute of limitation is 10 years (Article 131 of the Penal Code). The limitation period is established depending on the penalty provided for the offence.</td>
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Article 131 of the Penal Code:
“1. Crimes reach their limitation period:
After 20 years, when the maximum penalty provided for the crime is imprisonment of 15 or more years.
After 15 years, when the maximum penalty provided by Law is disqualification for more than 10 years, or imprisonment for more than 10 and less than 15 years.
After 10 years, when the maximum penalty provided by Law is imprisonment or disqualification for more than 5 and less than 10 years.
After 5 years, for the other crimes, except for libel and slander that reach their limitation period after one year.”

The bill amending the Penal Code foresees for all cases of bribery of a foreign public official, the imposition of prison penalties of up to six years of prison (nine for severe cases) and, in any case, disqualification penalties to receive public subsidies and aids, tax exemptions or incentives or to participate in international business transactions of a public interest for a term up to twelve years (eighteen for serious cases). These penalties determine the existence of limitation periods extraordinarily long that reach, in all cases, a limitation period of fifteen years. It assures the availability of a sufficient term to investigate these offences in case the accused resides abroad or escapes.

Limitation periods are interrupted every time the investigation or the proceedings are conducted against the suspect or the accused. They are particularly interrupted:
- Every time the Examining Judge or the Prosecutor conduct any investigative proceedings to clarify offences a suspect is charged with (Article 132.2 of the Penal Code; settled case-law).
- In cases of escape, the limitation period is interrupted by any investigation action and, in particular, by a decision ordering the detention and/o preventive prison of the suspect who has escaped. It should be added that, in these cases, the detention of the suspect must be compulsory decreed (Article. 490.7 Code of Criminal Procedure).
- The issuing of a European Arrest Warrant and the request for extradition of a suspect traced abroad are actions that stop the limitation period.

The availability of limitation periods enough to enable the prosecution of these bribery offences when committed by legal persons is also guaranteed. The criminal liability of legal persons is autonomous and independent with relation to the responsibility of natural persons and for this reason is subject to its own prescription system: the limitation period in case of offences committed by legal persons is from five to ten years, depending on whether it is or is not one of the serious cases.

In all cases, it should be considered that with the procedural regime introduced for these cases by Act 37/2011, of October 10, the failure to appear or default in appearance of the company or legal person shall not constitute a bar to the proceedings, such as provided in Articles 409 bis, 786 bis and, in particular, 839 bis.4 of the Code of Criminal Procedure, which excludes that the “default in appearance” of the legal person could stop the proceeding.

3. Please describe the form of jurisdiction available over the foreign bribery offence (i.e. territorial or nationality jurisdiction).

Response:

The common rules on jurisdiction, established in Article 23 of the Organic Law on the Spanish Judiciary, shall apply. There must be some kind of connection with Spain, either because the facts took place in Spain or because the offender is Spanish.

“Article 23
1) The Spanish jurisdiction shall be competent in criminal proceedings arising from offences and misdemeanors perpetrated in the Spanish territory or in Spanish aircrafts or ships without prejudice to the provisions of
international treaties to which Spain is a party.

2) The Spanish jurisdiction shall also deal with offences committed outside the Spanish territory provided that the offenders are Spanish or foreigners having acquired the Spanish nationality after the perpetration of the offence and the following requirements are met:
   a) The act is an offence in the place where it was committed, except in cases where, by virtue of an international treaty or a normative act of an International Organization to which Spain belongs, that requirement is waived, without prejudice to the following provisions:
      b) The victim or Public Prosecutor’s Office files a complaint before the Spanish Courts.
      c) The offender has not been acquitted, pardoned or convicted abroad, or, in this last instance, whenever the sentence has not been served out. If the sentence has only been served in part, that shall be taken into account to reduce proportionally any penalty imposed.

3) The Spanish jurisdiction shall be competent to hear offences perpetrated by Spanish nationals or foreigners outside Spanish territory when, according to Spanish criminal law, they fall under any of the following criminal definitions:
   a) Treason, crimes against peace and independence of the State.
   b) Crimes against the holder of the Crown, the Consort, the Heir Apparent or the Regent.
   c) Rebellion and Sedition.
   d) Forgery of the Royal Seal or signature, the Seal of the State, the signatures of the Ministers or official or public seals.
   e) Counterfeiting Spanish currency and its issue.
   f) Any other counterfeiting or forgery activities which may damage the credit or the interests of the State, and smuggling or dispatching counterfeit goods
   g) Attacks against Spanish authorities or public officials
   h) Offences in the exercise of their duties perpetrated by Spanish public officials residing abroad and offences against the Spanish Public Administration.
   i) Offences concerning foreign exchange control

4) Likewise, the Spanish jurisdiction shall be competent to take cognizance of acts committed by Spanish or foreign nationals outside the Spanish territory that may be considered, under the Spanish Criminal Code, as falling under any of the following criminal definitions, provided that the conditions mentioned are met:
   (...)
   n) Crimes of private-to-private corruption or in international economic transactions provided that:
      1. Proceedings are directed against a Spanish citizen;
      2. Proceedings are directed against a foreigner habitually resident in Spain;
      3. The offence was committed by a manager, administrator, employee or collaborator of a commercial company, or a firm, association, foundation or organization with head office or address in Spain; or
      4. The offence was committed by a legal person, company, organization, group or any other kind of grouping or entity with head office or address in Spain.
   (...)

5) Offences to which Article 23.4 refers shall not be prosecutable in Spain in the following cases:
   a) When proceedings in view of their investigation and prosecution have been opened before an International Tribunal constituted according to Treaties and Conventions to which Spain is a party.
   b) When proceedings in view of their investigation and prosecution have been opened in the State where the facts were perpetrated or in the state of nationality of the person against whom charges are brought, provided that:
      1. The person against whom charges are brought is not in Spanish territory; or
      2. Extradition procedures have been initiated either to the country where the facts were perpetrated or to the state of nationality of the victims, or in order to make that person available to an International Tribunal to face trial for the offences, unless extradition was refused.

The provisions under b) shall not be of application when the State exercising jurisdiction is unwilling or unable to
carry out an investigation and it is so determined by the 2nd Division of the Supreme Court to whom rationale shall be raised by the judge or the court.
In order to determine whether there is willingness to take appropriate action on a particular case, taking into account the principles of due process recognized by International law, it shall be determined whether any or more of the following circumstances occur:

- **a) The proceedings were underway or are being undertaken, or if a national decision was made for the purpose of shielding the person concerned from criminal responsibility.**
- **b) There has been an unjustified delay in the proceedings which, in the circumstances, is inconsistent with intent to bring the person concerned to justice.**
- **c) The proceedings were not or are not being conducted independently or impartially, and they were or are being conducted in a manner which, in the circumstances, is inconsistent with intent to bring the person concerned to justice.**

In order to determine the incapacity to investigate or prosecute a particular case, it shall be considered whether, due to total or substantial collapse or unavailability of its national administration of justice, the State is unable to have the accused appear in court or obtain the necessary evidence and testimony, or is otherwise unable to bring the case to trial.

6) **Offences under 3) and 4) shall only be prosecuted in Spain if criminal action has been previously brought by the victim or the Public Prosecutor’s office.**

### 4. Please indicate whether your jurisdiction has a corporate liability regime for the offence of foreign bribery.

If your jurisdiction does not have a corporate liability regime for the offence of foreign bribery, please provide a timeline for implementation of corporate liability.

**Response:**

The criminal liability of legal persons is expressly provided for the bribery of foreign public official offence. Specifically, it is established in Article 445 paragraph 2 of the Penal Code in relation to Article 31 bis.

Article 31 bis paragraph 2 of the Penal Code states that “Legal persons will be criminally liable whenever a crime is committed by those holding the positions or duties referred to in the preceding paragraph, even if the specific natural person has not been identified or it has not been possible to process him/her.”

Individual liability is not a prerequisite for the liability of a legal person for foreign bribery. The criminal liability of a legal person can be declared regardless of whether it is possible to individualize the criminal liability of a natural person.

The proposed reform of the Penal Code includes in the criminal liability regime of the legal persons public corporations that implement public policies or provide services of general economic interest.

The new Article 31 quinques shall have the following wording:

“1. The provisions related to the criminal liability of legal persons shall not be applicable to the State, to the territorial and institutional Public Administrations, to the Regulatory Bodies, the Public Agencies and Public Corporate Entities, to organizations under Public International Law, or to others that exercise public powers of sovereignty or administration.

2. In the case of Public Corporations that implement public policies or provide services of general economic interest, only the penalties foreseen in letters a) to g) of paragraph 7, article 33, shall be imposed. This restraint shall not apply when the Judge of the Court considers it is a legal form created by the promoters, founders, managers or representatives in order to avoid eventual criminal liability”

This amendment is linked to the one recently carried out by Organic Act 7/2012, of December 27, amending the Penal Code, that included political parties and trade unions within the general regime of liability of legal persons.
It should be highlighted that all “public corporations” and not only “State” societies are included. This also allows the inclusion of the wide public economic sector of the Autonomous Communities and of the corporations that local entities may constitute. With the new regulation, all public corporations, whether state, regional or local, shall be subject to criminal liability.

5(a) Please describe the sanctions and confiscation measures available for natural and legal persons for the crime of foreign bribery.

5(b) Please provide the number of criminal, administrative, and civil cases of foreign bribery that have resulted in a final disposition, and indicate (i) how many of these cases have resulted in a criminal conviction or acquittal, or similar findings under an administrative or civil procedure, and (ii) the number of natural and legal persons who have been convicted or otherwise sanctioned.

- Where possible, please provide references to the relevant provisions and/or the full text, if possible.

Response:

5(a)

When the offender is a natural person, the sanction applicable goes from 2 to 6 years’ imprisonment, along with a fine penalty depending on the benefit obtained. As already mentioned, the sanction established when a legal persons is responsible is a fine penalty, linked to the benefit obtained. Equally, a ban is imposed on contracting with the public sector as well as the loss of the possibility of receiving subsidies and public aids, and of the right of enjoying tax and National Insurance benefits and incentives, and the prohibition to participate in business transactions of public interest for a period from seven to twelve years.

In addition to that, in the case of legal persons, different sanctions may be imposed, from prohibition to obtain subsidies and public aids, or prohibition to contract with the public sector, up to dissolution of the legal person as already described.

The forfeiture provisions of Article 127 of the Penal Code are applicable to individuals and to legal persons; this article provides for the forfeiture of the instruments of crime, such as earnings or profits, regardless of its possible transformations. Also the seizure of goods belonging to a third party is foreseen, provided that the third party is not in good faith. Alternatively, it regulates the seizure for an equivalent value, when it is not possible to confiscate the instrumentalities and property crime.

In this regard, the Organic Act 5/2010 has introduced a major change in this matter, through the establishment of two asset recovery offices (Article 367 septies Code of Criminal Procedure), which aims at investigating the property seized.

If the facts are sanctioned by means of criminal law, it is not possible to impose administrative sanctions since this would be a case of double criminality. However, if there is no criminal sanction, an administrative sanction could be given.

5(b)

All investigations ended without sanctions.

B. Effective detection and domestic coordination

In your jurisdiction:
### 6. What steps have been taken to engage with relevant agencies, such as overseas missions, broader tax administrations, trade promotion, public procurement and export credit agencies, as well as with the private sector, on issues related to implementation and enforcement of the foreign bribery offence? Where possible, please cite specific examples.

**Response:**

The former Ministry of Industry, Tourism and Commerce (now the Ministry of Economy and Competitiveness) has produced annually, in collaboration with the Ministry of Justice, a brochure on the Convention. It has been distributed to CEE (Spanish Confederation of Business Organizations) to be distributed out among its members, to CESCE (Spanish Export Credit Agency) and to COFIDES (Spanish Company for Development Finance) to be distributed by them to companies requesting any kind of information on business and/or investment transactions abroad. The brochure has also been distributed to Commercial Offices abroad and to Regional and Provincial Directorates for Commerce in Spain.

The OECD Convention and the related Spanish law are a part of the training given every year to new officials of the Secretariat of State of Commerce and to those joining the Commercial Offices of the Embassies abroad. CESCE (Spanish Export Credit Agency) and COFIDES (Spanish Company for Development Finance) have been provided with the explanatory brochure from Ministry of Economy and Competitiveness and Ministry of Justice. COFIDES includes a clause on the Convention in their funding contracts.

### 7(a) Are appropriate reporting channels available for whistleblowers in both the private and public sectors?

### 7(b) Are appropriate protections available for whistleblowers in both the private and public sectors?

Where possible, specific reference should be made to implementation of the G20 Study on Whistleblower Protection Frameworks, Compendium of Best Practices and Guiding Principles for Legislation.  

**Response:**

7(a)

The Ministry of Economy and Competitiveness continues to provide information to counsellors in its Commercial Offices abroad on bribery of foreign public officials. The counsellors have to report suspicions of foreign bribery by Spanish companies in their service area to the Spanish General Prosecutor Office or to the Anti-Corruption Prosecution Office, and also to the central services of the Ministry. Furthermore, the Ministry of Foreign Affairs and Cooperation has issued recent instructions to all Embassies and Consulates to report about any founded suspicion of bribery to the undersecretary.

7(b)

According to the Spanish legal domestic framework, the protection of individuals who report criminal conduct to the appropriate authorities or disclose information on serious threats is based in Article 259 of the Code of Criminal Procedure, which sets out the duty of all citizens to report all crimes. However, the person reporting any criminal conduct must confirm later formally that offense, the anonymous tip is not expected.

Nevertheless, steps have been taken to encourage reporting (such as the establishment of a complaints hotline), and we can find references to whistleblowing’s mechanisms in article 79 Law 24/1988, 28 July, National Share Market Commission in their wording after article 6.3 Law 37/1998, 16th November (in force till 21 December 2007), and in the “Conthe Code” or Unified Code for listed companies’ good governing, made by the National Share Market Commission on 2006 containing specific provisions over internal channels to file claims inside these companies.

After entering into force on 23 December 2010, the Law 5/2010, 22 June, amending Spanish Penal Code, which added a new article 31 bis, the Spanish Criminal Law provides legal coverage for implementing systems making

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C. Effective investigation and prosecution

In your jurisdiction:

8(a) Please describe the investigative powers granted to law enforcement authorities to proactively and effectively investigate and prosecute foreign bribery.

8(b) Please describe the specialized training on detecting, investigating and prosecuting foreign bribery provided and/or planned to be provided to law enforcement authorities.

Response:

8(a)

The investigation of this offence falls to law enforcement authorities, Judges and Courts, and the Public Prosecutor’s Office. The Special Public Prosecutor’s Office against Corruption and Organized Crime is competent to investigate this crime, as well as to the Examining Magistrate’s Court where the facts took place and, on the assumption that they have taken place outside Spain, the jurisdiction would belong to the National High Court ("Audiencia Nacional").

On 11 October 2007 entered into force Law 24/2007, of 9 October, that amended Law 50/1981, of 30 December, of Organic Statute of Public Prosecution Service. Among other modifications in relation with this Special Public Prosecutor’s Office, as set out below, the amendment gave a new name to the Special Prosecution for Financial Crimes connected with Corruption; it was named Public Prosecutor’s Office against Corruption and Organized Crime.

Spain has implemented the decision to confer the Special Public Prosecutor’s Office against Corruption the powers to exert the functions of the Public Prosecution in all relevant cases of bribery of foreign public officials without the Public Prosecutor General having to declare, in each specific case, that the matter is of special significance.

From 12 July 2006, when Direction 4/2006 of the Office of the Public Prosecutor General came into force, any serious case of bribery of foreign official involving a legal person is competence of the Special Public Prosecutor’s Office against Corruption without requiring the intervention of the Public Prosecutor General.

The above Direction specifically sets forth as follows:

a) The Special Public Prosecutor’s Office is competent to deal with offences of bribery of foreign public official of special significance.

b) Foreign bribery offences are of special significance when they show off the existence of organized criminality.

c) There is organized criminality when the following elements are present in the facts:
   - Plurality of persons
   - Structure established usually through the existence of a hierarchy and a distribution of functions.
   - Vocation for certain continuity in time.
   - Agreed criminal conduct.

The Special Public Prosecutor’s Office extended and reinforced competences shall provide the means to ensure that reports on bribery of foreign public officials are investigated.

8(b) Prosecutor training activities:

1) "The legal mechanisms against corruption", 28-29.5.2008.
4) “Incidents of the Penal Code: offenses against public administration, domestic and international corruption, and sporting fraud”, 11-13.4.2011.
5) “Fraud in International Transactions”, organized by the Centre for Legal Studies and the Public Prosecution Office, 24.10.2013.

Judiciary training activities:
1) "Economic and corporate crime", 21-23.6.2010.
4) "Corruption new legal framework" 30.1-1.2.2012.
6) "The crime of money laundering", 10-11.5.2012.
7) "Corruption and organized crime," 4-5.10.2012.
8) "Conference on fiscal crime", 4-5.10.2012.

9(a) Please describe the procedures in place for ensuring prompt and effective handling of outgoing and incoming mutual legal assistance requests in relation to foreign bribery cases.

9(b) Please describe how informal assistance is encouraged, in conformity with your jurisdiction’s legal system.

Where possible, specific reference should be made to implementation of the G20 High-Level Principles on Mutual Legal Assistance. ²

Response:
9(a)

The Spanish Central Authority swiftly deals with all MLA requests, including those related to foreign bribery cases. According to the Spanish legal framework, dual criminality is required for the execution of coercive measures. The principle of reciprocity applies always in absence of any bilateral or multilateral agreement.

9(b)

Informal contacts through e-mail and telephone are encouraged.

II. Implementation of Foreign Bribery Provisions in the 2012-2013 G20 Anti-Corruption Action and the St Petersurg Declaration

Note 3: This section of the questionnaire is drafted from the 2012-2013 G20 Anti-Corruption Action Plan and the St. Petersburg Leaders’ Declaration. It also seeks updates from G20 countries on next steps for fighting foreign bribery.

² Available online here: http://www.oecd.org/g20/topics/anti-corruption/High-Level-Principles-on-Mutual-Legal-Assistance.pdf
### 10. Please specify next steps for continuing “efforts to adopt and enforce laws and other measures against foreign bribery”.³

**Response:**

On the 20th of September of 2013, the Spanish Council of Ministers approved the submission to Parliament of the draft Organic Law modifying Organic Act 10/1995, of November 23, of the Penal Code. It is the most in-depth Penal Code reform carried out to date in order to provide new responses to new types of criminality, multi-repetition and to the most serious offences. Besides, it is adjusted to the criminal conducts of the 21st Century through a technical review of a significant number of offences among which are those foreseen to punish corruption.

### 11. Please specify next steps for engagement with the OECD Working Group on Bribery with a view to explore possible adherence to the OECD Anti-bribery Convention as appropriate.

**Specifically and where applicable, please indicate any plans to:**

- Attend meetings of the WGB in 2014;
- Co-organize or attend meetings on foreign bribery; and/or
- Engage in technical assistance activities on the issue of implementation and enforcement of the foreign bribery offence;
- Open discussion for Membership in the WGB, with a view to acceding to the OECD Anti-Bribery Convention.

**Response:**

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