ATTORNEY-GENERAL’S REPORT 2011
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FELLOW BAHAMIANS,

The Government has made major strides towards improving the justice system.

The Office of the Attorney-General and Ministry of Legal Affairs performs important functions in relation to the justice system.

Our mission at the Office of the Attorney-General is to promote justice in the Commonwealth of The Bahamas through the delivery of comprehensive and efficient legal services to the Government.

During 2011, progress continued over several areas of the Attorney-General’s portfolio. By this annual report I share with you highlights of that progress, as well as developments occurring elsewhere in the justice system. The report concludes with the direction that has been set for 2012.

I have been honoured to serve you as Attorney-General and Minister of Legal Affairs.

John Delaney QC
Attorney-General
Minister of Legal Affairs
Part 1 - Introduction

ROLE OF ATTORNEY-GENERAL

The title “Attorney-General” first appeared in England in 1461. Over the centuries the nature of the office has evolved and the Attorney-General has many common law powers and privileges associated with being the Principal Law Officer of the Crown.¹

Today as the Crown’s first law officer, the Attorney-General performs a number of functions², including, amongst other functions: legal adviser to the government; superintending Minister with responsibility for legal affairs³; guardian of the public interest; and functions in relation to Parliament and the legal profession. Additionally, the Attorney-General is recognised as titular head of the Bar.⁴

The Constitution⁵ requires that “[t]here shall be a Cabinet for The Bahamas which shall have the general direction and control of the government of The Bahamas and shall be collectively responsible therefor to Parliament.” It further requires that “[t]he Cabinet shall consist of the Prime Minister and not less than eight other Ministers (of whom one shall be the Attorney-General)...”

The powers of the Attorney-General are stated at Article 78 of the Constitution in the following terms:

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3 The concept of ‘superintendence’ has never been categorically defined but can be said to encompass: “…setting the strategy for the organization; responsibility for the overall policies of the prosecuting authorities, including prosecution policy in general; responsibility for the overall ‘effective and efficient administration’ of those authorities, a right for the Attorney-General to be consulted and informed about difficult, sensitive and high profile cases; but not, in practice, responsibility for every individual prosecution decision, or for the day to day running of the organization.” - The Governance of Britain; A Consultation on the Role of the Attorney-General: http://www.attorneygeneral.gov.uk/attachments/Consultation%20on%20the%20Role%20of%20the%20AGO.pdf
5 The Bahamas Independence Order 1973, Chapter VI, The Executive, Article 72.
(1) The Attorney-General shall have power in any case in which he considers it desirable so to do –

(a) To institute and undertake criminal proceedings against any person before any court in respect of any offence against the law of The Bahamas;

(b) To take over and continue any such criminal proceedings that may have been instituted by any other person or authority; and

(c) To discontinue, at any stage before judgment is delivered, any such criminal proceedings instituted or undertaken by himself or any other person or authority.

(2) The powers of the Attorney-General under paragraph (1) of this Article may be exercised by him in person or through other persons acting under and in accordance with his general or special instructions.

(3) The powers conferred upon the Attorney-General by sub-paragraphs (1)(b) and (c) of this Article shall be vested in him to the exclusion of any other person or authority: Provided that, where any other person or authority has instituted criminal proceedings, nothing in this Article shall prevent the withdrawal of those proceedings by or at the instance of that person or authority at any stage before the person against whom the proceedings have been instituted has been charged before the court.

(4) In the exercise of powers conferred upon him by this Article, the Attorney-General shall not be subject to the direction or control of any other person or authority.

(5) For the purposes of this Article, any appeal from any determination in any criminal proceedings before any court or any case stated or question of law reserved for the purpose of any such proceedings to any other court shall be deemed to be part of those proceedings.”

At a Meeting of Law Ministers and Attorneys-General of Small Commonwealth Jurisdictions convened at Marlborough House, London, in October 2010, “[t]hemes discussed and to which Law Ministers and Attorneys-General expressed commitment were those of professionalism, independence, freedom from corruption, transparency and accountability.”

In furtherance of that commitment, Attorney-General Delaney:

- Established in December 2010 the first website of the Office of Attorney-General;
- Introduced annual Reporting by the Attorney-General and Minister of Legal Affairs by his first report, Report 2010. Issued in January last year, Report 2010 was widely distributed both electronically and in print and tabled in the Honourable Senate on 16 March 2011; and
- Convened during 2011 several press conferences and other press opportunities as another means of ensuring transparency.

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6 Meeting of Law Ministers and Attorneys-General of Small Commonwealth Jurisdictions, Marlborough House, London, 21-22 October 2010, COMMUNIQUE.
Part 2 - Overview

PORTFOLIO OF THE ATTORNEY-GENERAL

The Attorney-General and his team of law officers and administrative personnel of the Office of the Attorney-General (“OAG”) and Ministry of Legal Affairs (“MLA”) provide advice and services on a range of law and justice issues. The Attorney-General’s portfolio encompasses a diverse range of responsibilities as follows:

- Legal Advisor to the Government
- Relations with the Judiciary
- Notaries Public
- Criminal Prosecutions
- International Legal Cooperation
- Inquiries
- Mutual Legal Assistance
- Law Reform and Revision
- Legal Education
- Coroners
- Justices of the Peace
- Law Reports
- Legal Aid
- Relations with the Magistracy
- Relations with the Industrial Relations Tribunal
- Relations with the Utilities Regulation and Competition Authority
- Utilities Appeal Tribunal Act
- Registration of Documents
- Registration of Births, Marriages and Deaths
- Companies
- Registration of Commission Merchants
- Intellectual Property Rights
- Relations with The Bahamas Financial Services Board
- Promotion and Development of Financial Services

7 Official Gazette dated 2 December 2009.
PORTFOLIO AGENCIES

- The Office of Attorney-General
  (Consisting of the Department of Legal Affairs and the Department of Public Prosecutions)
- Law Reform and Revision Commission
- Registrar General’s Department

Office of the Attorney-General

The OAG leads the portfolio and sets the policy and operational direction.

The administrative head of the OAG and MLA is the Permanent Secretary, Mr. Archie Nairn. Mr. Nairn is assisted by Under Secretary Marco Rolle and First Assistant Secretary Bridgette Stuart and a team of administrative staff.

To effectively execute the legal service functions of the Attorney-General, the OAG is divided into two departments, namely:

1. Department of Legal Affairs; and
2. Department of Public Prosecutions.

Department of Legal Affairs

The Department of Legal Affairs is the larger of the two departments consisting of forty-one (41) law officers and headed by the Director of Legal Affairs, Mrs. Deborah Fraser, who was appointed Director in 2005. Mrs. Fraser is a veteran law officer of the Crown, having started her service with the OAG in 1987. The Office of Director of Legal Affairs is as a matter of law the Head of the Legal Department of the OAG.

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8 The Constitution, Article 88, subject to the direction and control of the relevant minister, the Permanent Secretary is responsible for the ministry.
9 Assigned 21 June 2010. Former Permanent Secretary Thelma A. Beneby retired from the OAG and was succeeded by Harrison Thompson ad interim until Permanent Secretary Nairn’s assignment to the OAG.
10 Assigned 15 August 2011, succeeding Mr. Leroy Sumner.
11 This count includes 3 attorneys assigned to the OAG from other government agencies.
12 The Constitution, Judicial and Legal Service Commission Regulations, Reg 2, “Head of Department”
The Department provides services to Parliament, all government ministries and departments, and to the several Service Commissions.

The Department of Legal Affairs, in turn, is organized into four (4) sections:

i) **Civil Chambers** – Advises government ministries and agencies; and drafts and vets legal documents on behalf of the government. Currently, nine (9) law officers are assigned to this section.

ii) **Civil Litigation** – Acts on behalf of government ministries and agencies in civil litigation, whether as plaintiff or defendant, and renders advice to the government and its agencies on contentious matters. This section also represents the Crown in judicial review proceedings except in relation to the criminal law. At present the section has nineteen (19) law officers assigned to it. Assistant Director of Legal Affairs David Higgins is the head of litigation.

iii) **International** – Provides assistance to foreign countries in matters of mutual legal assistance pursuant to treaties, under the *Criminal Justice (International Co-operation) Act*, or under the *Civil Justice (Proceedings in Other Jurisdictions) Act*; and also carries out treaty obligations under multilateral organizations to which The Bahamas is a party, such as the *Caribbean Community*, *Organisation of American States* and the *United Nations*. It also has responsibility for conducting any litigation necessary to execute its mandate. This section currently has eight (8) law officers and is headed by Deputy Director of Legal Affairs Antoinette Bonamy.

iv) **Legislative Drafting** – This section is equivalent to what is known as the *office of parliamentary counsel* in other Commonwealth jurisdictions. It drafts and amends Bills and subsidiary legislation. The Legislative Drafting section is to be distinguished from the Law Reform and Revision Commission in that the latter has the function of keeping the laws of The Bahamas under constant review so as to systematically develop and modernize them. Whereas the Commission undertakes large legislative reform projects, the Legislative Drafting section generally does not. The Legislative Drafting section has five (5) law officers including Director of Legal Affairs Deborah Fraser who, in addition to her overall responsibilities for the Department of Legal Affairs, functions as de facto chief parliamentary counsel.

**Department of Public Prosecutions**

This Department is authorized by the Attorney-General to institute and undertake criminal proceedings against any person before any court in respect of any offence against the law of The Bahamas and to take over and continue any criminal proceedings that may have been instituted by any other person or authority.

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13 This count includes 2 attorneys assigned to the OAG by other government agencies.
14 This count includes 1 attorney assigned to the OAG by another government agency.
The Department is concerned exclusively with the criminal law. It represents the Crown in criminal appeals; advises the Attorney-General in criminal law matters; litigates in judicial review proceedings if it concerns criminal law and procedure; and represents requesting countries in extradition matters before Bahamian courts.

The Department is headed by a Director of Public Prosecutions, Mrs. Vinette Graham Allen, a veteran prosecutor with senior management experience in the Departments of Public Prosecution of Jamaica and Bermuda, respectively. There are thirty-five (35) law officers in the Department, ten (10) of whom are attorneys engaged on the Royal Bahamas Police Force and assigned to the Department at the request of the Attorney-General.

Law Reform and Revision Commission

The Law Reform and Revision Commission (“LRRC”) is established under the Law Reform and Revision Act. The LRRC is headed by a Law Reform and Revision Commissioner. Mr. Justice (Ret.) Mohammed served as Commissioner, retiring 30 December 2011.

The general functions of the LRRC are to keep under review the laws of The Bahamas with a view to modernizing their systematic development and reform, and to prepare revised editions of the existing laws with a view to repealing and eliminating all obsolete or archaic laws and laws which are temporary in nature. The LRRC is subject to the direction of the Attorney-General and is required to produce a report annually that is laid before Parliament.

During the year the LRRC was staffed by eleven (11) persons, who, along with the Commissioner, included six (6) law officers.

Registrar General’s Department

The Registrar General’s Department (“RGD”) is responsible for:

- Registration of deeds
- Certification and registration of births, marriages and deaths
- Registration of Companies
- Registration of Business Names
- Registration of Commission Merchants
- Intellectual Property Office (Patents, Trademarks and Design Copyright).

The RGD is headed by Registrar General Ms. Jacinda Butler, a trained attorney.

15 Mrs. Graham Allen’s term as Director commenced on 5 August 2010.
OUR PEOPLE
The OAG and MLA combined have a staff complement of 264 persons\(^{16}\) comprising 60 males and 204 females.

Office of Attorney-General

The OAG (inclusive of the Department of Legal Affairs, Department of Public Prosecutions, Law Reform and Revision Commission, and the administration department of the MLA), currently has a complement of 167 persons on staff, including the Attorney-General. Of that number, 160 are located in the Nassau, New Providence offices, while 7 are stationed in the Freeport, Grand Bahama office.

There are at present 83 law officers, including the Attorney-General, comprising 31 males and 52 females.

Registrar General’s Department

The RGD has a total of 97 persons, including 18 males and 79 females. There are 3 attorneys. 84 staff members are based at the Nassau office and 13 at the Freeport office.

\(^{16}\) This count includes 13 attorneys assigned to the OAG by other government agencies.
Part 3 – Year In Review

Our mission in the OAG is to promote justice in the Commonwealth of The Bahamas through the delivery of comprehensive and efficient legal services to the Government. The OAG is composed of law officers, support staff and administrators who work towards accomplishing this mission.

Highlights and summary of activities of the Attorney-General and the portfolio agencies during 2011 -

General OAG Operational Improvements

i. Continuing education – with practice groups having been introduced the prior year in both the Department of Legal Affairs and the Department of Public Prosecutions, during 2011 training along practice areas— was better facilitated. Law officers attended conferences in their respective practice areas, and in-house training by external presenters was also made available in both Departments. Additionally, a law officer is pursuing the LLM in Maritime Law at the International Maritime Law Institute in Malta.

ii. Technology - Case management software began to be utilized in both the Department of Legal Affairs and the Department of Public Prosecutions. This is a work in progress.

iii. The recently established OAG Website www.bahamas.gov.bs/attorneygeneral (launched in December 2010) was enhanced during the summer of 2011. It became faster, better organised, and more user friendly. The website is updated daily with news and press releases. The enhancement came as a result of changed platform and software.
The website:

- Provides information about the authority and function of the Attorney-General;
- Records the legislative agenda and informs the public as to what Bills are currently before Parliament;
- Provides a direct link to Bahamas Laws Online for access to Statute Laws of The Bahamas. This has proven to be extremely popular and heavily used;
- Informs of the functions of Notaries Public and Justices of the Peace;
- Provides information useful for students engaged in civic studies;
- Provides legal developments not otherwise addressed by the Supreme Court or Court of Appeal websites.

iv. Physical improvements\(^\text{17}\) – The working environment at the principal offices of the OAG, which occupy six floors of the Post Office Building on East Hill Street, was improved by the installation of new elevators and a revamp\(^\text{18}\) of the air conditioning system.

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17 With thanks to the Ministry of Public Works & Transport.
18 Major renovation of the air conditioning system included: Replacement of one chilled water unit and repair of the second, positive pressurization of the building, mould remediation and a maintenance contract.
Department of Public Prosecutions

This Department was the subject of a continuing and concentrated focus in line with the Government’s commitment to create greater efficiency and effectiveness in the criminal justice system in response to the increased demands placed upon it.

Departmental highlights are as follows:

i. Regular operational meetings held to ensure consistent execution of departmental objectives.

ii. The Witness Care Unit (WCU), designed to provide appropriate support service to victims and witnesses (witnesses being critical components of the justice system and essential to the prosecution case), with appropriate programming, was officially launched by the Prime Minister in February 2011 in relation to matters pending trial in the Supreme Court. WCUs have now been constituted in New Providence, Freeport, and Eleuthera. WCU personnel have kept witnesses informed of trial fixtures or other developments in their cases. Where needed, they have accompanied witnesses to court on trial dates; arranged for vulnerable witnesses to be securely transported to and from court; and generally serve as a meaningful liaison with witnesses in criminal matters pending before the Supreme Court.

iii. Criminal Case Management – Criminal Case Management was introduced in the Department during 2011. This unit is composed of five (5) law officers whose responsibility includes reviewing cases for trial readiness before they come on for trial. The work of this unit is especially important for cases that emanated prior to the recently introduced policy of OAG prosecutors being assigned to advise police investigators promptly after the occurrence of a serious offence19. Cases identified as being no longer triable are recommended to the Attorney-General for discontinuance.

iv. Prosecutors & Police Advisory Teams – Teams of prosecutors were organized to advise the police early in the investigative stages of all serious and complex cases20. This has had the

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19 Per the Department of Public Prosecutions, that amounts to 342 cases made up of 265 older cases pending for the years 1999 to 2009 and 77 cases pending for the year 2010. Cases for the years 2010 and 2011 are considered ‘current’.

20 Four teams of prosecutors assigned to liaise with police to advise regarding homicides, robberies with offensive weapon, fraud and sexual offences.
result of improving the quality of case preparation by the police and has made it possible for most serious cases to be expedited from the Magistrates’ Court to the Supreme Court by use of the voluntary bill of indictment procedure. This has contributed to more cases entering the Supreme Court during 2011 than prior years.\(^ {21}\)

v. **Anti-crime Law Reform Recommendations**

   – Recommendations were made to the LRRC in the course of preparations of an anti-crime package of legislation. The anti-crime package consisted of eleven anti-crime enactments passed by Parliament in November 2011.

vi. Continued close police liaison on multiple levels, including several conferences with the Commissioner of Police and monthly meetings with the Senior Command of the Force.

vii. Held outreach sessions on the anti-crime bills with the clergy, civic leaders, and the public during February and October on the islands of New Providence, Grand Bahama and Abaco.

viii. Practice groups, introduced in 2010, were operating more effectively as prosecutors began to specialize. Notably there were successful prosecutions of high-profile sexual offence cases by the Sexual Offences practice group, and the Proceeds of Crime practice group secured Certificates of Forfeiture of substantial cash amounts for deposit to the Confiscated Assets Fund.

ix. Sixteen new prosecutors joined the junior ranks of the Department.

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### Department of Legal Affairs

**The quality of operations was improved by:**

- Progress made in the use of a case-tracking system implemented the prior year, which remains a work-in-progress;

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\(^ {21}\) Per the Department of Public Prosecutions, during the year 2011, 354 cases were filed in the Supreme Court, the overwhelming majority of which were expedited by use of the voluntary bill of indictment procedure. This is compared to 130 for 2010 and 87 for 2009 being prior to extensive use of the voluntary bill of indictment when matters would undergo a preliminary inquiry that usually lasted years.

\(^ {22}\) During 2010 practice groups of specialized responsibility with the Department were implemented for the following areas: Dangerous Drugs; Proceeds of Crime; Complex Fraud; Extradition; Terrorism; Corruption; Human Trafficking; Cyber Crime; Homicide; Sexual Offences & Offences Involving Children; Appellate Practice; Magistrates’ Court Supervision; and Criminal Case Management & Witness Care.
Progress made with the recently implemented practice groups in the civil litigation and civil chambers sections, respectively, supported by the initiation of practice area-specific training.

The Department logged some 2,902 pieces of correspondence received from its client government departments and agencies.

**Departmental highlights were as follows:**

i. Legislative Drafting Section – Prepared or assisted in the preparation of more than 40 pieces of legislation for Parliament. Notable among them were the *Parliamentary Elections (Amendment) Act, 2011*, the *Securities Industry Act, 2011* and the *Customs Management Act, 2011*.

ii. Civil Chambers Section – Was engaged in advising in several major transactions in which the government was concerned.

iii. Civil Litigation Section – Now organised into four practice groups. Each group was heavily engaged in a range of litigation, including more than 120 new court cases on the government’s behalf.

Various law offices underwent training, as relevant to practice areas, on Taxation of Costs, Canada/Bahamas Free Trade Agreement Negotiations, Human Rights, Legal Drafting, and World Trade Organisation Dispute Settlement Mechanism.

**Law Reform and Revision Commission (LRRC)**

Following upon an expansion in 2010\(^{23}\), notable items for the LRRC during 2011 were:

i. Anti-crime Package of Laws – On the Government’s instructions, a project to prepare revised

\(^{23}\) During 2010 a career path was established for law officers assigned to the LRRC, additional officers assigned to it, and new and improved premises were provided as it was relocated from its former premises at the Post Office Building to separate and more suitable premises at BAF Financial Centre.
criminal laws was undertaken in conjunction with the Department of Public Prosecutions and resulted in eleven anti-crime measures being produced and enacted by Parliament. The package included revisions to the Penal Code, Bail Act, Criminal Procedure Code, Sexual Offences Act, Firearms Act, Evidence Act, Court of Appeal Act, and the Customs Management Act, and new measures for a Pawnbrokers and Secondhand Dealers Act 2011, and a Witness Anonymity Act 2011.

ii. Financial Industry Package of Laws – A project to improve the laws relating to the financial services industry, including certain ‘product’ legislation, was completed and resulted in fifteen measures being produced and enacted by Parliament. This project was undertaken with substantial industry consultation and represented the most comprehensive legislative exercise relative to the financial services industry since the major reforms of year 2000.

iii. The Attorney-General chaired working sessions with representatives of industry on reforms to the law and procedure governing the liquidation of companies.


v. Updated ‘Bahamas Laws On-line’, the laws of The Bahamas made available to the general public via the Internet.

vi. Law Commissioner Faizool Mohammed retired on 30 December 2011.

Registrar General Department (RGD)

i. The consolidation of the client-serving operations of the RGD the prior year from three separate locations across downtown Nassau into one expanded premises at 50 Shirley Street continued to yield positive feedback from clients during 2011 on the customer service response card. Additionally, supervision of the Department was considerably improved during 2011 as a result of that consolidation.

ii. To improve productivity of the RGD, a law officer from the OAG was assigned to act as Assistant Registrar for periods.

iii. To improve productivity in specific areas that experienced increased client demand, staff was re-deployed within the RGD on an as-needed basis.

iv. To improve staff effectiveness, seminars were held in conjunction with the Department of Public Service for staff training.

Relations with the Judiciary & Magistracy

i. Judiciary & Magistracy –

- Liaised with the Chief Justice on several matters, including matters pertaining to criminal case management in the justice system and ongoing initiative for increased capacity in the justice system.
## Registrar General’s Department
### Organizational Chart

![Organizational Chart Image]

## Registrar General's Department Report
### January to December 2011

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Liaised with the Chief Magistrate as necessary on issues of concern to the magistracy.

Pursuant to the *Judges Remuneration and Pensions Act*, the Prime Minister tabled in Parliament the recent *Report of the Judicial Review Commission* and communicated that all recommendations were accepted by the Government. The Resolution relative to the Report was passed in both houses of Parliament and was moved by the Attorney-General in the upper chamber.

Moved in the Senate a Bill for the *Court of Appeal (Amendment)*, *Act 2011*.

### Renovation, Construction and Expansion – Substantial activity took place in this area:

- Extensive liaison with the Minister of Public Works regarding the new Magistrates’ Court complex, the Supreme Court renovation and expansion project, including the conversion of the former Ansbacher House, and construction of a second Coroners’ Court at Victoria Gardens.

- Readying of three new criminal trial courtrooms: one in the former Hansard Building occupied in September by Senior Justice Isaacs, and two large criminal trial rooms completed on the ground floor of the former Ansbacher House and made ready for operations.

- Practical completion of the Magistrates’ Court project on South Street in December;

- Contract for the construction of second Coroners’ Court at Victoria Gardens was completed in December; and

- Extensive liaison with the Minister for National Security in connection with the construction of facilities at Fox Hill, New Providence for purposes of remand hearings. Remand court facilities practically completed as of December.

### Relations with the Industrial Relations Tribunal

Met with the President and Vice President of the Industrial Tribunal, discussed issues of concern for the Industrial Tribunal, and inspected the precincts of the Industrial Relations Tribunal at New Providence and Grand Bahama.

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25 Contract was entered into by the Ministry of Public Works and Transport on behalf of the Government.
Relations with Bahamas Financial Services Board (BFSB) and Promotion and Development of Financial Services

i. The Attorney-General liaised with key players in the financial services sector at the BFSB’s International Business & Finance Summit in January.

ii. The Government, together with BFSB, having earlier launched a Vision and Strategic Framework for the country’s financial services sector, proceeded to execute the strategic plan to realize that vision.

- Revised the immigration policy on residency for high net worth individuals to facilitate their relocation to The Bahamas;
- In March, the Prime Minister, accompanied by the Attorney-General and the Minister of Tourism, led a delegation on a trade mission to Calgary and Toronto, Canada, and held meetings with business leaders and the business community in both cities;
- Devoted focused attention to developing and enacting a comprehensive basket of financial industry-related legislation.

iii. Liaised extensively with BFSB Chief Executive Officer and representatives of the Board on numerous issues during the year.

iv. Addressed the 19th World Conference of Banking and Finance Institutes convened at Paradise Island in March.

v. Consulted extensively with industry in the course of modernizing relevant legislation and producing new product legislation.

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26 This strategy document was unveiled during the first half of 2010 setting out a broad direction and clear tone for The Bahamas as a globally competitive international business jurisdiction in financial services in private wealth management; international investment into the Americas and emerging markets; and residency for high net worth individuals towards creating high value jobs and business opportunities on a sustainable basis.
vi. Coordinated the most comprehensive legislative action in support of the financial services industry (including that related to the Shipping Industry) since the legislative restructuring of that sector in year 2000. Welcomed by the industry, the major legislative effort included regulatory, product, administrative and international cooperation measures, namely:

**Primary legislation** -
- Probate and Administration of Estates Act, 2011;
- Securities Industry Act 2011;
- Maritime Marriage Act, 2011;
- Rule Against Perpetuities (Abolition) Act, 2011;
- Trustee (Amendment) Act, 2011;
- Purpose Trust (Amendment) Act, 2011;
- Executive Entities Act, 2011;
- Companies (Winding Up Amendment) Act, 2011;
- International Business Companies (Winding Up Amendment) Act, 2011;
- International Tax Cooperation (Amendment) Act, 2011;
- International Business Companies (Amendment) Act, 2011;
- Segregated Accounts Companies (Amendment) Act, 2011;
- Investment Funds (Amendment) Act, 2011;
- Exempted Limited Partnership (Amendment) Act, 2011;
- Foundations (Amendment) Act, 2011;
- Partnership Limited Liability (Amendment) Act, 2011; and
- Purpose Trust (Amendment) (No. 2) Act, 2011.

**Primary legislation pending in Parliament** -
- Payment Systems Act, 2012
- Companies (Amendment) Act, 2012
- Bills of Exchange (Amendment) Act, 2012
- Bankruptcy (Amendment) Act, 2012

**Subsidiary legislation** -
- Merchant Shipping (Yachts) Regulations, 2011;
- The Banks and Trust Companies (Amendment to the Third Schedule) Regulations, 2011;
- The Banks and Trust Companies (Money Transmission Business) (Amendment) Regulations, 2011;
- The Banks and Trust Companies (Auditors) (Facts And Matters of Material Significance) Regulations, 2011;
• Insurance (General) (Amendment) Regulations, 2011;
• Insurance (Registration of Insurance Intermediaries) (Salespersons) (No.2) Notice, 2011;
• International Tax Cooperation (Amendment to Schedule) (Japan) Order, 2011;
• International Tax Cooperation (Amendment to Schedule) (State of Guernsey) Order, 2011;
• International Tax Cooperation (Amendment to Schedule) (Aruba) Order, 2011;
• International Tax Cooperation (Amendment to Schedule) (Republic of Korea) Order, 2011;
• International Tax Cooperation (Amendment to Schedule) (Republic of South Africa) Order, 2011;
• Insurance (Extension of Time Limits) (Amendment) Order, 2011; and
• The Investment Funds (Smart Fund) Amendment Rules, 2011.

Draft subsidiary legislation (pending promulgation) -
• Executive Entities Regulations;
• Companies Liquidation Rules;
• Insolvency Practitioners Rules; and
• Foreign Proceedings (International Cooperation) Liquidation Rules.

Relations with Utilities Regulation Competition Authority (URCA) & Utilities Appeal Tribunal (UAT)

• Liaised with Chairman of URCA and the President of the UAT respectively;
• Moved in the Senate the Bills for the Utilities Regulation and Competition Authority (Amendment) Act, 2011 and the Communications (Amendment) Act, 2011.

Legal Education

i. Convened meetings with the Eugene Dupuch Law School ("EDLS") Principal on matters pertaining to EDLS.

ii. Addressed on multiple occasions law students engaged in the LLB programme taught at College of The Bahamas and law students of EDLS.

The victorious Eugene Dupuch Law School Mooting Team

Attorney-General meeting with LLB students at COB.
Companies

i. Gave directions to the Registrar General for the ongoing improvement of the administration of companies and other matters at the Registrar General’s Department.

ii. For purposes of consultation, circulated proposed revisions to aspects of companies laws and convened multiple consultation sessions with industry on the same.

iii. Caused to be prepared and presented to Parliament several amending pieces of legislation relative to companies incorporated under the *Companies Act* and the *International Business Companies Act*, namely:

- Companies (Winding Up Amendment) Act, 2011;
- International Business Companies (Winding Up Amendment) Act, 2011;
- International Business Companies (Amendment) Act, 2011;
- Segregated Accounts Companies (Amendment) Act, 2011;

*Draft rules relative to the new liquidation regime, namely:*

- Companies Liquidation Rules;
- Insolvency Practitioners Rules; and
- Foreign Proceedings (International Cooperation) Liquidation Rules.

Bahamas Bar

i. Met and had numerous discussions with the President regarding various issues.

ii. Addressed the Bahamas Bar Association and International Bar Association *Rule of Law Seminar*.

iii. Consulted with Bar Council on proposed revisions to the *Legal Profession Act, 1992*.

Intellectual Property Rights

Caused a review of the regime governing payout for claims made to the Copyright Tribunal for royalties due in connection with artistic works performed in The Bahamas and liaised, as appropriate, with the Copyright Tribunal in that connection.
Coroners

i. Issued in February the Appointed Day Notice for the commencement of the *Coroner’s Act, 2011*, and liaised with the Chairman of the Judicial & Legal Services Commission for the appointment on 23 February, of office holders under the Act;

ii. Liaised with the Ministry of Public Works & Transport relative to the construction of a second Coroners’ courtroom at the Victoria Gardens premises;

Notaries Public

There were 598 Notaries Public licensed for the year.

Justices of the Peace

There were 941 Justices of the Peace on the roll.

Attorney-General as Leading Counsel for the Crown

In addition to his review and direction in several civil litigation matters before the courts, as *principal law officer*, the Attorney-General personally appeared in court as leading counsel for the Crown.

Attorney-General as Senator

Authorised by the Cabinet to introduce into Parliament, via the Senate, several pieces of legislation concerning areas within the Attorney-General’s remit, more than 15 bills entered Parliament via the upper chamber as opposed to the traditional route of the House of Assembly during 2011. After debate and passage in the Senate, the Bills moved to the lower house where they completed the Parliamentary process and moved on for Assent. The Attorney-General was previously so authorized the prior year in relation to the *International Business Companies (Amendment) Act, 2010*.

27 Under the authority of Article 59, The Constitution.
Attorney-General participated in Commonwealth Law Meetings

- Rule of Law Meeting, Ottawa Canada – At the invitation of the Commonwealth Secretariat, the Attorney-General served as a member of an Expert Group on the Rule of Law which met for 4 days in Ottawa at the end of February to assist the Commonwealth in refocusing and redefining its Rule of Law programme. This group was chaired by the Hon Michael Kirby AC CMG of Australia, Madam Justice Desiree Patricia Bernard, Judge of the Caribbean Court of Justice and Attorney-General Delaney. Also participating were Caribbean members of the Expert Group that included Attorneys-General from other regions within the Commonwealth as well as noted UK lawyers Professor Jeffrey Jowell QC and Colin Nicholls QC. Four months later, the Report of the Expert Group was considered at the Commonwealth Law Ministers Meeting in Sydney, Australia in July.

- Commonwealth Law Ministers Meeting, Sydney, Australia – the Attorney-General was one of 44 law ministers and attorneys-general attending the bi-annual meeting of law ministers of the Commonwealth of Nations in July, while the Director of Legal Affairs attended the Senior Officials portion of the Meeting. Under the theme ‘Fostering a just and secure Commonwealth’, the meeting addressed many challenging issues faced by Commonwealth countries, which included: protection and support for witnesses throughout investigation and subsequent proceedings; chronic delays in the court system and the need to reform procedural rules; and international civil legal cooperation in the case of international civil and commercial transactions. Several matters addressed were timely in the context of criminal law reform then being considered by the OAG.

Caribbean Financial Action Task Force (CFATF)

With responsibility for The Bahamas’ relations with the CFATF, the regional body focused on the implementation of common countermeasures to address the problem of criminal money laundering. In August the Attorney-General attended in a specially-called ministerial meeting in Miami, Florida to considered important matters relating to the administration of the CFATF.

DEVELOPMENTS OCCURRING ELSEWHERE IN THE JUSTICE SYSTEM

Continued Expansion of Judicial Capacity & Improvements

The Supreme Court and magistracy expanded in capacity during 2011.

Supreme Court

In February, at the Supreme Court level, the Chief Justice added another criminal trial court on the island of New Providence. This increased from three to four the number of courts available to try criminal cases at any one time. The capacity expansion of criminal trial courts operating at the Supreme Court level had begun the prior year when, in February 2010, there had been an increase from two to three criminal trial courts.
These increases in the number of such courts for the Supreme Court between February 2010 and February 2011 at New Providence, represented a doubling of what had previously existed and afforded the Chief Justice the ability to dedicate certain courts to hear primarily older cases and other courts to hear primarily current cases and retrials.

**Improvements in the Criminal Justice System:**

- Two criminal trial courts assigned to try older cases. Prior to 2010, there were only two criminal trial courts to hear all cases.
- Prompt scheduling of current cases – That is, as of April 2011 current cases were being fixed for trial upon arraignment in the Supreme Court for dates within 18 months. Previously, cases at the time of arraignment were not scheduled for trial on a specific date. This had the effect of matters not having a defined timeline for processing by the Supreme Court.
- With current cases assigned trial dates upon arraignment and with a court assigned to try current cases as of April, there were instances of cases related to offences, which had been committed during 2011, being entirely processed through the criminal justice system within 12 months of the commission of the offence.

More expansion of capacity on the criminal bench of the Supreme Court was foreshadowed by the Chief Justice for early 2012, when the number of Supreme Court criminal trial courts for the island of New Providence would be 150% greater than that existing prior to February 2010.

The civil bench of the Supreme Court was also strengthened by an additional justice.

**Magistrates’ Court**

Firearms Court - In March a magistrates’ court dedicated to hearing offences involving firearms commenced. It was intended to advance significantly the processing of offences committed with firearms.

During the nine months from its commencement in March to year’s-end, the ‘firearms’ court completed 118 matters.

Family Island Resident Magistrates – A magistrate became resident in Eleuthera and another in Exuma, towards making the work of the magistracy more efficient by avoiding the need for New Providence-based magistrates to travel to those population centres.
Part 4 – Finances

Funding for the OAG28 is provided for at Head 7 of the National Budget29 and at Head 10 for the Registrar General’s Department.

**Office of Attorney-General – Head 7**

Total allocation is $12M30. This compares with $10.5M the prior year.

Note that the Capital expenditure relative to the construction works for the Magistrates’ Court, Coroner’s Court, Remand Court and Supreme Court is provided for elsewhere in the National Budget and not under Head 7 as for the OAG and MLA.

**Registrar General’s Department - Head 10**

Total allocation is $3.7M, compared to $3.5M for the prior fiscal year.

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28 Inclusive of the Law Reform and Revision Commission but not the Registrar General’s Department.
29 Estimates and Revenue Expenditure 2010/2011
30 $12,033,039.00.
Part 5 – Legislation 2011

PARLIAMENTARY ENACTMENTS

Sixty-three (63) laws prepared by the OAG and LRRC, collectively, were enacted by Parliament during the year, making 2011 the busiest parliamentary year over the past ten years. Those laws were as follows:

1. Probate and Administration of Estates Act, 2011
2. Coroners Act, 2011
4. Utilities Regulation and Competition Authority (Amendment) Act, 2011
5. Communications (Amendment) Act, 2011
8. Atlantic Caribbean Union of Seventh-Day Adventist Incorporation Act, 2011
9. Law Reform and Revision (Miscellaneous Amendments) Act, 2011
10. Securities Industry Act, 2011

31 Based on information obtained from the LRRC and refers to the relative number of laws enacted. Figures were reviewed for the past 10 years where and the number of parliamentary enactments annually averaged 36.2 over that period.
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**Subsidiary Legislation**

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<td>12.</td>
<td>Price Control (General) (Amendment) (No. 2) Regulations, 2011</td>
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Schedule Districts) Order, 2011

39. Local Government (Town Areas and Town Committee Members) Order, 2011

40. 2010 Law Revision Order, 2011

41. International Obligations (Economic And Ancillary Measures) (Libya) Order, 2011

42. Protection of Revenue (Imposts Variation) Order, 2011

43. Passenger Tax (Amendment To First Schedule) Order, 2011

44. Business Licence (Temporary Exemption From Business Licence Fees) Order 2011

45. Banks and Trust Companies Regulations (Revocation of Licence) (Sentinel Bank & Trust Ltd) Order, 2011

46. Protection of Revenue (Imposts Variation) (Amendment) Order, 2011


48. Price Control (General) (Amendment) (No.7) Regulations, 2011

49. Price Control (General) (Amendment) (No.8) Regulations, 2011

50. Probate and Administration of Estates Rules, 2011

51. Insurance (General) (Amendment) Regulations, 2011

52. Insurance (Cancellation of Registration) (Trinity Agents & Brokers Limited)

53. Insurance (Registration of Insurance Intermediaries) (Salesperson) Notice, 2011

54. Insurance (Registration of Insurance Intermediaries) (Salesperson) (No. 2) Notice, 2011

55. Price Control (General) (Amendment) (No.9) Regulations, 2011

56. Price Control (General) (Amendment) (No.10) Regulations, 2011

57. International Tax Cooperation (Amendment to Schedule) (Japan) Order, 2011

58. The Lotteries and Gaming ("Bahamas Wholesale Agencies Limited Competition") Order, 2011

59. Price Control (General) (Amendment) (No.11) Regulations, 2011

60. Public Service (Delegation of Powers) (Amendment) Order, 2011


62. The Lotteries and Gaming (Chevron Bahamas Limited Texaco Unbeatable Promotion Competition) Order, 2011

63. Banks and Trust Companies Regulation (Amendment to the Third Schedule) Regulations, 2011

64. Fisheries Resources (Jurisdiction
and Conservation) (Amendment) Regulations, 2011

65. Price Control (General) (Amendment) (No. 12) Regulations, 2011

66. The Export Control (Prohibition of Scrap Metal and Copper) Regulations, 2011

67. The Bahamas Registered Stock Direction, 2011


70. International Tax Cooperation (Amendment to Schedule) (States of Guernsey) Order, 2011

71. International Tax Cooperation (Amendment to Schedule) (Aruba) Order, 2011

72. International Tax Cooperation (Amendment to Schedule) (Republic of Korea) Order, 2011

73. Price Control (General) (Amendment) (No. 13) Regulations, 2011

74. Price Control (General) (Amendment) (No. 14) Regulations, 2011

75. Price Control (General) (Amendment) (No. 15) Regulations, 2011

76. International Tax Cooperation (Amendment to Schedule) (Republic of South Africa) Order, 2011

77. Insurance (Extension of Time Limits) (Amendment) Order, 2011

78. Firearms (Moratorium) Notice, 2011


80. Public Holidays (Discovery Day Variation) Order, 2011


82. Price Control (Gasoline & Diesel Oil) (Amendment) Regulations, 2011

83. Price Control (General) (Amendment) (No. 16) Regulations, 2011

84. Price Control (General) (Amendment) (No. 17) Regulations, 2011

85. Lotteries and Gaming (Media Enterprises Limited Campbell’s Recipe Tin Promotion Competition) Order, 2011

86. Public Holidays (Boxing Day 2011) (Opening of Shops) Notice, 2011


88. Bahamas Registered Stock Directions, 2011

89. Bahamas Registered Stock 2016, 2018, 2020, 2026 and 2028

90. Export Control (Prohibition of Scrap Metal & Copper) (No. 2) Regulations, 2011
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<td>105.</td>
<td>Price Control (General) (Amendment) (No. 19) Regulations, 2011</td>
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<td>106.</td>
<td>Lotteries and Gaming (Chekard Limited Christmas Bonanza Promotion Competition) Order, 2011</td>
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<td>109.</td>
<td>International Monetary Fund and World Bank (Amendment to Schedule) Order, 2011</td>
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Part 6 – Future Focus

Access to Justice

- Continuing the ongoing work to eliminate avoidable delays
- Consolidating gains and furthering effective and modern approaches to criminal and civil justice.

Community Well Being

- Making full use of the new measures to support victims, witnesses and the vulnerable in our society.
- Expanding the ongoing programme of educating the public on justice issues and promoting responsible practices in the community.

Organisational Capability

- Expanding the training initiatives.
- Reinforcing the use of modern law firm management techniques and management by strategic objectives that have been implemented.
- Increasing the use of technology to enhance capabilities.