

DATA PROTECTION ACT 1998

SUPERVISORY POWERS OF THE INFORMATION COMMISSIONER

MONETARY PENALTY NOTICE

To: **Breathe Services Ltd**

Of: **32-36 Chorley New Road, Bolton, BL1 4AP**

1. The Information Commissioner ("the Commissioner") has decided to issue Breathe Services Ltd ("**BSL**") with a monetary penalty under section 55A of the Data Protection Act 1998 ("DPA"). The penalty is in relation to a serious contravention of regulations 21 and 24 of the Privacy and Electronic Communications (EC Directive) Regulations 2003 ("PECR").
2. This notice explains the Commissioner's decision.

Legal framework

3. BSL, whose registered office is given above (Companies House Registration Number: 12653779) is the organisation stated in this notice to have used a public electronic communications service for the purpose of making unsolicited calls for the purposes of direct marketing contrary to regulation 21 of PECR.
4. Regulation 21 applies to the making of unsolicited calls for direct marketing purposes. It means that if a company wants to make calls promoting a product or service to an individual who has a telephone number which is registered with the Telephone Preference Service Ltd

("TPS"), then that individual must have notified the company that they do not object to receiving such calls from it.

5. Regulation 21 paragraph (1) of PECR provides that:

"(1) A person shall neither use, nor instigate the use of, a public electronic communications service for the purposes of making unsolicited calls for direct marketing purposes where-

- (a) the called line is that of a subscriber who has previously notified the caller that such calls should not for the time being be made on that line; or*
- (b) the number allocated to a subscriber in respect of the called line is one listed in the register kept under regulation 26."*

6. Regulation 21 paragraphs (2), (3), (4) and (5) provide that:

"(2) A subscriber shall not permit his line to be used in contravention of paragraph (1).

(3) A person shall not be held to have contravened paragraph (1)(b) where the number allocated to the called line has been listed on the register for less than 28 days preceding that on which the call is made.

(4) Where a subscriber who has caused a number allocated to a line of his to be listed in the register kept under regulation 26 has notified a caller that he does not, for the time being, object to such calls being made on that line by that caller, such calls may be made by

that caller on that line, notwithstanding that the number allocated to that line is listed in the said register.

(5) Where a subscriber has given a caller notification pursuant to paragraph (4) in relation to a line of his—

(a) the subscriber shall be free to withdraw that notification at any time, and

(b) where such notification is withdrawn, the caller shall not make such calls on that line.”

7. Regulation 24 of PECR provides:

“(1) Where a public electronic communications service is used for the transmission of a communication for direct marketing purposes the person using, or instigating the use of, the service shall ensure that the following information is provided with that communication –

...

(b) in relation to a communication to which regulation 21 [or 21A] (telephone calls) applies, the particulars mentioned in paragraph (2)(a) and, if the recipient of the call so requests, those mentioned in paragraph (2)(b).

(2) The particulars referred to in paragraph (1) are –

(a) the name of the person;

(b) either the address of the person or a telephone number on which he can be reached free of charge.”

8. Under regulation 26 of PECR, the Commissioner is required to maintain a register of numbers allocated to subscribers who have notified them that they do not wish, for the time being, to receive unsolicited calls for direct marketing purposes on those lines. The Telephone Preference Service Limited ("TPS") is a limited company which operates the register on the Commissioner's behalf. Businesses who wish to carry out direct marketing by telephone can subscribe to the TPS for a fee and receive from them monthly a list of numbers on that register.
9. Section 122(5) of the DPA18 defines direct marketing as "*the communication (by whatever means) of advertising or marketing material which is directed to particular individuals*". This definition also applies for the purposes of PECR (see regulation 2(2) PECR & Schedule 19 paragraphs 430 & 432(6) DPA18).
10. "Individual" is defined in regulation 2(1) of PECR as "*a living individual and includes an unincorporated body of such individuals*".
11. A "subscriber" is defined in regulation 2(1) of PECR as "*a person who is a party to a contract with a provider of public electronic communications services for the supply of such services*".
12. Section 55A of the DPA (as applied to PECR cases by Schedule 1 to PECR, as variously amended) states:

"(1) *The Commissioner may serve a person with a monetary penalty if the Commissioner is satisfied that –*

(a) there has been a serious contravention of the requirements of the Privacy and Electronic Communications (EC Directive) Regulations 2003 by the person,

(b) subsection (2) or (3) applies.

(2) This subsection applies if the contravention was deliberate.

(3) This subsection applies if the person –

(a) knew or ought to have known that there was a risk that the contravention would occur, but

(b) failed to take reasonable steps to prevent the contravention.

13. The Commissioner has issued statutory guidance under section 55C (1) of the DPA about the issuing of monetary penalties that has been published on the ICO's website. The Data Protection (Monetary Penalties) (Maximum Penalty and Notices) Regulations 2010 prescribe that the amount of any penalty determined by the Commissioner must not exceed £500,000.
14. PECR were enacted to protect the individual's fundamental right to privacy in the electronic communications sector. PECR were subsequently amended and strengthened. The Commissioner will interpret PECR in a way which is consistent with the Regulations' overall aim of ensuring high levels of protection for individuals' privacy rights.
15. The provisions of the DPA remain in force for the purposes of PECR notwithstanding the introduction of the DPA18: see paragraph 58(1) of Schedule 20 to the DPA18.

Background to the case

16. This Monetary Penalty Notice does not purport to identify exhaustively each and every circumstance and document relevant to the

Commissioner's investigation. The circumstances and documents identified below are a proportionate summary.

17. BSL is a debt advice provider registered with the Information Commissioner's Office (ICO) under reference ZA835390. The registration contact point was originally Mr Nawaz Ali. The current contact point and director of BSL is Mr Muhammad Aadam.
18. BSL first came to attention of the Commissioner as part of a wider operation that was investigating complaints in relation to organisations making unsolicited telephone calls to potentially vulnerable individuals about life insurance and later life planning activity.
19. In June 2022, the Commissioner received a complaint about telephone number [REDACTED]. The complainant's telephone number had been registered with TPS since January 2022 and the unsolicited call received related to the sale of life insurance.
20. The calling number appeared to have been spoofed in order to hide its true origin. In order to identify the subscriber responsible for the number the Commissioner identified the originating communication service provider as [REDACTED] who confirmed to the Commissioner that the subscriber was BSL and the contact email was listed as [REDACTED]. The account was being paid for by [REDACTED].
21. [REDACTED] also provided the Commissioner with call records for the account. This identified that over 1,000 telephone numbers had been presented on calls. Many of these numbers had generated complaints to the Commissioner and/or to TPS.

22. Due to the steps that BSL appeared to have taken to avoid being identified, on the 11 March 2023 the Commissioner applied for a search warrant pursuant to Section 9 of the Data Protection Act 1998.
23. On 13 March 2023 a warrant was granted to search the registered offices of BSL at 32-36 Chorley New Road, Bolton, England, BL1 4AP. On 14 March 2023 the warrant was executed. The warrant was served on the office manager for BSL. Upon the execution of the warrant, the Commissioner observed at least three companies were operating from this premises; two of the companies were observed to be [REDACTED].
24. [REDACTED] was incorporated on 23 May 2022 and is registered with Companies House at [REDACTED]. The sole director is [REDACTED].
25. At approximately 10:35am, Muhammad Aadam, the director of BSL and [REDACTED], the director of [REDACTED], arrived on the premises. None of the individuals present accepted responsibility for the [REDACTED] account at the time of the warrant.
26. [REDACTED] was formerly a director of [REDACTED], a company registered as 'financial intermediation not elsewhere classified' and 'other business support service activities not elsewhere classified'. [REDACTED] was dissolved on 23 April 2019.
27. As part of the execution of the warrant, the Commissioner seized a series of physical devices and documents. Amongst the items seized, the below relate to [REDACTED] and BSL:
 - A HiHi phone was taken where the web history showed the HubSolv accounts (a software platform used by insolvency or

debt management firms) for BSL and [REDACTED] had a frequent usage pattern.

- A computer tower where documents were retrieved which showed:
 - i. a Zoom meeting with a series of individuals using [REDACTED] email domains regarding [REDACTED] remote training – organised for 21 November 2022.
 - ii. Chrome web browser bookmarks for the account pages [REDACTED] and [REDACTED]
- A call centre phone system from which a document was retrieved regarding its web history. This web history showed multiple evidence of activity on [REDACTED]
- A hard drive from which a document was taken providing an extensive email history. Extracts from the email history are provided below:
 - i. Email dated 30 November 2022 from a [REDACTED] email domain to six [REDACTED] email domains. The subject line of the email included a person's name and 'Here is a new case'.
 - ii. Email from [REDACTED] with an email signature providing [REDACTED] contact number as [REDACTED]. This contact number is associated with the [REDACTED] subscriber who is known to be [REDACTED]
 - iii. Email dated 12 January 2023 from an [REDACTED] email domain to an [REDACTED] email domain and several other [REDACTED] email domains with the subject line 'Office Wear'. The content of the email stated 'From Tuesday can we all make sure we are wearing work wear as we have investors coming in & [REDACTED] will be in

the office for 6 months'. This suggested that staff from both [REDACTED] and [REDACTED] operated from the same premises.

28. Following the execution of the warrant, on 27 March 2023 an initial investigation letter was sent to BSL. This set out the requirements of Regulations 21 and 24 of the PECR, the Commissioner's powers, and asked a series of questions about how BSL operated. A spreadsheet of complaints was also provided to BSL for the organisation to review and provide an explanation for.
29. BSL responded to the Commissioner on 21 April 2023 and stated that it had not made any unsolicited telephone calls between January 2022 and January 2023. In relation to the complaints, BSL stated that it did not make calls to the numbers listed and that it had not received any notification of complaints.
30. The Commissioner sent further questions to BSL on 9 May 2023 and BSL responded on 23 May 2023 stating that they were provided with leads from third parties including [REDACTED], but BSL did not know where the information supplied had been obtained from.
31. The Commissioner wrote to BSL on several further occasions during the course of July and August 2023 but failed to receive any response. On 31 August 2023, the Commissioner sent an end of investigation letter to BSL. A copy was also sent to the personal email address of BSL's director, Muhammad Adam. No response has been received.

32. The Commissioner identified 58 TPS complaints and 193 complaints made to the Commissioner's online reporting tool ("OLRT") during the contravention period of 28 January 2022 to 28 January 2023.
33. Those complaints were matched to calls made using the [REDACTED] account registered to BSL. The Commissioner noted that some of these complainants were called between five and twelve times, including as many as eight calls in one month.
34. Some of the complaints made to TPS stated as following:

"The harassment has been ongoing now for months. It has been incredibly annoying and stressful. I am worried that someone has my identity and is trying to secure a loan. I did answer once and told them that I was reporting them to the police but they refuse to stop".

"Kept saying they can help with my debt I advised them I keep receiving calls and its making me feel suicidal I asked foe (sic) my number to be removed from their list. They hung up. It is frustrating me I receive these calls from the same company every single day, sometimes 3 or 4 times a day".

"I have received 20+ calls from different numbers all with the same tent. The live person claims to be from the Fraud Department of Benefit Office and refers to me by name. When questioned hangs up. On at least 7 occasions I have specifically instructed for no further calls and to be removed from their call list or I will report to ICO. They continue to ignore my request. These calls are incessant at all times of day and night. I block one number and another number is used. They do not care about ICO (specifically stated to me) and laugh on the phone when I ask for no further calls. This is an annoyance, frustrating

and causes anxiety when I work in a business environment where I can't vet every call I receive prior to answering."

"Arguing when I have asked numerous times to remove my number from their database. The caller keeps changing the extension number to call me. Agent seems to get joy from upsetting me and arguing."

"I've asked this company every day for 3 weeks to remove my number [...] and they still call every day! I am disabled and suffer with extreme anxiety and they will not leave me alone even after weeks of begging!"

"This type of call (repeated yesterday too [..]) is unsolicited, makes me anxious and fearful"

"They have phoned me numerous times over several numbers usually many per day. As I am a university student this impacts my education and most recently they phoned me over 5 times during an exam leading to my paper being voided and more pressure and stress. I would like to take the highest possible action as a result of this."

35. The Commissioner's investigation found that between 1 March 2022 – 31 July 2022 and 1 October 2022 – 31 December 2022, BSL made 4,376,037 connected calls to numbers that had been registered with TPS for more than 28 days, using its [REDACTED] account.
36. The Commissioner is satisfied that BSL were aware that the [REDACTED] account was set up in their name. BSL contracted [REDACTED] to refer leads to them and these leads appear to have been generated from calls made using the [REDACTED] account in the name of BSL.

37. In the alternative, BSL permitted its lines to be used by [REDACTED]. This is evident because BSL and [REDACTED] worked together; BSL contracted [REDACTED] to provide leads. It is evident that [REDACTED] used the BSL account set up with [REDACTED]. It is also evident that BSL were aware of this account and, by extension, that [REDACTED] used the account. BSL used the leads generated from the activity conducted using this account.
38. The Commissioner is satisfied that the 4,376,037 calls were made for the purposes of direct marketing as defined by section 122(5) DPA18.
39. The Commissioner has made the above findings of fact on the balance of probabilities.
40. The Commissioner has considered whether those facts constitute a contravention of regulations 21 and 24 of PECR by BSL and, if so, whether the conditions of section 55A DPA are satisfied.

The contravention

41. The Commissioner finds that BSL contravened regulations 21 and 24 of PECR.
42. The Commissioner finds that the contravention was as follows:
43. Between 1 March 2022 - 31 July 2022 and 1 October 2022 - 31 December 2022, BSL permitted its lines to be used and/or instigated the use of a public telecommunications service for the purposes of making 4,376,037 unsolicited calls for direct marketing purposes to subscribers where the number allocated to the subscriber is registered with the TPS, contrary to regulation 21(1)(b) of PECR. This resulted in 58 TPS complaints and 193 complaints being made to the

Commissioner.

44. The Commissioner is also satisfied for the purposes of regulation 21 that these unsolicited direct marketing calls were made to subscribers who had registered with the TPS at least 28 days prior to receiving the calls, and who for the purposes of regulation 21(4) had not notified BSL that they did not object to receiving such calls.
45. For such notification to be valid under regulation 21(4), the individual must have taken a clear and positive action to override their TPS registration and indicate their willingness to receive marketing calls from the company. The notification should reflect the individual's choice about whether or not they are willing to receive marketing calls. Therefore, where signing up to use a product or service is conditional upon receiving marketing calls, companies will need to demonstrate how this constitutes a clear and positive notification of the individual's willingness to receive such calls.
46. The notification must clearly indicate the individual's willingness to receive marketing calls specifically. Companies cannot rely on individuals opting in to marketing communications generally, unless it is clear that this will include telephone calls.
47. Further, the notification must demonstrate the individual's willingness to receive marketing calls from that company specifically. Notifications will not be valid for the purposes of regulation 21(4) if individuals are asked to agree to receive marketing calls from "similar organisations", "partners", "selected third parties" or other similar generic descriptions.
48. BSL has not provided any evidence to show that they have obtained notifications from the individuals they have contacted.

49. Further, BSL failed, as required by regulation 24 of PECR, to provide the recipient of the calls with the particulars specified at regulation 24(2) of PECR.
50. The Commissioner has gone on to consider whether the conditions under section 55A DPA are met.

Seriousness of the contravention

51. The Commissioner is satisfied that the contravention identified above was serious. This is because there have been multiple breaches of regulations 21 and 24 by BSL arising from the organisation's activities between 1 March 2022 – 31 July 2022 and 1 October 2022 – 31 December 2022, and this led to 4,376,037 unsolicited direct marketing calls being made to subscribers who were registered with the TPS and who had not notified BSL that they were willing to receive such calls, and 251 complaints have being made as a result.
52. The Commissioner considers that the call records obtained for the purpose of this investigation did not reflect the scale of BSL operations and the true scale of the contravention would be even greater.
53. Upon review of BSL's call records and complaints made to both TPS and the Commissioner, the Commissioner concluded that there is strong evidence to suggest that BSL instigated a sustained campaign of nuisance calls. The Commissioner took into account the fact that the TPS registered numbers were listed specifically as objecting to receiving unsolicited marketing calls. Moreover, many individuals from the TPS list were being contacted repeatedly by BSL.
54. BSL has not been able to provide any evidence to indicate that the TPS registered individuals had not objected to receiving such calls.

55. The Commissioner is therefore satisfied that condition (a) from section 55A (1) DPA is met.

Deliberate or negligent contraventions

56. The Commissioner has considered whether the contravention identified above was deliberate. In the Commissioner's view, this means that BSL's actions which constituted that contravention were deliberate actions (even if BSL did not actually intend thereby to contravene PECR).
57. The Commissioner considers that in this case BSL did deliberately contravene regulations 21 and 24 of PECR. The Commissioner notes that BSL went to great lengths to conceal that it was responsible for the calls and also ceased to cooperate with the Commissioner, which it would have no reason to do if it was interested in complying with the legal requirements.
58. For the above reasons, the Commissioner is satisfied that this breach was deliberate.
59. Further and in the alternative, the Commissioner has gone on to consider whether the contravention identified above was negligent. This consideration comprises two elements:
60. Firstly, he has considered whether BSL knew or ought reasonably to have known that there was a risk that this contravention would occur. He is satisfied that this condition is met, for the following reasons. Firstly, given that BSL relied on direct marketing due to the nature of its business, it is reasonably expected that it would have sought to familiarise itself with the relevant legislation. Further, in its

correspondence with the Commissioner, BSL included a copy of its due diligence document. This document made explicit references to the TPS and PECR. This indicates that BSL was aware of its obligations under the legislation.

61. The Commissioner has also published detailed guidance for companies carrying out marketing explaining their legal requirements under PECR. This guidance explains the circumstances under which organisations are able to carry out marketing over the phone, by text, by email, by post or by fax. Specifically, it states that live calls must not be made to any subscriber registered with the TPS, unless the subscriber has specifically notified the company that they do not object to receiving such calls. In case organisations remain unclear on their obligations, the ICO operates a telephone helpline. ICO communications about previous enforcement action where businesses have not complied with PECR are also readily available.
62. It is therefore reasonable to suppose BSL should have been aware of its responsibilities in this area.
63. Secondly, the Commissioner has gone on to consider whether BSL failed to take reasonable steps to prevent the contravention. Again, he is satisfied that this condition is met.
64. The Commissioner's direct marketing guidance makes clear that organisations utilising marketing lists from a third party must undertake rigorous checks to satisfy themselves that the personal data was obtained fairly and lawfully, that their details would be passed along for direct marketing to the specifically named organisation in the case of live calls, and that they have the necessary notifications for the purposes of regulation 21(4). It is not acceptable to rely on assurances

given by third party suppliers without undertaking proper due diligence.

65. Reasonable steps in these circumstances may also have included:
- ensuring that the data was TPS screened prior to the calls being made.
 - asking its third-party data providers /lead generators for evidence that the subscribers had specifically notified that they did not object to receiving calls from BSL.
 - Sample checking third party data against the TPS/DNC/Current client list.
66. Given the volume of calls and complaints, it is clear that BSL failed to take those reasonable steps.
67. Commissioner is therefore satisfied that condition (b) from section 55A (1) DPA is met.

The Commissioner's decision to issue a monetary penalty

68. The Commissioner has taken into account the following aggravating feature of this case:
- The lack of cooperation with the Commissioner during the investigation, which the Commissioner would reasonably expect from a company interested in complying with law.
69. The Commissioner has not identified any mitigating factors.
70. For the reasons explained above, the Commissioner is satisfied that the conditions from section 55A (1) DPA have been met in this case. He is

also satisfied that the procedural rights under section 55B have been complied with.

71. The latter has included the issuing of a Notice of Intent, in which the Commissioner set out his preliminary thinking.
72. The Commissioner is accordingly entitled to issue a monetary penalty in this case.
73. The Commissioner has considered the likely impact of a monetary penalty on BSL. He has decided on the information that is available to him, that a penalty remains the appropriate course of action in the circumstances of this case.
74. The Commissioner's underlying objective in imposing a monetary penalty notice is to promote compliance with PECR. The making of unsolicited direct marketing calls is a matter of significant public concern. A monetary penalty in this case should act as a general encouragement towards compliance with the law, or at least as a deterrent against non-compliance, on the part of all persons running businesses currently engaging in these practices. This is an opportunity to reinforce the need for businesses to ensure that they are only telephoning consumers who are not registered with the TPS and/or specifically indicate that they do not object to receiving these calls.
75. In making his decision, the Commissioner has also had regard to the factors set out in s108(2)(b) of the Deregulation Act 2015; including: the nature and level of risks associated with non-compliance, including the risks to economic growth; the steps taken by the business to achieve compliance and reasons for its failure; the willingness and ability of the business to address non-compliance; the likely impact of the proposed intervention on the business, and the likely impact of the

proposed intervention on the wider business community, both in terms of deterring non-compliance and economic benefits to legitimate businesses.

The amount of the penalty

76. Taking into account all of the above, the Commissioner has decided that a penalty in the sum of **£170,000 (One hundred and seventy thousand pounds)** is reasonable and proportionate given the particular facts of the case and the underlying objective in imposing the penalty.

Conclusion

77. The monetary penalty must be paid to the Commissioner's office by BACS transfer or cheque by 7 January 2025 at the latest. The monetary penalty is not kept by the Commissioner but will be paid into the Consolidated Fund which is the Government's general bank account at the Bank of England.
78. If the Commissioner receives full payment of the monetary penalty by 6 January 2025 the Commissioner will reduce the monetary penalty by 20% to £136,000 (one hundred and thirty six thousand pounds). However, you should be aware that the early payment discount is not available if you decide to exercise your right of appeal.
79. There is a right of appeal to the First-tier Tribunal (Information Rights) against:
- (a) the imposition of the monetary penalty
and/or;

(b) the amount of the penalty specified in the monetary penalty notice.

80. Any notice of appeal should be received by the Tribunal within 28 days of the date of this monetary penalty notice.
81. Information about appeals is set out in Annex 1.
82. The Commissioner will not take action to enforce a monetary penalty unless:
- the period specified within the notice within which a monetary penalty must be paid has expired and all or any of the monetary penalty has not been paid;
 - all relevant appeals against the monetary penalty notice and any variation of it have either been decided or withdrawn; and
 - the period for appealing against the monetary penalty and any variation of it has expired.
83. In England, Wales and Northern Ireland, the monetary penalty is recoverable by Order of the County Court or the High Court. In Scotland, the monetary penalty can be enforced in the same manner as an extract registered decree arbitral bearing a warrant for execution issued by the sheriff court of any sheriffdom in Scotland.

Dated the 5th day of December 2024.

Signed



Andy Curry
Head of Investigations
Information Commissioner's Office
Wycliffe House
Water Lane
Wilmslow
Cheshire
SK9 5AF

ANNEX 1

SECTION 55 A-E OF THE DATA PROTECTION ACT 1998

RIGHTS OF APPEAL AGAINST DECISIONS OF THE COMMISSIONER

1. Section 55B(5) of the Data Protection Act 1998 gives any person upon whom a monetary penalty notice has been served a right of appeal to the First-tier Tribunal (Information Rights) (the 'Tribunal') against the notice.

2. If you decide to appeal and if the Tribunal considers:-

a) that the notice against which the appeal is brought is not in accordance with the law; or

b) to the extent that the notice involved an exercise of discretion by the Commissioner, that he ought to have exercised her discretion differently,

the Tribunal will allow the appeal or substitute such other decision as could have been made by the Commissioner. In any other case the Tribunal will dismiss the appeal.

3. You may bring an appeal by serving a notice of appeal on the Tribunal at the following address:

General Regulatory Chamber
HM Courts & Tribunals Service
PO Box 9300
Leicester
LE1 8DJ

Telephone: 0203 936 8963

Email: grc@justice.gov.uk

a) The notice of appeal should be sent so it is received by the Tribunal within 28 days of the date of the notice.

b) If your notice of appeal is late the Tribunal will not admit it unless the Tribunal has extended the time for complying with this rule.

4. The notice of appeal should state:-

a) your name and address/name and address of your representative (if any);

b) an address where documents may be sent or delivered to you;

c) the name and address of the Information Commissioner;

d) details of the decision to which the proceedings relate;

e) the result that you are seeking;

f) the grounds on which you rely;

g) you must provide with the notice of appeal a copy of the monetary penalty notice or variation notice;

h) if you have exceeded the time limit mentioned above the notice of appeal must include a request for an extension of time

and the reason why the notice of appeal was not provided in time.

5. Before deciding whether or not to appeal you may wish to consult your solicitor or another adviser. At the hearing of an appeal a party may conduct his case himself or may be represented by any person whom he may appoint for that purpose.

6. The statutory provisions concerning appeals to the First-tier Tribunal (Information Rights) are contained in section 55B(5) of, and Schedule 6 to, the Data Protection Act 1998, and Tribunal Procedure (First-tier Tribunal) (General Regulatory Chamber) Rules 2009 (Statutory Instrument 2009 No. 1976 (L.20)).