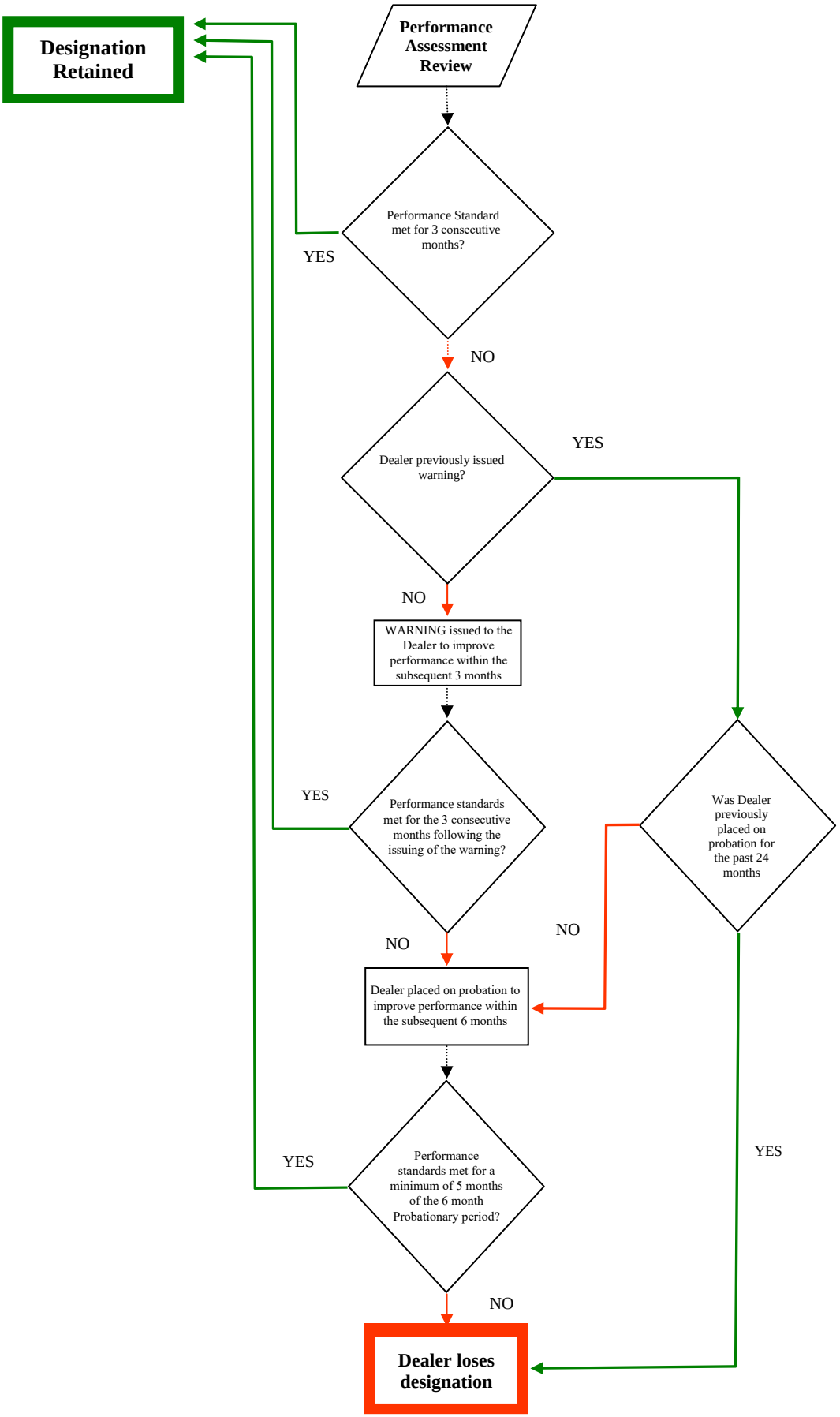Ladder of Enforcement for Underperformance of Primary Dealers