

UNITED STATES OF AMERICA
COMMODITY FUTURES TRADING COMMISSION

PUBLIC ROUNDTABLE:

RESIDUAL INTEREST DEADLINE REQUIREMENT FOR FUTURES
COMMISSIONS MERCHANTS

Washington, D.C.

Thursday, March 3, 2016

1 PARTICIPANTS:

2 Opening Remarks:

3 CHAIRMAN TIMOTHY MASSAD

4 COMMISSIONER SHARON BOWEN

5 COMMISSIONER CHRISTOPHER GIANCARLO

6 Other Participants:

7 EILEEN FLAHERTY
CFTC

8 THOMAS SMITH
9 CFTC

10 JOSHUA BEALE
CFTC

11 STEPHEN KANE
12 CFTC

13 DEBBIE KOKAL
CME GROUP

14 REGINA THOELE
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16 WILLIAM THUM
The Vanguard Group

17 PEDRAG ROGIC
18 T. Rowe Price

19 DUSTIN BAKER
National Pork Producers Council

20 TODD KEMP
21 National Grain & Feed Association

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1 PARTICIPANTS (CONT'D):

2 GERRY CORCORAN
3 RJ O'Brien Associates, L.L.C.

4 TOM KADLEC
5 ADM Investor Services, Inc.

6 MARK BURO
7 Bank of America/Merrill Lynch

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10 MAUREEN BURKE
11 Citigroup Global Markets

12 PATRICK SHEEHAN
13 Goldman Sachs

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1 P R O C E E D I N G S

2 MS. FLAHERTY: Okay, in the interest of
3 time, I think we'll begin. I'm Eileen Flaherty.
4 And I'd like to welcome each of you to this round
5 table and thank you for coming, happy to have you
6 participating.

7 We are hosting this round table as
8 required by CFTC Regulation 1.22 to have an
9 important discussion on the topic of the deadline
10 for residual interest and the practicability of
11 moving it from T+1 at 6 o'clock.

12 Before I get to that, before we start
13 our discussion, I've been asked by the Office of
14 General Counsel to read a disclaimer to remind the
15 Commissioners that this is not a meeting under the
16 Sunshine Act. It's a round table, so to refrain
17 from deliberations.

18 But of course you're welcome to, as
19 other round tables, ask questions of the
20 participants and seek any clarification.

21 With that, maybe we can go around the
22 table and everybody can introduce themselves and

1 who they represent, starting with Tom.

2 MR. SMITH: Good morning. I'm Tom
3 Smith. I'm a deputy director in the Division of
4 Swap Dealer and Intermediary Oversight.

5 MR. BEALE: Good morning. I'm Josh
6 Beale, also in the Division of Swap Dealer and
7 Intermediary Oversight.

8 MR. KANE: Stephen Kane, I'm an
9 economist in the Office of the Chief Economist.

10 MS. KOKAL: I'm Debbi Kokal. I am with
11 CME Group and the Financial and Regulatory
12 Surveillance Department and also the chairman of
13 the Joint Audit Committee.

14 MS. THOELE: Regina Thoele from National
15 Futures Association and the senior vice president.
16 And I oversee the Compliance Department.

17 MR. THUM: Hi, I'm Bill Thum. I am at
18 Vanguard. I'm an officer responsible for
19 derivatives regulation and trading agreements.

20 MR. ROGIC: Good morning. My name is
21 Predrag Rogic. I'm senior legal counsel at T.
22 Rowe Price.

1 MR. BAKER: Dustin Baker, manager,
2 Domestic Production Issues at the National Pork
3 Producers Council.

4 MR. KEMP: Todd Kemp, senior vice
5 president with National Grain and Feed
6 Association.

7 MR. CORCORAN: Gerry Corcoran with R.J.
8 O'Brien and Associates, CEO.

9 MR. KADLEC: Tom Kadlec, president of
10 ADM Investor Services.

11 MR. BURO: Mark Buro, director of
12 Regulatory Reporting, Bank of America Merrill
13 Lynch.

14 MR. TIRRELL: Hi. Bill Tirrell,
15 managing director, head of the US Broker Dealer
16 and FCM Regulatory Reporting at Bank of America
17 Merrill Lynch.

18 MS. BURKE: Good morning, Maureen Burke.
19 I head up a futures regulatory reporting at
20 Citigroup. And I also chair the FIA Financial
21 Management Committee.

22 MR. SHEEHAN: Good morning, Patrick

1 Sheehan, Goldman Sachs, vice president, Futures
2 and Derivative Client Services.

3 MS. FLAHERTY: Okay. Thank you
4 everyone. I'm going to turn it over to Tom and
5 Josh. Before I do that, I want to thank them,
6 Josh Beale and Tom Smith, for doing the heavy
7 lifting to bring together this important meeting
8 on this important topic.

9 So, Tom and Josh, first some formalities
10 here.

11 MR. BEALE: Thank you, Eileen. Good
12 morning, everyone. And before I get into some
13 background of Regulation 1.22, I just wanted to
14 quickly go over some logistics.

15 First, I've been asked to alert
16 everybody. It seems like people are kind of
17 familiar with the microphones, but please keep the
18 microphone a few inches away when you wish to
19 speak and press the white button on the base.
20 When your indicator light appears red, your
21 microphone is on. When you're finished talking
22 please press the microphone again to turn it off.

1 It's important that, if we have a number
2 of microphones on at the same time it can lead to
3 feedback. And some of the court reporters, it can
4 be a little difficult to figure out what's going
5 through the recording. And please refrain from
6 putting any mobile cell phone device on the table,
7 as it may also cause interference. Please be
8 advised also that this meeting that this meeting
9 is being recorded.

10 Second, we've provided name tents at
11 each of the tables. A practice that seems to work
12 well these types of discussions is to use the tent
13 to kind of alert us to chime in. Or, you know,
14 we'll kind of keep a running queue of folks and
15 try and call on people accordingly as the
16 discussion develops. And that kind of brings me
17 to our final point.

18 As we mentioned to you all previously,
19 we have just the one topic for today's round
20 table, the residual interest deadline. And we
21 envision the format to be very much open
22 discussion. And so with that, we've planned to go

1 about noon.

2 I should also note our standard
3 disclaimer, in that, to the extent myself or any
4 of the other Commission staff seated up here
5 alongside of me today express any views, those are
6 obviously our own individual views and not that of
7 the Commission or any other person.

8 So with that, I'm going to just kind of
9 go over a little bit of the background of why
10 we're here today, just for the record and to
11 remind folks of where we got and why we're here.

12 On October 30th, 2013, the Commission
13 amended Regulation 1.22 to require that an FCM
14 maintain its own capital or residual interest in
15 customer segregated accounts in an amount equal to
16 or greater than its customers' aggregate under
17 margin amounts.

18 In so doing, the Commission noted that
19 the act expressly prohibits an FCM from using the
20 collateral of one customer to margin, secure or
21 guarantee the trades or contracts of other
22 customers.

1 To alleviate implementation concerns in
2 adopting the revisions to Regulation 1.22, the
3 Commission established a phased-in compliance
4 schedule with an initial residual interest
5 deadline of 6 o'clock p.m., Eastern time, on the
6 date of settlement, effectively T+1, beginning on
7 November 14th, 2014.

8 At that time, the phased-in compliance
9 schedule included an automatic termination of the
10 T+1 at 6:00 p.m. Deadline for futures to revert
11 back to the time of settlement on December 31st,
12 2018, if the Commission took no action during the
13 compliance period.

14 On March 17th, 2015, about a year ago
15 this time, the Commission amended Regulation 1.22
16 again to remove the December 31st, 2018, automatic
17 termination of the phased-in compliance period.

18 In doing so, the Commission stated its
19 intention to retain the residual interest deadline
20 at 6:00 p.m., Eastern Time unless the Commission
21 takes further action via rulemaking.

22 The removal of the automatic

1 terminations, the Commission stated, would provide
2 the Commission with a greater degree of
3 flexibility to assess all relevant data, including
4 the costs and benefits of revising the residual
5 interest deadline.

6 The Commission also retained in the
7 regulation the requirement that Commission staff
8 publish, for public comment, a report addressing
9 the practicability, and costs and benefits of
10 revising the residual interest deadline and the
11 additional requirement for Commission staff to
12 conduct a public round table on the issue, and
13 hence our presence here today.

14 So with that, I will turn things over to
15 Tom for any other remarks and to get the
16 discussion started.

17 MR. SMITH: Thanks, Josh. I have no
18 further remarks. I think we'll just go ahead, and
19 we'll get started on it. But the residual
20 interest deadline, as you all know, was just one
21 part of the Commission's customer protection
22 rulemaking.

1 It was also a risk management
2 requirement for FCMS that included a calculation
3 of the residual interest that was based on the
4 experience of the firm and what they thought that
5 they needed as an appropriate level of their
6 capital into segregated accounts. There was a
7 greater disclosure to customers.

8 And then subsequent to that, we worked
9 with the industry on certain issues such as the
10 ACH transactions from customer accounts. So
11 that's all part of this.

12 But if we look at now, we've had
13 approximately a year and a half of activity since
14 this rule has been effective. And we thought we
15 would start off with just general observations of
16 the panelists of how that's been implemented or
17 what their thoughts are on the current state of
18 play and sort of the transition from the original
19 status to where we are today which is at T+1 at
20 6:00 p.m.

21 So if anyone would like to start off on
22 giving us your observations, that'd be great.

1 MR. THUM: I can start. And I wanted to
2 provide some background. Because Vanguard was a
3 strong supporter of the rules to enhance
4 protections for margin and a strong advocate for
5 the acceleration of the timeline for the residual
6 interest rule.

7 The background for our concerns really was for cleared
8 swaps we'd press for protections, given the long
9 history of margin protection in the over the counter
10 market.

11 For futures we pressed for enhanced protections, given
12 the long history of margin segregation based on the
13 net positions across all customers and our concern
14 with that and also the practice for FCMs to front
15 margin for their customers but not accrue a capital
16 charge for up to five days.

17 In the futures space, we are concerned that these
18 practices serve to mask the true adequacy of the
19 actual margins supporting the overall aggregate gross
20 exposures across the futures market.

21 At an earlier round table, I'd like to quote Bob
22 Wasserman who said, "There are only three sources of

1 margin. Customer margin to secure such customer's own
2 positions, excess margin from customers used to cover
3 other customers' deficits and margin lent to a
4 customer by its FCM.

5 And the estimates that the new margin required by the
6 proposed rules might actually reflect the amount of
7 margin deficits in the current system that are
8 otherwise covered by other customers' excess margin.

9 We felt that the enhanced protection rule, as it was
10 finalized, added much needed transparency and
11 protection for the market in terms of greater
12 certainty that customer funds will be protected.

13 FCMs were required to establish robust risk management
14 programs. There was better CFTC and SRO transparency
15 into customer accounts, enhancements to FCM capital
16 and liquidity adequacy and enhanced FCM auditing
17 access to disclosures to the customer.

18 In terms of enhanced protection, we felt that tighter
19 margin rules provide more LSOC-like protection to
20 margin for futures in that they prohibit FCM
21 comingling of customer funds, prohibit FCM using one
22 customer's assets to secure another's obligations and

1 prohibit clearing organizations from comingling.
2 Our experience over the past year following the
3 acceleration of the residual interest timeline has
4 been very positive. The way the daily calls work is
5 that the customers receive, well, DCOs calculate
6 initial margin live and variation margin at the end of
7 the day.
8 FCMs notify customers of initial margin and variation
9 margin overnight. Customers receive initial margin
10 and variation margin calls overnight and begin to
11 process the calls first thing in the morning.
12 There's, of course, a reconciliation process that's
13 needed. Teams confirm the positions, the value and
14 the margin. Instructions are then given for US funds
15 with US custodians. Instructions are sent as soon as
16 possible to make the transfers.
17 But for non-US funds and non-US custodians,
18 instructions need to go offshore to custodians. It
19 takes additional time for verification. And there are
20 possible market close issues.
21 In terms of our contracts, both our futures agreements
22 and our cleared swaps agreements have clauses that say

1 that if we receive notice of a demand for a transfer
2 by 10:00 a.m. the transfer is required to occur same
3 day.

4 If the notice arrives after 10:00 a.m., the transfer
5 is meant to occur by the end of business on the second
6 day, the next day.

7 The practice, we found, has been very inconsistent in
8 terms of the timing of the demands that we get. Some
9 calls come in the morning, some in the afternoon.

10 I've talked to our back office, and we truly face
11 about a 3:00 p.m. deadline to try to make transfers
12 happen in the same day.

13 In terms of recommendations, we feel that the CFTC
14 should continue to monitor practices to determine when
15 calculations, calls, verifications, instructions,
16 transfers can happen instantaneously.

17 And we also recommend that the CFTC consider extending
18 the LSOC protections and LSOC plus access to the
19 futures market. With LSOC protections, the market may
20 be more comfortable to pre-fund margin obligations.

21 At present, we recommend that we maintain the residual
22 interest timing of T+1 at 6:00 p.m. on the settlement

1 date. The concern is, of course, that we cannot
2 guarantee the timing of transfers same day.
3 And if FCMs were required to set aside capital with
4 respect to funded margin, they would call on their
5 customers either to pre-fund the margin commitment or
6 indeed charge us for the margin that their fronting
7 for us.
8 We're unwilling to pre-fund the margin, given the
9 absence of LSOC protection, particularly in the
10 futures space. So given all these considerations, we
11 think the T+1 at 6:00 p.m. should stand.

12 MR. SMITH: Bill, just following up.
13 The inconsistency that you see, is that by FCMs'
14 different approaches? Is it by type of account,
15 cleared swaps versus futures? Is there anything
16 further on that?

17 MR. THUM: I think there's no pattern to
18 it, you know, as we see it. And I think this, it
19 provides challenges, I think, for the funds as
20 well in terms of striking the value, even of the
21 value of the transaction for the value of the
22 fund.

1 So while we had advocated for a tighter
2 timeline for the residual interest rule to apply,
3 we don't see that that's practical at present, but
4 it should accelerated beyond T+1 at 6:00 p.m. And
5 we certainly don't want to be pre-funding our
6 margin because of the lack of LSOC plus excess
7 protection in the futures space.

8 MR. ROGIC: I can add a little bit
9 coming from the same sort of side of the market as
10 Bill. You know, just in terms of our direct
11 experiences day to day, we really did not see any
12 difference between, you know, as of the time that
13 T+1 at 6:00 p.m. deadline has been in effect.

14 You know, I think there are things are
15 functioning, you know, normally as they were
16 before that, that deadline. And, you know, we
17 generally -- similarly our contracts are similar
18 in terms of margin posting timelines. And we
19 generally are able to post margin by the end of
20 the day, you know, on the same day that we receive
21 the call.

22 But I was just, you know, thinking about

1 the, in our issue today and what is, you know,
2 keeping in mind that the purpose of this deadline
3 is basically to maintain compliance with the basic
4 principle of making sure that FCMs are not using
5 one customer's margin to support positions of
6 another customer.

7 I think, and I'm glad we're talking
8 about this in the context of a study, because I
9 think the issue really merits, you know, serious
10 consideration.

11 And up to this point, we've had numbers,
12 you know, thrown around, but I don't know that
13 they were systematically sort of analyzed and that
14 they were helpful in achieving, you know, a
15 reasoned decision.

16 So looking at roughly the timeline, the
17 FCM will, end of business, the FCM will make the
18 under margin calculations based on its predictions
19 as to what the DCO will ask of it the next
20 morning, I believe.

21 So at that point, the way the current
22 regime works, there is no obligation for the FCM

1 if it determines that there is an under margin
2 account. There's no obligation to post residual
3 interest.

4 Then we have the settlement the next
5 morning where the DCO will go and take the funds
6 out of the FCM's account that it needs to satisfy
7 the margin call.

8 I presume the FCM will then shortly
9 after make calls on its customers. And those
10 funds will be arriving during the day, probably
11 most of them towards the end of the day. And so
12 only after those funds have arrived at 6:00 p.m.
13 does the FCM have the obligation to make up for
14 any deficiencies.

15 So in my mind, I'm still -- the open
16 question is what happens at time of settlement
17 when the FCM has an under margin amount, and it's
18 not coming from customer funds. And it's not
19 coming, unless they see them voluntarily post
20 residual interest at the time of settlement. You
21 know, there is a question as to, you know, what is
22 the state of affairs at that point in time.

1 I recently heard, you know, talking to a
2 person that has, that's been on the FCM side for a
3 while that it's typical for FCMs to have overdrawn
4 accounts with a DCO, which was news to me. I
5 don't know if anyone else can shed some light on
6 that.

7 But to me that is a concern. I mean, if
8 that's the outcome of the current regime, having
9 overdrawn accounts during the, you know, during
10 the trading day, I think, you know, kind of puts
11 forth some systemic risk questions that I think
12 the study will hopefully shed some light on.

13 And so I guess my conclusion would be,
14 you know, I think the current regime, even though,
15 you know, it's working fine, but it hasn't been
16 really tested in times of crisis which is what I
17 think we're trying to achieve here.

18 I welcome the study and the opportunity
19 to see some, you know, some analysis based on
20 actual, you know, practices in the industry and
21 how they relate to ultimately, you know, the
22 protection of customer funds and, you know, the

1 curtailment of systemic risk.

2 MS. BURKE: Would you like to hear from
3 the FCM perspective? So from the FCM perspective,
4 the implementation, and there are some questions
5 that, you know, Tom circulated out. But the
6 implementation of the T+1 settlement, it's a
7 combination of rules that were implemented at the
8 same time.

9 And Bill, as you mentioned, the
10 compression of the under margin grace period, from
11 an overall system perspective in the safeguards,
12 and all the layering effect and all the rules that
13 we have, it has enhanced overall the safeguards in
14 the system to the clients as well as to the FCMs.

15 Because as you mentioned, you know,
16 there is fellow customer risk. There's also
17 fellow FCM risk. So by the fact that the margin
18 grace period has been compressed, that actually
19 reduces potential risk in the system.

20 And, you know, there are other capital
21 rules that are in place that layer on top of that.
22 So as soon as a client puts a position on with an

1 FCM, there's a minimum capital requirement that's
2 required by that FCM to have in place prior to the
3 position going on.

4 Because you have a minimum continual
5 capital requirement which is eight percent of your
6 risk-based margin obligation. So that's there the
7 moment positions are put on.

8 The FCM has to monitor their capital
9 levels. They have a minimum. They have an early
10 warning level on capital. And that monitoring
11 goes on on a firm-wide basis. And many firms
12 have, like, there's the minimum and there's a
13 reportable violation if you go below that. So
14 they maintain excess.

15 And if you can go out and look at some
16 of the analysis, many of the FCMs have quite a bit
17 of excess infused to support this business. So
18 that's a starting point.

19 And then when you look at the
20 enhancements that were brought in under enhanced
21 customer protection, with the requirement that the
22 FCM has to ensure, by T+1 close of business, for

1 any uncollected margin, they have to have enough
2 residual interest to support their remaining
3 margin deficiencies.

4 So that's monitored. And that's always
5 been monitored. The margin requirements are
6 monitored in all FCMs on a daily basis. They're
7 also monitored from a credit perspective, the open
8 positions. The amount of risk that's being brought
9 in to the FCMs is monitored.

10 This enhancement really just, you know,
11 I think, did add further safeguards to the system
12 to reduce fellow customer risk and also to reduce
13 fellow FCM risk which I think is very important.

14 And then the layering of the effect with
15 the grace period being reduced, so if you have a
16 client that has an under margin deficiency by T+1
17 close of business, you have to now have enough
18 residual interest to support that when you go into
19 the next business day.

20 If you still haven't collected by close
21 of business T+2, the FCM will then have to take
22 that capital charge plus have that funding infused

1 into the SEG comps as double funding/capital
2 impact. And then on top of that, you have the
3 minimum capital requirement of the eight percent
4 of the maintenance margin, risk-based margin
5 requirement.

6 So, you know, adding that all up, and
7 there's many more things that we could talk about
8 here and give others an opportunity to speak but,
9 you know, the whole risk management program, the
10 transparency, everything else that was embedded in
11 the rules, requirements that the FCM has to
12 maintain a targeted residual interest.

13 Where you used to just have to make sure
14 you had one dollar over your SEG obligations, you
15 now have a targeted residual interest that you
16 monitor on a daily basis. You're monitoring your
17 trading activity, you're monitoring the flow of
18 funds.

19 The market, if there're some big moves
20 in the market, you know, we have exposure. You're
21 speaking with your risk teams, monitoring, you
22 know, client exposures. You may infuse to

1 maintain that targeted residual interest.

2 If you go below the targeted residual
3 interest, there is a notification requirement to
4 your DSRO. And you need to actually, in writing,
5 state why you went below. Was it, you know, large
6 moves in the market, deficits went up?

7 So it's that additional layering within
8 the enhanced customer protections that have really
9 enhanced the safeguards to, you know, all
10 customers and FCMs.

11 And there is quite a bit of transparency
12 that now, in addition to going out to the clients
13 or DSRO, and then you have the DSROs have CME as
14 their main DSRO, they have direct information.

15 We're required to submit our SEG
16 computations by 12:00 p.m. They were always
17 required to be computed by 12:00. You now have to
18 put it into the system. And the DSRO is getting
19 the external documentation from the custodians,
20 from the banks. And they're actually tying that
21 in on a systemic basis to ensure the accuracy of
22 the information. So that's another layering of

1 effect.

2 And then, you know, back to one of your
3 questions, Tom, that you asked about, you know,
4 did the FCMs have to do any system enhancements to
5 be able to compute the residual interest by T+1
6 close of business, there were requirements and
7 many technology enhancements that needed to be put
8 in place to monitor the collections.

9 All the FCMs, you know, we'd have margin
10 teams that are monitoring the collections through
11 the course of the day. That's their primary day
12 job. The credit teams are monitoring risk, and
13 exposures and collection of margin.

14 But we also needed to enhance all of our
15 reporting to get updates through the course of the
16 day to project what our funding requirements would
17 be.

18 And in many instances, a lot of our
19 systems are batch processes. So you would get
20 that final under margin deficiency at the close of
21 business going into the next business day or be
22 produced through the batch process. So we needed

1 to enhance our systems to be able to get snapshots
2 of our margin deficiencies through the course of
3 the day.

4 You know, so the first one, you know,
5 you know what your numbers are first thing in the
6 morning. Go to a 12:00 p.m. cut, say, okay, here's
7 our collection. And then you're at 3:00 p.m.,
8 potential funding projection. And then the end of
9 day and back to, you know, the point that I think
10 Bill was making is, especially when you have the
11 large investment advisors that have, they're
12 managing many accounts. The funds are not coming
13 into the FCM until later in the day, really past
14 the 4:00 p.m. cut, because of all of work that's
15 done by those investment managers, meeting all of
16 the margin obligations across multiple FCMs,
17 across multiple business lines.

18 And they're also interacting with the
19 custodians. So it's really getting that
20 information in a timely basis. And, you know,
21 back to points that were made earlier, to move it
22 up earlier than T+1 6:00 p.m., there would have to

1 be potential pre-funding to the clients required
2 or charges imposed.

3 Because the structure, even in the flow
4 of funds, you know, from the custodians, and from
5 the banks and the clients, investment advisors,
6 things along that line, to get that in at a 10:00
7 a.m. time period is not feasible. To get it in at
8 12:00 is not feasible. It's really later in the
9 day when you get an opportunity to -- really the
10 lion's share of the funds flow in from, say, 3:00
11 p.m. to 6:00 p.m.

12 So I'll pass it off to any of the other
13 FCMs.

14 MR. TIRRELL: I'm going to echo
15 Maureen's statements there. But I would like to
16 add also that we felt that moving, you know,
17 compressing the timeframe to the T+1 worked well
18 for both the FCMs for a lot of their, you know,
19 technology improvements that were made as well as
20 for our institutional clients.

21 And I think that worked well, because
22 they were well aware of the regulations that were

1 going in, the layering. So there are other
2 protections. We can't look at this in isolation
3 by itself.

4 So there is a risk/reward balance that's
5 being struck on these timeframes from a practical
6 standpoint as we talk about West Coast clients,
7 investment managers and so on, you know, needing
8 to balance those records, make those calls.

9 The interconnectivity of the futures
10 markets, a lot of the participants are not dealing
11 in one product. And therefore, their liquidity is
12 spread out among different types of products in
13 different cash markets as well as well as
14 securities markets as well.

15 So you could actually have net equity
16 with a client from a risk standpoint. But that
17 client may not have the liquidity in order to make
18 margin calls throughout the various times of the
19 day because of the interconnectivity and the
20 settlements that take place in different clearing
21 houses and so on.

22 So I think, you know, as stated before,

1 the T1, 6:00 p.m., you try to compress that
2 further, I think you start introducing more
3 operational risk into the process which would be
4 counterproductive to the, you know, the overall
5 concept of eliminating some of the systemic risk.

6 So again, I think when you look at all
7 the regulations that were put in place in totality
8 and the balancing of that, that risk/reward, if
9 you will, without creating more operational risk
10 and creating more cost to the end user, because
11 ultimately someone's going to need to pay for that
12 inefficiency in the funding. That drain on
13 liquidity isn't going to ultimately need to be
14 passed down to the clients.

15 And I think at that point, you start to,
16 you know, really start to consider the cost of
17 that, you know, that compression versus all the
18 other risk that you just introduced into the
19 system and complexity for the end users and the
20 institutional clients in order to meet those
21 obligations.

22 MR. BURO: I just had one other item to

1 add. So I agree with Bill and Maureen's comments.
2 And just to add, you know, FCMS in general, our
3 FCM and I'm sure similar FCMS, although the
4 deadline is currently set at 6:00 p.m., you know,
5 FCMS in our case, you know, we're performing this
6 calculation around 4 o'clock, maybe earlier on
7 times of market volatility.

8 So although officially at 6:00 p.m.,
9 FCMS need time to do that analysis, you know, to
10 make sure that they're getting confirmation, or if
11 they need to increase the residual interest, those
12 instructions are sent to the bank, and we get a
13 confirmation.

14 So I just wanted to point out that
15 although it's officially 6:00 p.m., you know, in
16 my mind that deadline is a lot earlier in the day
17 already.

18 MR. SMITH: Gerry?

19 MR. CORCORAN: Thanks, Tom. I'd just
20 like to reinforce what Maureen and others have
21 said about the regime as a whole has been
22 strengthened tremendously and that we shouldn't be

1 looking at T1 at 6:00 in isolation. We have to
2 take into the totality of the regime.

3 I'd like to speak a little bit more
4 about, you know, the real world. R.J. O'Brien is
5 an independent FCM. We have about 80,000 customer
6 accounts. And we have a wide range of customers.

7 We'll serve a self-directed retail
8 client. We'll serve many farmers and ranchers.
9 We have a very large introducing broker network.
10 And we also service agricultural corporates. And
11 so we have a wide range of customers that have to
12 meet their margin deadlines.

13 We did invest significantly in our
14 systems for real time monitoring of margin
15 requirements and margin payments. We also have a
16 realization that some institutional accounts have
17 processes that take time for them to get the
18 authority or the approval to send out the wires.

19 But really where the T1 at 6:00 is
20 helpful is farmers, and ranchers, and introducing
21 brokers. And the Commission worked with the
22 industry to allow the same day recognition of ACH

1 pulls to meet the requirement which has been very,
2 very beneficial to improving the safeguard system.

3 There's almost no fails in the ACH
4 system. It's 99.9 percent of an ACH that you pull
5 arrives the next morning. So it's a safe system.
6 Also the recognition of depositing checks locally
7 at an IBs office through electronic scanner
8 devices provided by the banks has been a great
9 help.

10 So we've done some things as an industry
11 and the Commission that have really tightened
12 things up and allowed farmers and ranchers to meet
13 the rules and not fall into the category of being
14 under margined where we have capital charges.

15 Now, a couple of things before I move to
16 capital charges is that farmers and ranchers, I
17 think we all agree, have an important role in our
18 economy here in the United States.

19 They work in local communities. And
20 their bankers are local banks. So many times when
21 they request a wire from their bank, it goes
22 through a correspondent bank. And then the

1 correspondent bank pushes it onto the FCM.

2 So there's a process there that takes
3 place. And they don't get to the top of the list
4 necessarily. They put their wire request in, the
5 local bank, you know, it may be a small bank,
6 takes them time to move it to the correspondent
7 bank. And then it's in the queue to get to the
8 FCM. So it's a process.

9 But before they even put the wire in,
10 you know, the farmers and ranchers have to get
11 approval from their local banker who provides
12 financing for their farming activities.

13 So in most cases, a farmer is getting
14 their margin funding from a banking relationship,
15 a lending relationship. So there's an approval
16 process there and then the queue up on the wires
17 as I described earlier. So the T1 at 6:00 is
18 really important.

19 Now, the capital charge situation where
20 you tighten that up has also strengthened the
21 system quite a bit. And it's given FCMs the
22 ability to push down to the customers that, in a

1 practical sense, that this isn't our rule. This
2 is a rule that the Commission has put forth, and
3 we're just enforcing the rule.

4 You still have bad behavior in some
5 cases. And FCMs always make decisions of whether
6 a customer should be asked to be let go. But what
7 we have found is we put in some meaningful
8 penalties for customers not meeting their margin
9 calls in a timely fashion.

10 And when we first put the penalties in,
11 they did add up to a material amount of funds.
12 But over time the customers' behaviors have
13 changed. And now those amounts and those
14 penalties are de minimis.

15 So all of this has added up to making
16 the system tighter, to educating the
17 non-institutional type customers that there are
18 rules and regulations that they need to abide by.

19 And I think overall, when you think of
20 the totality of the customer enhancement regime,
21 we're light years ahead of where we were. It's
22 sound, and moving T1 at 6:00 earlier in the day is

1 not practical for the reasons I set forth
2 operationally. Thank you for your time.

3 MR. SMITH: We'll recognize Bill and
4 then Todd.

5 MR. THUM: I just wanted to build on
6 what has been said. I think it is important to
7 look at the effect of the multi-layer of enhanced
8 protection that has been provided by the CFTC.

9 And remember that where we started in
10 the proposed rule for residual interest, the
11 requirement was that the margin needed to be
12 maintained at all times.

13 So effectively, I think the CFTC struck
14 a really clear balance between the interests of
15 market participants, such as ourselves, to avoid
16 having our margin put at risk by having other
17 customers introduce short falls into the system
18 while at the same time recognizing the operational
19 complexities of getting the notices out, having
20 them verified and confirmed.

21 So, you know, while we, in our comment
22 letter from 2013, did advocate for a much more

1 accelerated timeframe from T+1 at 6:00 p.m., we
2 did, in the final rule we're certainly comfortable
3 with the T+1 at 6:00 p.m..

4 And as I said earlier, you know, our
5 concern really at this point is both operational,
6 and if we were to move it earlier in time, because
7 the CFTC has still not addressed LSOC within the
8 futures context, if we were required to front the
9 margin, to pre-fund the margin, that margin would
10 be at risk.

11 So I think it -- we've become more
12 comfortable with the T+1 at 6:00 p.m., given all
13 the other protections that the CFTC has enacted.

14 MR. KEMP: So Gerry took you into the
15 real world. Maybe I can take you a little farther
16 into the real world. National Grain and Feed has
17 about 1,000 member companies nationwide, about
18 7,000 facilities that handle, and store, and
19 process grains and oil seeds.

20 Our members, it's important to note,
21 we've got lots of different folks around the table
22 there. But our members are not speculators,

1 they're not investors. They're business people
2 and, in many cases, small business people who are
3 managing their business risk through futures
4 markets. These are the traditional hedgers for
5 decades and decades since time began.

6 We had a couple of hundred firms that
7 were deeply affected by MF Global. We are all
8 about customer protection, and we do believe a lot
9 of the protections that have been mentioned here
10 were very productive and useful.

11 We have never believed that the threat
12 of pre- margining adds customer protection to the
13 system. In fact, from a customer perspective that
14 only increases customer risk. It decreases
15 customer protection.

16 We did some calculations back a couple
17 of years ago when this was being discussed about
18 the amount of money that the average grain
19 elevator might be required to pre- fund if we went
20 earlier in the day than 6:00 p.m. on T+1.

21 And for an average grain elevator, about
22 twice as much money would need to be sent to the

1 FCM, probably borrowed and then not available to
2 fund, hiring to fund other capital expenditures.

3 We certainly support strongly the 6:00
4 p.m. Deadline on T+1. We think it's worked well
5 for the FCMs and for the customers. And
6 appreciate you taking a look at it today.

7 MR. SMITH: Debbie?

8 MS. KOKAL: Thank you. Just a little
9 bit from the regulatory perspective. When the
10 residual interest requirement went into effect,
11 and also all the other customer enhancements, the
12 risk-based examinations that are performed of
13 every FCM were updated. These things are reviewed
14 on a consistent basis.

15 The residual interest calculation is not
16 easy. It's complex. And we go out and we work
17 with the firms to make sure they're picking up all
18 the under margin accounts, are they accounting for
19 disbursements, wires in on a timely basis.

20 We recognize when we work with the
21 firms, we're not only looking at the calculation,
22 we're asking about their procedures, right.

1 And I think to Mark's point, there are
2 firms that look at it first thing in the morning
3 and start monitoring it and other firms, at
4 various points during the day. Because it's not
5 something you can look at at 6:00 and be in
6 compliance with. You have to make sure you're
7 going there.

8 Other firms have adopted very
9 conservative procedures. They're including their
10 debits in it. They're not accounting for wires
11 coming in or wires coming in after certain times
12 unless it's needed. So the firms are very active
13 in looking at it throughout the day.

14 And just kind of to build on all the
15 customer enhancements, and everyone says don't
16 look at this in isolation, it is just one of the
17 layers. And Maureen talked about it.

18 Not even included in the regulations,
19 but the NFA and the CME have implemented
20 requirements that all FCMS have to authorize all
21 their third party depositories to confirm,
22 directly to us on a daily basis, their customer

1 funds.

2 We take the confirmation, and we compare
3 it to what the firms submit to us. And based on
4 materiality and thresholds, we work with the
5 firms. And as these firms know, they're probably
6 in contact with us more than they want. So it's
7 been a very good and immediate verification.

8 Just to give you an idea, January and
9 February of this year, on average, we confirmed
10 over, just find the amount, \$257 billion on a
11 daily basis. This is from 200 different
12 depositories confirming over 3,500 accounts with
13 us. So it is a very strong enhancement that has
14 been made. So that's it.

15 MR. SMITH: Tom?

16 MR. KADLEC: Thank you, Tom. I think
17 following Debbie, I think it's important to point
18 out there is a healthy dialogue going on between
19 the DSROs and the FCMs. And that is enhancing the
20 customer protection rules which ADM Investor
21 Services supports.

22 T+1 is working. I agree with Gerry's

1 comments wholeheartedly. Our business models are
2 similar. Eighty- five to 90 percent of our
3 business is agriculturally related.

4 Interestingly, some statistics, our
5 institutional and commercial accounts always wired
6 and they always will wire. The compression has
7 happened in the mid-tier and the smaller farmer,
8 the smaller rancher.

9 We receive approximately 95 percent, 92
10 to 95 percent of our one-day wires. That's very
11 consistent in previous years. And if you look
12 back at the five and four day calls, those have
13 all now -- and three and two day calls -- and in
14 terms of materiality are very small. In fact,
15 arguably they're not material in terms of our
16 capital.

17 In other wire statistics, at noon we
18 receive about 50 percent of the T+1 wires. By
19 2:00 p.m. we receive about two-thirds, about 65,
20 66 percent, statistical sampling that our Treasury
21 group does. And it gives you an idea of the
22 sophisticated Treasury groups of our fund complex

1 here, no analyzer global positions and no wire out
2 money any time between 11:00 and 1:00 p.m. It
3 works its way through the system, and it hits our
4 books.

5 We have 16 banks across the United
6 States that we've documented that support the
7 agricultural community. About half are in the
8 Central time zone, about a quarter are in the
9 Western or Mountain Time zone.

10 They don't start wire processes until
11 noon Central time zone. The West Coast banks
12 don't even send wires until 2:00 p.m. That's part
13 of the operational challenge that Gerry mentioned.

14 And these are important, very strong
15 financial institutions to our core customers. So
16 if T+1 was, if we compressed the time, that would
17 be a challenge. We would have to convince those
18 banks to do their hedge analysis, the credit
19 analysis earlier which is a key component of
20 customer safety.

21 The bankers truly -- in the credit
22 analysis in which they do for the hedge community

1 is an important function of risk.

2 So I think T+1 is working very well. I
3 think the customer protection rules have worked.
4 I think there are seven or eight of them, Debbie,
5 at least.

6 MS. KOKAL: At least.

7 MR. KADLEC: At least. And they have
8 all added up to a reasonable success story. And I
9 would emphasize the burden of this cost has not
10 been on the large financial institutions. The
11 burden of this timeframe has been on the smaller
12 agricultural farmers and ranchers.

13 Instead of mailing checks, we require
14 them to wire. We require them to send us an ACH
15 which is not free. And we're working with
16 community banks to lower their costs as part of
17 this.

18 And if we would condense the timeframe
19 earlier and even think about pre-funding, I have
20 not had one customer ask me to pre-fund their
21 margins ever to enhance their customer safety of
22 their assets.

1 So thank you for this forum, and I look
2 forward to other comments.

3 MR. ROGIC: Could I just add on to -- I
4 think it's, again, I commend this process. I
5 think we are obviously dealing with a, you know,
6 seemingly mundane provision but which has great
7 repercussions on kind of the way the system works
8 as a whole.

9 And we are, you know, we are looking at
10 the costs and benefits. I mean, the initial
11 proposal that, you know, that have at all times
12 language, looks like we abandoned that. We're not
13 going to, you know, another, the kind of
14 inspection.

15 And we are, you know, we are looking
16 into whether we should -- whether that works or
17 whether, you know, additional adjustments are
18 needed. And it could be very well that, you know,
19 T+1 at 6:00 p.m. works, and it balances
20 appropriately the risks, you know, and the costs
21 to the industry.

22 But I think before we adopt that, we

1 should really, you know, examine. Can we say
2 that, you know, that 1.22(a) where, you know, an
3 FCM cannot use one customer's funds to margin
4 other customers' positions, is that being
5 fulfilled by having the residual interest deadline
6 12 hours after the time of settlement?

7 So, you know, the margin payment has to
8 go out, I presume, early in the morning every day.
9 At that point in time, the FCM could be under
10 margin. If it does not have to contribute its
11 own capital at that point in time, what happens in
12 those 12 hours during the trading day until, you
13 know, customer margin comes in and the
14 reconciliation is made at 6:00 p.m.?

15 If we stay with that, with T+1 at 6:00
16 p.m., we have to, you know, maybe acknowledge that
17 then, you know, there is a certain time, you
18 know, during the day at which the FCM is not in
19 compliance with 1.22 (a). And that might be a
20 compromise.

21 But I think we need to really -- and
22 again, I welcome the study, and I welcome the

1 analysis. Because I think that has to be
2 addressed in the final outcome.

3 You know, I don't have sort of a preset
4 position. I'm looking at the cleared swaps market
5 where we have the, you know, we have the FCMS
6 required to post residual interest at the time,
7 before they send a, you know, before they settle
8 with the DCO. That seems to be working.

9 The swaps market is, I think, in terms
10 of notional is, you know, multiples greater than
11 the futures market. I guess, you know, greater
12 numbers of initial -- greater amounts of margin
13 involved, that has worked well without, you know,
14 any sort of disruptive needs to pre-fund and so
15 on. So I think that also could be a factor in the
16 analysis. Thank you.

17 MS. BURKE: Can I just make one point to
18 make sure everyone is aware of it? So, you know,
19 there are two components of the margin deficiency.
20 There is the net liquidating deficit. That's
21 where the account has a deficiency or where the
22 FCM has a receivable from the client.

1 And any net liquidated deficit not
2 secured by readily marketable securities, the FCM
3 needs to have enough residual interest to cover
4 that at all times.

5 So that's the, you know, real exposure
6 from an FCM to the client. That's the receivable.
7 And that's at all times. And then the margin
8 deficiency is the -- for every position there's a
9 margin obligation. And that margin deficiency is
10 supposed to -- or the margin requirement is
11 supposed to represent the risk.

12 So in the event of a client default, the
13 FCM would be able to liquidate the client's
14 position and have enough margin on deposit so they
15 do not impair their own capital base and,
16 therefore, potentially have exposure, other
17 clients would have exposure to that FCM.

18 So that is the way it's structured
19 today. And it has always been there. You had to
20 have enough of your residual interest to cover the
21 net liquidating deficit. So that's in place, just
22 in case there's semantics there. I just wanted to

1 make sure you understand that. Okay.

2 MR. SMITH: Chairman Massad?

3 CHAIRMAN MASSAD: Thanks, Tom. Just to
4 follow-up, particularly on Gerry, and Todd, and
5 Tom's comments, I appreciate your comments that if
6 the deadline were accelerated that that could be a
7 problem, particularly for smaller participants in
8 these markets, particularly to the extent they
9 might have to go through a local bank on to a
10 correspondent bank.

11 Because I think I'm certainly, and I
12 think my fellow Commissioners also are concerned
13 that, you know, we make sure that these markets
14 continue to be accessible, particularly for
15 smaller participants.

16 But I take it from what you've said that
17 you're not seeing, with respect to where we are
18 today at least, the T+1 at 6:00 p.m., this set of
19 rules.

20 You know, we haven't seen a lot of
21 smaller participants drop out or say, you know, I
22 can't comply with this. So I'd appreciate just

1 making sure I've heard you correctly in that
2 regard.

3 And to the extent that some of them
4 can't, it's a small enough -- I think, Tom, as you
5 said, it's a small enough amount overall that, you
6 know, maybe you can cover that.

7 MR. KADLEC: I would agree that we have
8 not seen a reduction in our small retail mid-tier
9 hedge customers based on these new rules. There's
10 been an awful lot of sweat equity put into
11 explaining why this change has occurred and the
12 costs involved with it. But that's the normal
13 ebbs and flows of any change in any business.

14 It's a challenge when you start talking
15 about pre- funding at the lower level. I'd be
16 more than happy to pre- fund some of our larger
17 accounts since they seem to be concerned about it.
18 But no, I have not seen any reduction of our
19 business.

20 MR. SMITH: Gerry?

21 MR. CORCORAN: I concur with Tom. It
22 hasn't had a material impact on small farmers or

1 ranchers. They certainly can comply
2 wholeheartedly.

3 One topic that does impact folks in the
4 farmer community and agricultural community is
5 when we have exchanges open but the banks closed.
6 That's a real situation that should be addressed.

7 And also overseas when you have your
8 customers who maybe have a week holiday in China,
9 when they have a week off for New Years, we do a
10 ton of pre-funding at that point, because they do
11 have clients in the marketplace.

12 So I think there's still some analysis
13 work we can do on how we can tighten up those gaps
14 in kind of the global banking system and holiday
15 system that should be addressed.

16 We had, in 2010, a major farm report
17 that came out I think the day, Columbus Day
18 actually. And I believe it was a report that was
19 a very bullish report on all the hedgers had no
20 capability of meeting their margin call that day.

21 And so I think we have to look closely
22 at when the exchanges are opened and the banks are

1 closed to ensure that we can get adequate
2 liquidity.

3 Now, there has been accommodations made
4 for the FCMs in the industry so that you don't
5 have a per se rule violation. But it's still a
6 risk situation. And that can impact the smaller
7 agricultural client as well.

8 MR. KEMP: I'd agree too, Mr. Chairman,
9 that T+1 at 6:00 p.m. has worked well. You'll
10 probably recall that there was a pretty broad
11 coalition of production agriculture and
12 agribusiness groups who were very concerned about
13 this. And a lot of that simply was because of the
14 added costs of moving funds more quickly.

15 I believe that there's probably been a
16 fair amount of investment, not only at the FCM
17 level but also customers working with the FCMs to
18 get the funds in more quickly.

19 We've always felt strongly that you
20 never want to get to the point where the costs
21 become so burdensome that you drive farmers, and
22 ranchers, and some of the very small retail

1 hedgers out. Certainly that's the last thing we
2 would want to do, reducing risk management
3 options. We ought to be working to the contrary
4 to preserve risk management to marketing and
5 hedging options.

6 MR. BAKER: And just to add on to what
7 Todd said, the National Pork Producers Council, we
8 represent 68,000 pork producers across the
9 country, both large and small.

10 And we think that the T+1 at 6:00 p.m.
11 accurately balances the customer protection while
12 at the same recognizing the burdens that it places
13 on them.

14 We're afraid that moving it earlier in
15 the day will force many of those farmers who use
16 the markets and rely on the markets to hedge their
17 risks, that it will remove them from the market.

18 And I look forward to continuing to work
19 with you to make sure that those tools are still
20 in place for them in the future.

21 MR. SMITH: Patrick?

22 MR. SHEEHAN: Yes. I also wanted to

1 echo Maureen's point, just focusing on the
2 liquidating deficits. FCMS are required to cover
3 those on a 24/7 basis. That hasn't changed.
4 That's always been the case.

5 And I think it's also important to
6 realize that the SEG requirements -- we're
7 required to be in compliance from a SEG report
8 perspective, segregating customer funds on a 24/7
9 perspective. And that's to ensure that we have
10 enough funds locked up so we're able to basically
11 pay back clients all the funds owed them. So the
12 margin deficit I don't think should be confused
13 with that aspect of it.

14 Additionally, I think, you know, we also
15 believe that the 6:00 p.m. deadline has been a
16 fair balance. And I think we get into, as we look
17 at our client base, lots of concerns going into
18 pre-funding just because of the overall process.

19 And I think folks have mentioned it
20 earlier today, the fact that clients have a need
21 and a duty to reconcile their positions, to deal
22 with their custodians.

1 And that process, what we end up seeing
2 is that it takes a number of hours before funds
3 are able to be paid in during the settlement
4 cycle. And really, that settlement cycle is a
5 daily process that happens all day. It's not a
6 single point in time during the day.

7 MS. FLAHERTY: Maybe I can ask a
8 question of Debbie. I think a question was raised
9 by one of the panelists about systemic risk.

10 And so this process, this timeframe has
11 been in place for about a year and a half. And is
12 there any increased systemic risk that maybe CME
13 sees or doesn't see as a result of this timeframe
14 or by not further compressing this time frame, if
15 you have any views?

16 MS. KOKAL: I think, again, it's not
17 looking at just this timeframe in isolation. It's
18 looking at everything that has been adapted by the
19 industry that's really served to increase the
20 customer protections.

21 Compressing the timeframe down, I think
22 the FCMs have very eloquently described the

1 operational aspects, the increased cost, the
2 capital, looking at will there be a consolidation
3 of FCMs, will there be FCMs to service all market
4 segments. Those, I think, are things that the
5 Commission has to consider if they were to make
6 any changes to compress it.

7 The other thing, just from a complexity
8 standpoint, we talk about the cleared swaps at
9 time of settlement. The 30.7 secured is at T+1 at
10 6:00. And that is staying. So if you change the
11 customer SEG to T+1 at some other point in time,
12 you're just adding more complexity.

13 These customers, in general, are not
14 just trading SEG, they're trading their foreign
15 markets as well. And they're meeting wires, one
16 wire which is being put into both the SEG and the
17 secured accounts. And I think you add a level of
18 complexity for the FCMs and for the customers.

19 MR. SMITH: Bill?

20 MR. TIRRELL: Thanks, Tom. Actually,
21 Debbie did a very good job of pointing out some of
22 the items that I wanted to point out. But I want

1 to also pick up on some comments made by Gerry as
2 well -- to put in place over the last couple of
3 years and the complexity of those regulations.

4 I think there's still an opportunity to
5 continue to smooth out some of those rough spots
6 that are out there, because there are some
7 inconsistencies in the rules. There are some
8 global implications that still need to be factored
9 into the existing rules.

10 So I think at a point where we're
11 starting to see the dust settle -- I think from
12 the client side up to the FCM side to the
13 regulator component of that -- I think we're
14 starting to get fairly comfortable with the new
15 regulations, and the implementation of those, and
16 operationally and practically making those work.

17 But at the same time, there are still a
18 lot of inconsistencies, a lot of unnecessary
19 burdens built into the existing system.

20 So I think at this junction even
21 contemplating adding more complexity, making more
22 changes, you know, as was I think mentioned

1 earlier, you know, there was quite a bit of work
2 that was done by the various FCMs to educate their
3 clients, both large and small.

4 You know, at least at Merrill Lynch the
5 CSRs did a very good job in communicating with all
6 our clients. I think the clients were well tuned
7 into a lot of the initiatives that were out there.

8 Again, there's I think a great deal of
9 operational risk if we start injecting more
10 complexity, having more inconsistency with the
11 timeframes before we have actually even kind of
12 fixed some of the, or smoothed out some of those
13 rough spots that still exist in the system today,
14 so again, back to my operational risk comment
15 earlier.

16 MR. SMITH: Todd?

17 MR. KEMP: Yes, maybe along those same
18 lines, you know, thinking about systemic risk, one
19 of the challenges that we've been giving some
20 thought in our association is the operational and
21 the financial challenges that FCMs have been faced
22 with post-Dodd-Frank, so many new rules and

1 regulations, so many new costs introduced into the
2 system.

3 You know, here's another example, I
4 think, where if we push it earlier in the day we
5 force additional adjustment and expense,
6 additional operational risk through changes in the
7 way the system works.

8 We fear that some of the, you know,
9 mid-sized to relatively smaller FCMs that are so
10 important to serving agriculture could disappear.

11 And if you want to think about systemic
12 risk, concentrating that sector activity into a
13 smaller number of firms, reducing service
14 available to the relatively smaller customers, you
15 know, we think that's worth consideration when you
16 think about systemic risk.

17 MR. BEALE: I just wanted to ask one
18 quick question on a point that I think was raised
19 here. What is it about LSOC and swaps in the time
20 of settlement that is occurring there compared to
21 how the operations of the futures are?

22 Can any of the FCMs kind of chime in

1 there a little bit about those differences? Is it
2 because the customer base is just slightly
3 different in futures versus swaps that make that
4 time of settlement easier to obtain in swaps? So
5 thanks.

6 MR. KADLEC: Very brief, two basic
7 differences, the sophistication of customer,
8 there's no comparison if you look at the 50,000
9 agricultural customers that we have on our books,
10 and Gerry's customers, to global financial
11 institutions which are the primary users of the
12 swaps market, from my perspective, and the
13 history.

14 There's a long history of the futures
15 markets doing business a certain way that was
16 materially changed 14 or 18 months ago. LSOC,
17 it's a brand new business, brand new rules, brand
18 new educational process, again, from my
19 perspective. And it's a fairly wide difference.

20 MR. SMITH: Maureen?

21 MS. BURKE: Sure. Just to touch on the
22 last point that Tom had mentioned is, you know,

1 LSOC, we spent a tremendous amount of time on
2 LSOC, getting ready for it from an operational,
3 technology, working with the industry.

4 I don't know if you recall the many,
5 many meetings we had with Bob Wasserman on the
6 white board. Hours and hours were spent on that.

7 And as mentioned, it's a new business
8 building up over time. So it's a massive
9 fundamental difference in building up a business
10 and the infrastructure to support that business.

11 So when a client comes in and puts a
12 trade on for cleared swaps, it goes in through the
13 SEF. All the client information is sent directly
14 from the SEF to the clearing house. So the
15 clearing house has all of those details.

16 And then when they're monitoring LSOC
17 compliance -- there's also opportunities, you
18 know, LSOC with Excess -- it's a fundamental
19 difference. The way it's structured in futures
20 today is a customer omnibus account. There's not
21 the same transparency.

22 So if we were going to move to an LSOC

1 type of structure, it would require a tremendous
2 amount of technology enhancements, not only at the
3 FCM but also at the clearing houses, and time to
4 implement -- and extended, much greater time to
5 implement than what we put in place for OTC
6 cleared. And it goes back to the cost benefit.

7 And as was mentioned earlier, you know,
8 well, where do those costs go? We know ultimately
9 costs will be borne down to the client because the
10 FCM, in order to stay in business, and a Board of
11 Directors to support the business, you know, there
12 needs to be a return on equity.

13 So it's a massively different animal.
14 It's like comparing apples and oranges, and to go
15 back and reverse engineer what we have in place
16 for the futures industry.

17 MR. THUM: Yes. And if I could just
18 build on that, I think the history of the swaps
19 market really plays into it as well. The whole
20 infrastructure from the early '90s has been on a
21 margin basis. And certainly in the last really
22 ten or five years, I guess, the market really has

1 been moving collateral same day so, you know,
2 hence our concerns.

3 While we appreciated the regulatory move
4 of the most standardized swaps into the cleared
5 space, we were faced with this concern where we
6 had margin being calculated daily, being
7 transferred for asset managers like Vanguard in
8 the 40 Act space.

9 The margin actually is held by the
10 fund's custodian. And it's very secure. This is
11 no fellow customer risk. There's really no risk
12 at all with respect to that margin. So watching
13 the margin then move into the cleared swap space
14 onto the futures model, you know, we were very
15 concerned.

16 So we liked some of the protections of
17 the futures model, but the lack of protections, or
18 let's say the more cumbersome infrastructure
19 perhaps associated with the futures market, really
20 didn't provide the same level of protection. So
21 hence we pressed very aggressively for LSOC.

22 But when you're asking about the timing

1 and how it's different for swaps, the swaps'
2 infrastructure at most swaps users has been used
3 to same day transfers for quite some time, you
4 know.

5 And I've mentioned repeatedly, you know,
6 the thought of LSOC plus Excess could conceivably
7 allow a market participant to have Excess margin
8 to pre-fund trading with some degree of comfort
9 that the margin's not put at risk.

10 On the futures side, that
11 infrastructure's not there. We're quite some way.
12 Certainly we don't have any rules and, you know, I
13 wonder to what extent the CFTC might be
14 considering that.

15 But we'd have to really develop not only
16 the rule set but also the infrastructure for it.
17 And it would be a significant change.

18 So, you know, again, I think in striking
19 the balance between risk mitigation, having
20 adequate margin in the system while at the same
21 time recognizing the operational complexities, the
22 T+1 at 6:00 p.m. for futures makes a lot of sense.

1 And discussions with clients, the common
2 answer is that they need to raise their cash,
3 liquidate some short term investment to enable
4 their bank to fund and send out those payments.

5 So that's what they're doing throughout
6 the day. And that's why you see the funds coming
7 in later in the day as opposed to directly at
8 10:00 a.m. in the morning.

9 MR. TIRRELL: And I would concur. We're
10 seeing most of the flow in the afternoon, later in
11 the afternoon, as Patrick indicated.

12 But to Mark's point earlier, this is not
13 a point in time that you just start doing things.
14 There's a process that takes place throughout the
15 day working up to that and even after that point
16 in time to continue to evaluate the information.

17 Because at the point in time that you're
18 making a decision on your funding, you still have
19 outstanding items coming in that you need to
20 reconcile. And I think most FCMs are good
21 players, and they're going to be conservative in
22 their approach to all of that.

1 So there is a continuous process
2 throughout the day, even after the determination
3 has been made from a funding standpoint.

4 So, you know, for all the reasons we
5 talked about earlier, even considering moving it
6 up a couple of hours also introduces a lot more
7 risk into the system and, I would say, for
8 virtually no benefit.

9 MR. SMITH: Regina?

10 MS. THOELE: I don't want to repeat a
11 lot of the comments that have already been said,
12 but I think, as Debbie pointed out, you know,
13 we've been working very closely with our FCMS.
14 The daily confirmation system has worked very
15 well.

16 I think in a particular day -- and I
17 think the FCMS did a good job of trying to work
18 with their customers in educating them in the
19 beginning so that when the rule went into play we
20 didn't have issues. And I think it has worked
21 well, I think, even more so during the day.

22 You know, if it's a volatile market,

1 we'll get on the phone with our FCMS, you know,
2 especially if it's in a particular market that we
3 know that FCM deals in, and make sure things are,
4 you know, that they are talking to the customers,
5 the customers are sending in the money. So I
6 think right now it has worked well. And the
7 status quo we would be fine with.

8 MR. SMITH: Bill, do you have any more
9 comments? You have your card up or -- I'm sorry,
10 I wasn't sure.

11 I think that sort of runs through the
12 list. But we'll open the floor for any other
13 additional comments or thoughts on the residual
14 interest or anything else anyone might want to
15 raise.

16 MR. BEALE: Yes. Did any of the
17 Commissioners have any questions or anything?

18 MR. THUM: I just have a question. So,
19 you know, we've talked about LSOC for futures.
20 Has the staff given thought to the possibility of
21 evaluating whether that's a prospect in the
22 future?

1 And I ask for a couple of reasons. You
2 know, clearly we made tremendous progress for
3 cleared swaps. Futures, that's still an open
4 issue.

5 We're looking ahead to the SEC and how
6 the SEC's going to be handling margin for cleared
7 security-based swaps. And the approach within the
8 SEC is not at all as protective an environment as
9 that that the CFTC has provided us.

10 So, you know, we're really looking at
11 all avenues of where our margin is for products
12 that are very similar in many respects in terms of
13 their risks and why there would be different level
14 of protection with respect to the margin
15 associated with those products.

16 MS. FLAHERTY: I can try and answer that
17 question. Hopefully, I think at this point what
18 we are focused on is this particular issue of T+1
19 at 6 o'clock and, as for the regulation, to do a
20 study on that. So I think, given our resources,
21 that is our current focus.

22 MR. SMITH: Yes, Commissioner?

1 COMMISSIONER GIANCARLO: Just one
2 observation and that is that the swaps market
3 remains an ECP market. And the futures market is
4 a retail market.

5 And so as we think about similarities, I
6 think we also need to bear in mind the regulatory
7 difference of those markets. And the difference,
8 I think -- some of the gentlemen mentioned that
9 point, but I think it needs to be borne in mind
10 that you can only get so much similarity, because
11 you just have different participants in these
12 market places.

13 MS. FLAHERTY: Does anybody else have
14 any comments or questions that they would like to
15 share with the panelists?

16 Okay. Some housekeeping matters before
17 we adjourn. Just a reminder that the public
18 comment portal is open on the Agency's website for
19 any comments. We'll be posting within the next
20 week or so the video recording of today's round
21 table. We'll also post the transcript when we
22 receive it and review it.

1 And again, on the next steps, as we
2 said, staff is directed to prepare a study on this
3 important topic that we obviously all take very
4 seriously. We think the information that was
5 provided today is very meaningful and helpful.

6 We want to thank each of the
7 participants for coming and participating. Thank
8 you to the Chairman and the Commissioners for
9 being here. So with that, thank you. And we're
10 adjourned.

11 (Whereupon, at 11:18 a.m., the
12 PROCEEDINGS were adjourned.)

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DISTRICT OF COLUMBIA

I, Stephen K. Garland, notary public in
and for the District of Columbia, do hereby certify
that the forgoing PROCEEDING was duly recorded and
thereafter reduced to print under my direction;
that the witnesses were sworn to tell the truth
under penalty of perjury; that said transcript is a
true record of the testimony given by witnesses;
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